Agenda

www.oxford.gov.uk

OXFORD CITY COUNCIL

Planning Review Committee

Date:	**Monday 16 December 2019**
Time:	**6.00 pm**
Place:	**Council Chamber - Oxford Town Hall**

For any further information please contact the Committee Services Officer:

Jennifer Thompson, Committee and Member Services Officer

Telephone: 01865 252402

Email: cphythian@oxford.gov.uk

If you intend to record the meeting, it would be helpful if you speak to the Committee Services Officer before the start of the meeting.

Planning Review Committee

Membership

Chair	Councillor James Fry	North;
	Committee Members	
	Councillor Chewe Munkonge	Quarry and Risinghurst;
	Councillor Jamila Begum Azad	St. Clement's;
	Councillor Mohammed Altaf-Khan	Headington;
	Councillor Steven Curran	Iffley Fields;
Sent apologies: appointed substitute	*Councillor Stephen Goddard	Wolvercote;
	Councillor Mark Lygo	Churchill;
Sent apologies: appointed substitute	**Councillor Dr Joe McManners	Headington Hill and Northway;
	Councillor Linda Smith	Blackbird Leys;
	Substitute Members notified at time of publication	
	*Councillor Roz Smith as substitute for Cllr Goddard	Quarry and Risinghurst;
	**Councillor Sian Taylor as substitute for Cllr McMannrs	Northfield Brook;

The quorum for this meeting is five members. Substitutes are permitted. Substitutes for the Chair and Vice-chair do not take on these roles.

Copies of this agenda

Reference copies are available to consult in the Town Hall Reception. Agendas are published 6 working days before the meeting and the draft minutes a few days after.

All agendas, reports and minutes are available online and can be:

- viewed on our website – mycouncil.oxford.gov.uk
- downloaded from our website
- viewed using the computers in the Customer Services, St Aldate's, or
- subscribed to electronically by registering online at mycouncil.oxford.gov.uk

AGENDA

Pages

Planning applications - background papers and additional information

To see representations, full plans, and supplementary information relating to applications on the agenda, please click here and enter the relevant Planning Reference number in the search box.

Any additional information received following the publication of this agenda will be reported and summarised at the meeting.

1 Apologies for absence and substitutions

2 Declarations of Interest

3 Election of Vice-Chair

To elect a Vice-Chair for the remainder of the municipal year.

4 18/02065/OUTFUL: Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road, Wolvercote, Oxford, OX2 8JR

9 - 444

Site address: Oxford North (Northern Gateway) Land Adjacent to A44, A40, A34 and Wolvercote Roundabout, Northern By-Pass Road.

Proposal: Hybrid planning application comprising:

(i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m2 (GIA) of employment space (Use Class B1), up to 550 m2 (GIA) of community space (Use Class D1), up to 2,500 m2 (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

(ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links

(some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

(Amended plans and additional information received)

Reason at Committee: Major application. Called in to the Planning Review Committee by Cllrs Wade, Goddard, Gotch, Henwood, Harris, Gant, Landell Mills, Haines, Simmons, Wolff, Roz Smith, Garden and Altaf-Khan.

Recommendation:

The Planning Review Committee is recommended to:

1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in **appendix 3** of the report **and grant planning permission, subject to:**

   - the satisfactory completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended Heads of Terms which are set out in **appendices 4** and **10** of the report;
   - the agreement of appropriate arrangements with Oxfordshire County Council and the applicant about the use of Community Infrastructure Levy payments; and

2. **agree to delegate authority to the Head of Planning Services to:**

   - finalise the recommended conditions as set out in **appendix 3** of the report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary;
   - finalise the recommended legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in the report, including refining, adding to, amending and/or deleting the obligations detailed in the Heads of Terms set out in in **appendices 4** and **10** of the report (including to dovetail with and, where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary;
   - complete the Section 106 legal agreement referred to above; and
   - issue the planning permission.

5 Minutes

445 - 448

Recommendation: That the minutes of the meeting held on 28 November 2019 are approved as a true and accurate record.

6 Date of Future Meetings

Future meetings are scheduled at 6.00pm on

2020
30 January
26 February
12 March
9 April

Meetings will be cancelled if not required, or may be rearranged.

Councillors declaring interests

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed “Declarations of Interest” or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council’s area; licenses for land in the Council’s area; corporate tenancies; and securities. These declarations must be recorded in each councillor’s Register of Interests which is publicly available on the Council’s website.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members’ Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members’ Code of Conduct says that a member “must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself” and that “you must not place yourself in situations where your honesty and integrity may be questioned”. What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member’s spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

Code of practice for dealing with planning applications at area planning committees and planning review committee

Planning controls the development and use of land in the public interest. Applications must be determined in accordance with the Council's adopted policies, unless material planning considerations indicate otherwise. The Committee must be conducted in an orderly, fair and impartial manner. Advice on bias, predetermination and declarations of interest is available from the Monitoring Officer.

The following minimum standards of practice will be followed.

At the meeting

1. All Members will have pre-read the officers' report. Members are also encouraged to view any supporting material and to visit the site if they feel that would be helpful (in accordance with the rules contained in the Planning Code of Practice contained in the Council's Constitution).
2. At the meeting the Chair may draw attention to this code of practice. The Chair will also explain who is entitled to vote.
3. The sequence for each application discussed at Committee shall be as follows:-
   (a) the Planning Officer will introduce it with a short presentation;
   (b) any objectors may speak for up to 5 minutes in total;
   (c) any supporters may speak for up to 5 minutes in total;
   (d) speaking times may be extended by the Chair, provided that equal time is given to both sides. Any non-voting City Councillors and/or Parish and County Councillors who may wish to speak for or against the application will have to do so as part of the two 5-minute slots mentioned above;
   (e) voting members of the Committee may raise questions (which shall be directed via the Chair to the lead officer presenting the application, who may pass them to other relevant Officers and/or other speakers); and
   (f) voting members will debate and determine the application.

Preparation of Planning Policy documents – Public Meetings

4. At public meetings Councillors should be careful to be neutral and to listen to all points of view. They should take care to express themselves with respect to all present including officers. They should never say anything that could be taken to mean they have already made up their mind before an application is determined.

Public requests to speak

5. Members of the public wishing to speak must notify the Democratic Services Officer by noon on the working day before the meeting, giving their name, the application/agenda item they wish to speak on and whether they are objecting to or supporting the application. Notifications can be made in person, via e-mail or telephone, to the Democratic Services Officer (whose details are on the front of the Committee agenda).

Written statements from the public

6. Any written statements that members of the public and Councillors wish to be considered should be sent to the planning officer by noon two working days before the day of the meeting. The planning officer will report these at the meeting. Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to view give proper consideration to the new information and officers may not be able to check for accuracy or provide considered advice on any material consideration arising. Any such material will not be displayed or shown at the meeting.

Exhibiting model and displays at the meeting

7. Applicants or members of the public can exhibit models or displays at the meeting as long as they notify the Democratic Services Officer of their intention by noon, two working days before the start of the meeting so that members can be notified.

Recording meetings

8. Members of the public and press can record the proceedings of any public meeting of the Council. If you do wish to record the meeting, please notify the Committee clerk prior to the meeting so that they can inform the Chair and direct you to the best place to record. You are not allowed to disturb the meeting and the chair will stop the meeting if they feel a recording is disruptive.
9. The Council asks those recording the meeting:

- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule, or show a lack of respect towards those being recorded.
- To avoid recording members of the public present unless they are addressing the meeting.

Meeting Etiquette

10. All representations should be heard in silence and without interruption. The Chair will not permit disruptive behaviour. Members of the public are reminded that if the meeting is not allowed to proceed in an orderly manner then the Chair will withdraw the opportunity to address the Committee. The Committee is a meeting held in public, not a public meeting.
11. Members should not:
    (a) rely on considerations which are not material planning considerations in law;
    (b) question the personal integrity or professionalism of officers in public;
    (c) proceed to a vote if minded to determine an application against officer's recommendation until the reasons for that decision have been formulated; or
    (d) seek to re-design, or negotiate amendments to, an application. The Committee must determine applications as they stand and may impose appropriate conditions.

Code updated to reflect Constitution changes agreed at Council in April 2017. Unchanged in last Constitution update agreed at Council November 2018.

PLANNING REVIEW COMMITTEE 16 December 2019

Application number:	18/02065/OUTFUL
Decision due by	20 November 2018
Extension of time	Not agreed
Proposal	Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m^2 (GIA) of employment space (Use Class B1), up to 550 m^2 (GIA) of community space (Use Class D1), up to 2,500 m^2 (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (ii) Full application for part of Phase 1A comprising 15,850 m^2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received)
Site address	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road – see **Appendix 1** for site plan
Ward	Wolvercote Ward
Case officer	Nadia Robinson
Agent	Mr Robert Linnell, Savills
Applicant:	Thomas White (Oxford) Ltd
Reason at Committee	Major application

1. RECOMMENDATION

1.1. The Planning Review Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in **appendix 3** of this report and grant planning permission, subject to:

- the satisfactory completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended Heads of Terms which are set out in **appendices 4** and **10** of the report;
- the agreement of appropriate arrangements with Oxfordshire County Council and the applicant about the use of Community Infrastructure Levy payments; and

1.1.2. **agree to delegate authority to the Head of Planning Services to:**

- finalise the recommended conditions as set out in **appendix 3** of this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary;
- finalise the recommended legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the Heads of Terms set out in in **appendices 4** and **10** of the report (including to dovetail with and, where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary;
- complete the Section 106 legal agreement referred to above; and
- issue the planning permission.

2. EXECUTIVE SUMMARY

Summary of application

2.1. This report considers a hybrid planning application for a 26-hectare site in the north of Oxford comprising an outline application with all matters reserved except access, and a detailed or 'full' application for part of the overall site.

2.2. The site, referred to in the application as 'Oxford North', falls into three, fan-shaped parcels of land to the north and north-west of the Wolvercote roundabout through which run the A44 and A40. The northern boundary of the site is formed by an elevated section of the A34. The site forms the most part of the 'Northern Gateway' which is a site allocated in the Core Strategy and which has its own Area Action Plan (AAP).

2.3. The Northern Gateway is a key strategic site which has been allocated in the Core Strategy and through the AAP for 90,000 square metres of employment space for the knowledge economy – science and technology, research, bio-technology and spin-off companies from the universities and hospitals. One of the objectives of the Oxfordshire Local Enterprise Partnership (OxLEP) Strategic Economic Plan for Oxfordshire 2016 is to deliver flagship gateway developments and projects that stimulate growth; Northern Gateway is identified as such a project. The AAP allocation also includes up to 500 housing units and other related uses that would support the employment use.

2.4. The red line of the planning application does not include all of the AAP area. Peartree Park and Ride, the Peartree services, the existing built form in the south of the site (garage, service station, BT station and hotel) and two parcels of land (in the south-west owned by Oxford City Council, and in the north owned by Merton College) are not included within the red line.

2.5. The planning application follows a constructive and collaborative period of pre-application discussions between the City Council and the applicant beginning in 2014, with close involvement from the County Council and Highways England.

2.6. In order to assist the Northern Gateway site to come forward for development, £5.9 million of Local Growth Fund money was allocated to improve transport in the north of the city by OxLEP. It has been agreed this will be used to complete the A40 works that form part of this planning application, with the work to be carried out by the County Council.

2.7. Oxford City Council applied for £10 million of Homes England's Housing Infrastructure Funding (HIF) (Marginal Viability) to use for infrastructure to support delivery of housing at Northern Gateway. The funding will be used at the start of the development, should permission be granted, to provide the infrastructure, such as internal roads, needed to deliver homes on site.

2.8. The application is a hybrid application comprising an outline application for the whole site, and a detailed application for an element within the overall site. All matters, except for access, are reserved from the outline application. This means that development of the rest of the site, besides the detailed application, would come forward as reserved matters applications with details of the appearance, landscaping, layout and scale. The full details of what is included in the application are set out in **section 6** of the original committee report (**appendix 7**).

2.9. In summary, the outline application seeks permission for 87,300 square metres of employment space and 480 residential units. This falls just short of the overall AAP allocation because the site red line omits two parcels of land (in the south-west owned by Oxford City Council, and in the north owned by Merton College) that could accommodate the shortfall. The application also includes significant works to the A40 and A44 to calm traffic speeds and transform them into urban boulevards with upgraded

cycle and bus lanes. It also details the access proposal from these two main roads to the three parcels of development land.

2.10. The detailed part of the application is for a parcel of land in the centre of the site, close to the A40, on which are proposed three employment buildings totalling 15,850 square metres: two Workspace buildings clad in clay tiles with gabled open ends facing the A40 are proposed as well as a building known as the Red Hall which is proposed as an incubator space for small enterprises and hub of the development. The adjacent link road between the A40 and A44, and the majority of the central park known as The Green are also proposed in detail. The whole of the A40 improvement works are included in the detailed application, as well as a temporary junction from the link road onto the A44.

2.11. The application falls within the parameters of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and is Environmental Impact Assessment (EIA) development. The application was submitted with an Environmental Statement which was supplemented with further information at the request of the City Council. Having assessed the submitted application, officers are satisfied that the Environmental Statement and further information provided complies with the EIA Regulations and that sufficient information has been provided to assess the environmental impact of the proposal.

2.12. The report sets out that, taken as a whole, the proposals align with the vision of AAP and accord with the Development Plan. The key issues are summarised below.

2.13. The quantum of Affordable Housing proposed is 35 per cent with a tenure split of 80 per cent social rented and 20 per cent intermediate housing. This follows a detailed and thorough period of viability appraisal between the Council's viability consultants and the applicant's viability consultants to seek to improve value and viability of the scheme and maximise the quantum of Affordable Housing the development can afford. The applicant's proposal of 35 per cent Affordable Housing at a 80:20 tenure mix is the maximum that the development could justifiably support at this point. The legal agreement would include a review mechanism so that, if the development proves to be more viable than expected, this can be captured for the benefit of Affordable Housing.

2.14. Transport and highways issues are central to the scheme. Extensive consultation with the County Council and Highways England has been carried out to get the highways proposals right. These are based on robust and heavily tested traffic modelling to predict the impact of development. The approach has been conservative; this modelling does not include some planned improvements as part of demand management measures the County Council is undertaking. The 'humanising' of the A40 and A44, low levels of car parking for the employment uses and the various upgrades to bus, cycle and pedestrian infrastructure are anticipated to support a shift towards sustainable transport.

2.15. Less than substantial harm has been identified to two heritage assets (the setting of both Wolvercote with Godstow Conservation Area and the Manor and Church Farmhouses), at low and moderate levels respectively. The balancing exercise required by the National Planning Policy Framework (NPPF) for less than substantial harm to heritage assets concluded that the public benefits of the development significantly outweigh the harm. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.16. The outline application sets the design parameters, based on the AAP Design Code, while the full application provides more detailed proposals for one parcel of development within these parameters. The illustrative masterplan and details within the Design and Access Statement: Masterplan demonstrate the proposal's high-quality urban design. The overall landscape proposals and public spaces further assure that the development would be well-designed. The proposals have been reviewed on three occasions by the Oxford Design Review Panel (ODRP) and have received support from the panel, particularly in respect of the site-wide masterplanning and the architecture of the Red Hall and Workspace buildings.

2.17. A fundamental part of the energy strategy for the proposed scheme is a site-wide energy sharing loop network. High efficiency water to water heat pumps would provide space heating and cooling for all buildings, as well as domestic hot water. These heat pumps will be linked to the site-wide energy sharing loop connected to ground source energy boreholes. The proposed energy loop network is innovative and offers a low carbon energy solution with no harmful air quality impact. BREEAM Excellent is being targeted for the buildings in the detailed part of the application, which is welcome.

2.18. Officers have weighed up the benefits and dis-benefits of the proposed development relative to all material considerations. Overall, the proposed development would bring significant public benefits that accord with the three strands of sustainable development (economic, social and environmental) as set out in the NPPF.

West Area Planning Committee

2.19. The application was considered by West Area Planning Committee on 24 September 2019. A copy of the officer's committee report is included in **appendix 7** of this report and the minutes of the meeting are included in **appendix 8** of this report.

2.20. The committee resolved to defer consideration of the application pending further information on the following:

a) Further modelling work around scenario G that looks at the level of affordable housing that could be provided if both cost and value inflation is included; and

b) A clear review mechanism that captures future improvements in value across the development.

2.21. Since the application was considered by the West Area Planning Committee on 24 September 2019 and in accordance with the committee resolution, further viability work was carried out and further detail provided about the review mechanism. The assessment of the impact of inflation on viability was carried out by Jones Lang Lasalle (JLL), the Council's independent viability consultants for the proposed development and is summarised in their October 2019 report (**appendix 9**). The structure of the review mechanism is included in **appendix 10**. Both the inflation study and review mechanism were discussed in the report to the 27 November 2019 West Area Planning Committee (**appendix 11**) and considered by the committee as noted in the meeting's minutes (**appendix 12**).

2.22. The JLL report on the impact of inflation on costs and values (**appendix 9**) concluded that, because inflation on build costs is forecast to outstrip inflation on sales and rental values, the viability picture for the development worsens if inflation is taken into account in the period projected. The findings support the officer recommendation to approve the application with a level of Affordable Housing at 35 per cent.

2.23. The review mechanism would involve three viability reviews, at early, mid and late stages of the development. At each review there is an examination of whether values have increased more than costs. It would be an upwards only review so that the 35 per cent Affordable Housing would be the minimum provided by the development. The proposed approach adopts a model pioneered by the Mayor for London. Depending on the stage of the review the whole or part of any surplus in the scheme would be converted to on-site Affordable Housing units or a financial contribution.

2.24. West Area Planning Committee on 27 November 2019 resolved to approve the application in accordance with the officer recommendation.

Call-in to Planning Review Committee

2.25. The decision of the West Area Planning Committee has been called in to the Planning Review Committee by Cllrs Wade, Goddard, Gotch, Henwood, Harris, Gant, Landell Mills, Haines, Simmons, Wolff, Roz Smith, Garden and Altaf-Khan.

2.26. Eight issues were given by Cllr Wade as reasons for the call-in. Cllr Wolff added four further issues through the call-in process, some of which overlap with reasons given by Cllr Wade. All the issues are relevant planning considerations and are summarised as follows:

- On-site link road capacity – to take A40-A44 and A44-A40 through traffic
- Affordable Housing quantum and robustness of viability assessment

- Impact on setting of heritage assets – setting of Wolvercote with Godstow Conservation Area
- Impact on view cones
- Design – urban design quality, in particular Red Hall in relation to gateway location and Wolvercote with Godstow Conservation Area
- Energy efficiency – maximising solar panel use
- Air quality – adequacy of air quality modelling
- Review mechanism – level of detail

2.27. The detailed call-in reasons are set out and addressed in this report, referring where appropriate to the two committee reports to West Area Planning Committee.

Consideration of the planning application

2.28. Officers would clarify that the Planning Review Committee's consideration of the application must be based on the assessment set out in this report and its appendices, and the two committee reports to West Area Planning Committee (24 September 2019 and 27 November 2019).

2.29. In accordance with the Development Plan, and having taken account of the policies in the NPPF, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, officers are recommending approval of the application subject to the planning conditions set out in **appendix 3** and a Section 106 legal agreement whose Heads of Terms are set out in **appendices 4** and **10**.

3. LEGAL AGREEMENT

3.1. This application is subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the following planning obligations:

- **Affordable Housing**: on-site provision, Affordable Housing adjustment, viability review mechanism as set out in **appendix 10**
- **Public realm**: public open space, children's play space, public art, management plan
- **Transport and highways**: corridor works – A44 and A40, on-site infrastructure, Peartree interchange improvements, car parking management plan, travel plans, travel plan monitoring contribution (£6,000), variation of Traffic Regulation Order in relation to crossings to create safe routes to school (£5,000), contribution for local bus service enhancements (£2.88 million) – all financial contributions to be index-linked to maintain the real value of the payments
- **Other financial obligations**: carbon offset contribution should targets not be reached, off-site biodiversity enhancements

- **Restricted use**: employment space for occupiers within relevant knowledge economy sector
- **Employment initiatives**: community employment plans
- **Non-financial obligations/other**: notices, housing mix, accessibility, energy loop, health and sustainability, sustainable drainage, facilitating comprehensive development, mortgagee's consent, interest
- **Oxford City Council obligations**: spending of contributions, CIL agreement with Oxfordshire County Council, infrastructure in lieu of CIL, external funding, seeking contributions, neighbouring land obligations
- **Oxford City Council fees**: monitoring costs, legal fees

3.2. The Heads of Terms of the legal agreement, under the above headings, are set out in more detail in **appendix 4**. **Appendix 10** sets out the Affordable Housing viability review mechanism in more detail and forms part of the Heads of Terms of the legal agreement.

3.3. A separate agreement, which is referred to within the Heads of Terms (**appendix 4**), is to be made between the City and County Councils regarding the use of CIL money for infrastructure to reflect the City Council's City Executive Board (CEB) resolution to apply CIL receipts generated from future strategic scale development at Northern Gateway/Oxford North in order to fund investment in highways/transport infrastructure provision to support the delivery of the Northern Gateway strategic site allocation. The applicant will be funding through the planning agreement works directly and proportionately related to the development. CIL will be used to fund additional works that benefit development in the wider allocation area, and the community at large.

4. RELEVANT PLANNING POLICY

4.1. The relevant planning policies set out in the committee report to 27 November West Area Planning Committee remain pertinent.

4.2. The emerging local plan (the Local Plan 2036) remains at examination stage. The hearing commenced on 3 December 2019 and is expected to run until 19 December 2019. Although the emerging policies are gathering weight, they can still only be afforded very limited weight, particularly where there are objections to them.

5. CONSULTATION RESPONSES

5.1. The officers' reports (**appendices 7** and **11**) provide details of the public consultations that were undertaken with respect to the application, and summarises all the responses received in relation to the application within the reports.

5.2. Additional comments received following publication of the 24 September 2019 committee report but prior to the committee meeting were provided as

verbal updates to committee and are included in the meeting's minutes (**appendix 8**).

5.3. Full copies of all consultation responses are available to view on the Council's public access website and have been taken into consideration within the officers' reports.

5.4. There are no further material planning considerations from consultation responses to report.

6. MATERIAL PLANNING CONSIDERATIONS

6.1. While this report addresses the reasons for the call-in to Planning Review Committee, it should be read as a supplement to the two committee reports to West Area Planning Committee. These three reports and the appendices to this report should form the basis for members' consideration of the planning application.

6.2. The two West Area Planning Committee reports are included in the appendices of this report, in addition to all additional information needed for members to make an assessment of the application.

6.3. The appendices to this report are summarised below:

Appendix 1	Site location plan
Appendix 2	List of addresses of public commenters
Appendix 3	Recommended conditions
Appendix 4	Heads of Terms of Section 106 legal agreement
Appendix 5	JLL viability report August 2019 (general)
Appendix 6	Oxford Design Review Panel letters
Appendix 7	Committee report to 24 September 2019 West Area Planning Committee
Appendix 8	Minutes of 24 September 2019 West Area Planning Committee
Appendix 9	JLL viability report October 2019 (inflation)
Appendix 10	Review mechanism structure
Appendix 11	Committee report to 27 November 2019 West Area Planning Committee
Appendix 12	Minutes of 27 November 2019 West Area Planning Committee

6.4. Please note that, for reference, the appendix numbers for both the previous committee reports to West Area Planning Committee are included in the table in paragraph 9.1 of this report.

6.5. As noted above, the decision of the West Area Planning Committee to approve the application in accordance with the officer recommendation has been called in to the Planning Review Committee by Cllrs Wade, Goddard, Gotch, Henwood, Harris, Gant, Landell Mills, Haines, Simmons, Wolff, Roz Smith, Garden and Altaf-Khan.

6.6. Eight issues were given by Cllr Wade as reasons for the call-in. Cllr Wolff added four further issues through the call-in process, some of which overlap with reasons given by Cllr Wade.

6.7. The detailed call-in reasons as summarised in paragraph 2.27 are quoted in full in this section under the relevant topic area:

a) Transport and highways

b) Affordable Housing and viability

c) Impact on heritage assets and views

d) Design

e) Energy efficiency

f) Air quality

6.8. Officers would make members aware that the eight call-in reasons given by Cllr Wade are presented as criteria that must be met for the application to be granted permission. The call-in reasons are preceded with the phrase, “[Planning permission] should only be granted if…” This is not the correct approach to determining this or any planning application.

6.9. The application must be determined in accordance with the development plan, unless material considerations indicate otherwise (Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004). Within a framework set by the development plan, and having taken account of the National Planning Policy Framework, this involves weighing up the benefits and dis-benefits of the proposed development relative to all material considerations.

6.10. The NPPF represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application. This includes the presumption in favour of sustainable development found at paragraph 11 of the Framework, which requires approving development proposals that accord with an up-to-date development plan without delay.

6.11. The call-in reasons from Cllr Wolff also suggest that the West Area Planning Committee had given insufficient consideration to some of the key

policy requirements for the proposals. Officers would advise members that this is not correct.

6.12. The committee reports cover all material planning considerations and examine the application against all relevant planning policies. There was extensive debate of the application at both meetings of the West Area Planning Committee. In total, there were five and a half hours of questions, debate, deliberations and presentations. At both meetings, there was adequate time and opportunity for all members of the committee to ask questions and raise issues of concern.

6.13. The call-in reasons also contain a number of inaccuracies which are corrected in the following sections of the report for members of the committee.

a. Transport and highways

Call-in reasons

6.14. From Cllr Wade: "*Planning permission should only be granted if it is supported by appropriate infrastructure at a timely stage' Core Strategy CS17. In this case the absence of a road across the site with sufficient capacity to take A40-A44 through traffic and hence mitigate the impact of Oxford North on the A40 and A44 (as required by the AAP, in the absence of the Loop Farm Link Road) will worsen already severe congestion near Wolvercote roundabout. And see TR1: 'Planning permission will be granted if the City Council is satisfied that adequate and appropriate transport measures will be put in place'. The removal of the Loop Farm Road from the County's current plans must bring this into question.*"

6.15. From Cllr Wolff: "*Compliance with AAP policy NG4 was not examined in the WAPC. This requires "Provision of high quality pedestrian and cycle links from the site to nearby residential areas and facilities." However, connectivity via (an improved) Sustrans route NS5 (a direct route, and part of the national cycle network) to nearby Yarnton appears to have been rejected as a necessary condition for approval, and instead prority has been given to a route across the Pear Tree Roundabout which will not be able to satisfy current 'cycle super highway' design standards.*"

6.16. From Cllr Wolff: "*Compliance with Area Action Plan Policy NG5 was not examined by the WAPC.*

a) This policy requires "Provision of a new on-site link road between the A40 and A44 towards the northern edge of the development site" i.e. on the edge of the development not within it, and connecting to the A40 west of the development (but just east of the A34 flyover). This is in accordance with a key objective of the development, namely, to reduce traffic congestion. The application, however, is for a link road to go through the middle of the central panel. At the time of the AAP, the central panel of the application site was designated only for employment use but in the submitted application it is for mixed employment and

residential use, making the presence of the link road through the centre even more problematic. (page 8, Sustainability Appraisal).

b) *The detailed part of this hybrid application is for an A40-A44 link 'street' with cycle priority (in the words of the officer's report para 6.71 "analogous to Broad Street") running through the middle of the development not along the northern edge. A question was submitted to highways officers in advance of the WAPC meeting regarding projected figures for traffic using this link 'street', but no satisfactory evidence was offered and it was stated that figures for A34-bound traffic were unavailable. The officer's report only refers to the 'street' handling additional traffic generated by the development itself and ignores the fact that this will be an A40-A44 link road carrying a lot of existing traffic. (It is suggested that a weight restriction might be applied to this 'cycle-friendly link street' in order to "discourage" its use by HGVs — see officer's report para 10.110) .*

c) *The officer's report (para 6.69) states that a "four-lane (dual carriageway) link road was an option, but not the preferred option, in the sustainability appraisal that was carried out for the AAP". However, it neglects to say that the sustainability appraisal's stated preferred option was for a proper link road to the west of the A34 from Dukes Cut to Loop Farm roundabout. This would be outside the application area in Cherwell District and so WAPC was instructed to discount this possibility and assess the claim that the Oxford North development is acceptable without the Loop Farm link road.*

d) *A key objective of the development is to reduce traffic congestion. Unless this 'cycle-friendly link street' serves as a link road there will be no additional carriageway to reduce congestion, meaning that a key objective cannot be met.*

e) *Without an adequate evidence base for link-traffic movements through this 'cycle-friendly street' it is not possible to agree that it is compliant with NG5.*

f) *Declaring the proposed 'street' inadequate as a link road and therefore non-compliant with Policy NG5 does not of itself prevent the application as submitted being approved, but it would mean that a link road that did fulfil the purpose would be required within the area of the outline application but outside the detailed part of the application. (Unless, in the meantime, the County had delivered a link road to the west — but committee was required to rule out this possibility). Therefore, a condition would probably need to be applied to this outline application requiring the construction of a proper link road toward the northern edge of the site, as required by NG5.*"

6.17. From Cllr Wolff: "*Amendment required to Condition 50. A Framework Travel Plan is required (Condition 50 to the submitted application), which requires "improved modal targets for sustainable transport modes". WAPC ascertained through questioning that the Highways officers have rejected*

under- or over-passes of the A40 in favour of toucan crossings. Highways officers observed that priorities can be determined by the phasing of the lights on such crossings. Therefore the condition should be modified to include specific reference to phasing of toucan crossing lights to encourage modal shift to cycling and walking i.e. to reflect priority for cycling and walking over A40 traffic. This would be in keeping with the aspirations expressed in the report for a transformed street scene along the A40, and would not necessarily introduce delays to through traffic at peak times when traffic is queueing through the application site anyway. In the absence of such a condition the City Council would not be in a position to enforce the priority required under Core Strategy policy CP1, CP10 and emerging policy M1."

Officer response: Loop Farm link road

6.18. The question of the A40-A44 link road west of the A34, known as the Loop Farm link road, was covered in the addendum report (**appendix 11**, see paragraphs 6.66 to 6.68) and discussed at the 24 September committee meeting and extensively at the 27 November committee meeting.

6.19. It is a matter of fact that there is no policy within the Development Plan – either in the AAP or elsewhere – that requires the provision of the Loop Farm link road in order to deliver the development. The traffic modelling for the application has been undertaken on the basis that there will be no Loop Farm link road. This has been understood by all parties including the statutory consultees on highways matters (Oxfordshire County Council and Highways England). They are satisfied with the overall mitigation package proposed with this application. The application has demonstrated that, with the sustainable measures being provided and a robust travel and car parking strategy, which are to be secured by legal agreement, the impact of the development can be encompassed within the existing network capacity.

6.20. The Sustainability Appraisal referred to in the call-in reasons was carried out to inform the AAP. However, the Loop Farm link road was not taken forward as a preferred option to adoption stage. The planning application must be considered against the adopted policies in the AAP. The other documents are material but of limited, if any, weight.

6.21. For these reasons, and as set out clearly to the West Area Planning Committee, there are no grounds to refuse the application on the lack of a Loop Farm link road, nor are there grounds to make amendments to the proposed on-site link road.

6.22. Notwithstanding this, it should be noted that there is a wider strategy to manage the traffic capacity on the A40 and A44. The wider strategy outlined in the County Council's Local Transport Plan 4 provides sustainable travel alternatives for those commuting into the city centre. This will release some capacity on the A40 and A44 which can be given over to the longer distance journeys.

6.23. The suggested condition to require an additional link road on the site would not be necessary or reasonable and would therefore not satisfy the NPPF tests for a condition or a planning obligation.

Officer response: Joe White's Lane, National Cycle Network Route 5

6.24. Highways officers and City officers explained at the 27 November committee that the significant improvements to cycle routes on the A40 and A44 were prioritised above the Joe White's Lane route because they provide significantly wider and greater public benefits, including for commuters travelling in and out of Oxford. These routes can be used all year round and would be well overlooked cycle routes. It should be noted that the cycle routes would be part of the wider traffic calming and redesign of these main roads, which in themselves contribute to making cycling more attractive on these routes.

6.25. Paragraph 10.104 of the original committee report (**appendix 7**) sets out that the improvement of Joe White's Lane and the canal towpath could be delivered should sufficient funding become available.

6.26. The Highways Authority as statutory consultee is satisfied with the approach taken to this aspect of the development.

Officer response: Compliance with AAP policy NG5

6.27. The compliance with all AAP policies, including NG5, is included in the original committee report (**appendix 7**). There was significant discussion of transport matters in relation to policy NG5 at both committee meetings.

6.28. There is no conflict between the design of the proposed link road running through the central parcel of the site and this policy. This is set out in more detail in the addendum report (**appendix 11**) in paragraphs 6.69 to 6.71.

6.29. At committee on 27 November, the baseline number and percentage of journeys from the A40 to the A44 and vice-versa (and therefore journeys likely to route along the proposed on-site link road) were given in answer to a question from committee. The information is taken from figures 3.5 to 3.8 in the transport assessment submitted with this planning application:

6.30. In the AM peak (3 hours, 0700-1000)

- 554 of 3,898 (14%) vehicle movements from the A44 north of Wolvercote, turn right onto A40 west in the AM peak period
- 329 of 2,482 (13%) vehicle movements from the A40 west of Wolvercote, turn left onto A44 north in the AM peak period

6.31. In the PM peak (3 hours, 1600-1900)

- 438 of 2,867 (15%) vehicle movements from the A44 north of Wolvercote, turn right onto A40 west in the AM peak period

- 360 of 1,920 (19%) vehicle movements from the A40 west of Wolvercote, turn left onto A44 north in the AM peak period

6.32. This data is only a part of the transport assessment, which itself informs and underpins the overall mitigation package proposed. This package is a result of extensive consultation and collaboration with the Highways Authority and Highways England. Both statutory consultees have assessed the application and are satisfied with the mitigation package, raising no objection on highway grounds.

6.33. Within the call-in reasons it is stated that, “a key objective of the development is to reduce traffic congestion”. The focus of Objective 3 of the AAP (see page 9), “Improve the local and strategic road network and other transport connections” is on sustainable transport. The mitigation package including travel plan seeks to encourage people to use sustainable transport – for example by using the bus and cycle lanes on the A40 rather than using the private car.

6.34. The spatial vision presented in Figure 3 of the AAP indicates that the central parcel would have an employment focus (rather than a housing focus). Having an employment focus would not necessarily restrict uses to employment only. Parameter Plan 02: Land use submitted with the outline part of the planning application is consistent with the AAP spatial vision in this respect.

6.35. The application demonstrates that the link road as designed is sufficient mitigation, as part of the overall highways and transport mitigation package, to deal with the traffic impact of the development and existing traffic. No additional link road between the A40 and A44 within the site or outside the site is required to mitigate the impact of this development or to comply with any development plan policy.

Officer response: travel plan

6.36. The amendment proposed to condition 50 as part of the call-in reasons is not consistent with the tests for conditions in the NPPF.

6.37. The travel plan must be robust and deliverable. It would include targets for modal shifts to sustainable transport using methodologies within the applicant's control; the targets will be monitored. In this way, and in addition to the comprehensive transport mitigation package proposed, compliance with policy can be secured.

6.38. The question of timings of the toucan crossings is a detailed matter that would need to be dealt with by the Highways Authority since they have responsibility for the safe operation of the highway. The timing of the signals would need to be reviewed to ensure priority to one road user does not severely impact on congestion and air quality.

Officer response: summary

6.39. The transport and highways matters raised in the call-in reasons have been addressed within the previous officer reports to West Area Planning Committee (**appendices 7** and **11**) and within this report. The proposal is acceptable in highway terms and is supported by the local highways authority and Highways England.

b. Affordable Housing and viability

Call-in reason: viability

6.40. From Cllr Wade: "*Planning permission should only be granted if there is 50% affordable housing. Residential developments are required to 'provide generally a minimum of 50% of the proposed dwellings', CS24 and HP3. The developers have not 'robustly demonstrated' (HP3) through their viability assessment, that the affordable housing contribution of 50% makes the site unviable. Local Plan Policy HS4 contains a general requirement to provide affordable housing. 35% does not meet the requirement for 50% set out in the Northern Gateway AAP, to which the developers subscribed.*"

Officer response

6.41. The issue of viability and Affordable Housing was discussed extensively at both West Area Planning Committee meetings with questions put to officers and the Council's independent viability consultants, JLL. At the 24 September meeting, the committee requested further viability work to test the robustness of the viability evidence. This was duly undertaken.

6.42. Affordable Housing and viability are discussed in the 24 September committee report (**appendix 7**) in paragraphs 10.39 to 10.75, and in the addendum committee report to 27 November committee (**appendix 11**) in paragraphs 6.4 to 6.64.

6.43. It has been stated both at committee and in the committee reports that the adopted and emerging Affordable Housing policies have a cascade approach and therefore, if robustly demonstrated through viability evidence, a proposal with less than 50 per cent Affordable Housing can be policy compliant.

6.44. Emerging policy H2 includes the same cascade approach to the adopted policies, stating that, "If an applicant can demonstrate particular circumstances that justify the need for a viability assessment, and through an open book exercise demonstrate the affordable housing requirement to be unviable, a cascade approach should be worked through with the City Council until development is viable".

6.45. The cascade approach is the same as that used in the adopted policies and is set out below:

- Firstly, reduce the percentage of affordable housing provided (to a minimum of 40% of all homes) by reducing the intermediate housing element only;
- Secondly, at 40% affordable housing, reintroduce an element of intermediate housing incrementally up to a maximum 8% of all homes;
- Thirdly, make a financial contribution in lieu of on-site provision, to be calculated using the approach set out in [the relevant appendix].

6.46. In view of the large number of homes proposed, officers have sought to ensure that the development's Affordable Housing contribution is made as on-site provision, not a financial contribution. This is consistent with policy CS24.

6.47. Contrary to what is stated in the call-in reason, the AAP does not have a requirement for 50 per cent Affordable Housing; the AAP in paragraph 5.17 states, "The city's affordable housing policy contains a cascade approach that can be used when this policy requirement can be shown through open-book evidence to make the site unviable."

6.48. The AAP in paragraph 1.4 states, "It is important to read this document alongside policies within the Development Plan as a whole. Policies contained in other relevant documents of the Development Plan (specifically the Core Strategy, Sites and Housing Plan and saved policies of the Oxford Local Plan 2001-2016) will continue to apply at the Northern Gateway except where there is a site specific policy set out in the Northern Gateway AAP".

6.49. It has been robustly demonstrated by the original JLL report, further robustly justified via JLL's impact of inflation work prepared for the 27 November West Area Planning Committee (**appendix 11**), that 35 per cent Affordable Housing is the most that can justifiably be provided with this development.

6.50. No evidence has been put forward that would justify a higher percentage of Affordable Housing to counter the viability evidence we have from independent assessors. The assertion that the scheme has been undervalued in the viability appraisal is not substantiated. Predicted sales values for the development, as discussed at the 27 November 2019 committee meeting, are higher than developments in the Oxford area including Wolvercote Paper Mill.

6.51. The council has robust evidence that 35 per cent Affordable Housing is the most that can justifiably be provided with this development. As such the application complies with policies HP3 of the Sites and Housing Plan and CP24 of the Core Strategy, as well as the AAP. There is no conflict with emerging policy H2, albeit that this policy has limited weight. In complying

with local planning policies on Affordable Housing, the development would be consistent with paragraph 62 of the NPPF.

Call-in reason: review mechanism

6.52. From Cllr Wade: "*Planning permission should only be granted if there is a robust Review Mechanism: currently this lacks clarity*."

Officer response

6.53. A structure for the review mechanism was set out and discussed in the addendum committee report to 27 November 2019 (see paragraphs 6.47 to 6.52 and **appendix 10** to this report). This goes into considerable detail as to how the review mechanism would operate and is based on a model already in operation at the Greater London Authority.

6.54. A number of questions were raised and answered at the 27 November 2019 committee meeting in relation to the review mechanism which provided further detail and clarification. It was noted that the proposed review mechanism is based on the Mayor of London's approach. This is an approach which has been used in many developments and endorsed by the Secretary of State on appeal. It is a robust approach.

6.55. Officers would urge members to take the opportunity to secure a review mechanism in addition to the quantum of Affordable Housing proposed at this point. The review mechanism would be secured via legal agreement.

c. Impact on heritage assets and views

Call-in reasons

6.56. From Cllr Wade: "*Planning permission should only be granted if the development 'preserves or enhances the special character and appearance of the conservation area or its setting.' This development affects the setting of the Wolvercote Conservation Area, being visible from Wolvercote village, and from Wolvercote Common and Port Meadow SSSI, HE7.*"

6.57. From Cllr Wade: "*Planning permission should only be granted if the proposed buildings do not detract from the views of Oxford established in the View Cones Policy, HE10, which they do (see the developers' impressions of the view from Port Meadow).*"

Officer response

6.58. The development does not lie within or close to the view cones or affect views protected by policy HE10. Numerous views have been assessed through the Landscape Visual Impact Assessment included in the Environmental Statement. This is discussed in the original committee report (**appendix 7**) in paragraphs 10.204 to 10.208.

6.59. The impact of the application on designated heritage assets including Wolvercote with Godstow Conservation Area has been assessed and

consideration is set out in detail in the original committee report (**appendix 7**) in paragraphs 10.169 to 10.189. The report identifies that there would be less than substantial harm to the affected designated heritage assets. This harm would be sufficiently mitigated through careful design and the separation of the development from Wolvercote and would be heavily outweighed by public benefits.

6.60. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and policy HE7 of the Oxford Local Plan.

d. Design

Call-in reasons

6.61. From Cllr Wade: "*Planning permission should only be granted if the development is of 'good urban design …appropriate for the site and the surrounding area',CP7. And where it 'enhances and does not detract from the character of the area',CP8. This development (in particular, in Phase 1: the Red Barn) fails to address the character of the Wolvercote Conservation Area and of North Oxford, to which it expects to act as a gateway.*"

Officer response

6.62. Policy CP7 is not a saved policy of the Oxford Local Plan 2001-2016 and is therefore no longer in force. The relevant development plan design policies against which this application must be considered are set out in paragraph 10.196 and 10.197 of the original committee report (**appendix 7**).

6.63. The proposals have been reviewed on three occasions by the Oxford Design Review Panel (ODRP) and have received support from the panel, particularly in respect of the site-wide masterplan and the architecture of the Red Hall and Workspace buildings which are included in the detailed part of the application. Paragraph 129 of the NPPF states that, "in assessing applications, local planning authorities should have regard to … any recommendations made by design review panels".

6.64. Paragraphs 10.179 and 10.233 of the original committee report (**appendix 7**) assess the visual impact of the proposed Red Hall building. This notes that the building will only be prominent in views within the site; there will only be some glimpsed views from outside the site and during the construction phase. As such, the building will be largely screened in views from the south-west (and the Wolvercote with Godstow Conservation Area) by development along the A40 (including the Workspace buildings).

6.65. The original committee report contains a comprehensive assessment of the design of both the detailed and outline elements of the proposal in paragraphs 10.200 to 10.244. The report examines how the design relates to its context, including the setting of Wolvercote with Godstow

Conservation Area and North Oxford. It is incorrect to say that the development fails to address the character of its context.

6.66. The design of the proposed development is found to comply not only with the design policies of the Development Plan, but also with the AAP's vision for a new high-quality, distinctive part of the city.

e. Energy efficiency

Call-in reasons

6.67. From Cllr Wade: "*Planning permission should only be granted if it 'optimises energy efficiency'. There is inadequate evidence of this e.g. buildings are not positioned to allow/maximise solar panel use, CP15.*"

Officer response

6.68. Policy CP15 is not a saved policy of the Oxford Local Plan 2001-2016 and is therefore no longer in force. The relevant Development Plan policies relating to energy efficiency are Core Strategy policy CS9 and AAP policy NG9.

6.69. The issue relating to positioning of solar panels was discussed at both West Area Committee meetings and covered specifically in the addendum committee report (**appendix 11**) in paragraphs 6.83 to 6.84. At the 27 November meeting, officers showed examples of how buildings can be designed to maximise solar panel use.

6.70. The position of just three buildings (the Red Hall and two Workspace buildings) would be fixed if planning permission were granted; they form part of the detailed application. The positioning and roof orientation of other buildings on the site would be determined, if planning permission is granted, through reserved matters applications.

6.71. It should be noted that solar panels are only one form of renewable or low carbon energy that can be used. The energy loop is a form of renewable energy too, gathering energy from the ground. The "fabric first" approach and energy sharing loop are major parts of the renewable energy and energy efficiency strategy proposed for this development. As is set out in paragraphs 10.331 to 10.342 of the original committee report (**appendix 7**), the detailed proposal complies with policies CS9 and NG9. Each reserved matters application would be assessed for its compliance with energy policies adopted at that time.

f. Air quality

Call-in reasons

6.72. From Cllr Wade: "*Planning permission should only be granted if air quality is managed – this is a major concern on the approach roads to the Wolvercote and Cutteslowe roundabouts – CP23 provides that planning permission will not be granted for developments which would have an*

adverse effect on air quality. The AQ effect of this development has not been adequately modelled."

6.73. From Cllr Wolff: "*WAPC was unable to examine compliance with AAP policy NG7: Air quality.*

a) Notwithstanding the above [regarding the link road], the lack of a proper link road round the northern edge of the development has important implications for air quality, since it means that all current traffic plus additional traffic generated by the development must pass through the heart of the site. In response to questions, officers confirmed that air quality projections were based on theoretical assessments which predicted a drop in future traffic levels and cleaner vehicles; and that they did not relate to such actual air quality measurements as exist. (None have been taken on the site itself).

b) In order to assess claims for the application's compliance with policy NG7, committee would have needed to see traffic projection figures. These were not provided.

c) Condition 81 in the officers' report relates to the applicant's ongoing responsibility for air quality. However, since the level and type of traffic passing through the site would be beyond the control of the applicant, this condition is unenforceable and therefore meaningless."

Officer response

6.74. Officers are satisfied with the way in which the air quality assessment has been carried out. The model is robust; its predictions were the result of a series of conservative approaches. For example, it was assumed that total traffic emissions would not reduce over time during the development period as a result of more electric vehicles and vehicles with cleaner engines.

6.75. The air quality model was verified against Oxford City Council's air quality monitoring data. This found a good level of agreement between the modelled and actual nitrogen dioxide, with all the verified monitoring locations within ±10 per cent, which is significantly below the ±25 per cent maximum recommended limit for the model to be considered robust.

6.76. The air quality model uses the application's traffic modelling data which predicts future traffic impacts with the development in place. It is not possible to have actual measurements of air quality with the development built out for obvious reasons.

6.77. In answering questions at the 27 November committee, officers confirmed that air quality projections did not take into account a drop in future traffic levels; they used the predicted traffic levels from the traffic modelling. They did not take into account the likelihood that vehicles would be 'cleaner' in the future. They did however relate to actual air quality measurements as existing because the model was verified against actual data sourced from air quality diffusion tubes on and around the site.

6.78. The air quality assessment has taken a conservative approach and is based on traffic modelling results which the Highways Authority has stated should be seen as a worst-case scenario. The air quality modelling has been verified using actual data, and officers therefore find no reason to doubt the adequacy of the model.

6.79. It should be noted that the full assessment of air quality is found in the original committee report (**appendix 7**) in paragraphs 10.275 to 10.291.

6.80. Recommended condition 81 does not give responsibility to the applicant for air quality. It is in place to prevent homes being built where air quality is below standards. If the applicant provides evidence to show that the air quality meets standards, then residential development can be allowed in that location. If not, it cannot. The location and use of buildings would be determined at reserved matters stage. The condition meets the six tests for imposing planning conditions as set out in paragraph 55 of the NPPF.

6.81. The air quality model is robust. It demonstrates that, subject to recommended condition 81, the development would not lead to any exceedances of the current UK legal limit values for the concentration of major air pollutants. As such it would comply with national and local planning policy including policy CP25 of the Oxford Local Plan.

7. OTHER MATERIAL CONSIDERATIONS

Equalities Act

7.1. The application has been assessed against the relevant sections of the Equalities Act 2010, and it is not considered that the application discriminates against people with protected characteristics specified in the Act. The protected characteristics are:

- age
- gender reassignment
- being married or in a civil partnership
- being pregnant or on maternity leave
- disability
- race including colour, nationality, ethnic or national origin
- religion or belief
- sex
- sexual orientation.

Human Rights Act 1998

7.2. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article

8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

Section 17 of the Crime and Disorder Act 1998

7.3. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with Section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.

8. CONCLUSION

8.1. Having regards to the matters discussed in this report and committee reports to 24 September and 27 November 2019 West Area Planning Committee (**appendices 7** and **11**), officers would make members aware that planning decisions must be taken in accordance with the Development Plan unless there are material considerations that indicate otherwise (Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004). Officers consider the proposals to accord with the development plan.

8.2. The National Planning Policy Framework represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application. This includes the presumption in favour of sustainable development found at paragraph 11 of the Framework, which requires approving development proposals that accord with an up-to-date development plan without delay.

8.3. Section 2 of the NPPF lists the three dimensions to sustainable development: economic, social and environmental. These roles are interdependent and need to be pursued in mutually supportive ways to achieve sustainable development. These roles will now be considered in weighing up the benefits and dis-benefits of the proposed development relative to all material considerations discussed in this report.

Economic impacts

8.4. The Northern Gateway is a key strategic site which has been allocated in the Core Strategy for employment space focussed on Oxford's key strengths in the knowledge economy – science and technology, research, bio-technology and spin-off companies from the universities and hospitals. One of the objectives of the OxLEP Strategic Economic Plan for Oxfordshire 2016 is to deliver flagship gateway developments and projects that stimulate growth. Northern Gateway is identified as such a project.

8.5. This application would bring significant economic benefits through provision of employment space tailored to the needs of the city, supporting economic growth, underpinned by the necessary infrastructure to deliver the site.

Over 4,000 jobs are anticipated to be provided on the site, with the construction work providing jobs during the build phase. Paragraph 80 of the NPPF states that significant weight should be placed on the need to support economic growth and productivity and therefore this economic benefit of the proposal is afforded significant weight.

Social impacts

8.6. The application would provide up to 480 new homes including 168 affordable homes of which 135 units would be social rented and targeted to those in greatest housing need. The urgent need for more homes and the constrained supply in Oxford is well documented and understood; therefore this contribution on an employment-led development would be significant in addressing the shortfall in housing and of clear social benefit. It would support the Government's objective of significantly boosting the supply of homes as set out in paragraph 59 of the NPPF.

8.7. The illustrative masterplan and details within the Design and Access Statement: Masterplan demonstrate the proposal's high-quality urban design. The overall landscape proposals and public spaces further assure that the development would be well-designed, thereby providing high-quality public realm and supporting social well-being. As required by the NPPF, officers have had due regard to the supportive comments of the ODRP in assessing the design quality of the proposed scheme.

8.8. The overall sustainable transport benefits that the development would bring include significantly improved cycle and bus infrastructure on transformed stretches of the A40 and A44 within the application site. Improved bus services via the Eastern Arc would be delivered, and an obligation to work collaboratively to create a cycle link northwards to Oxford Parkway would be secured. These improvements to sustainable transport bring social benefits by offering healthier travel options and increasing connectivity and accessibility of facilities.

8.9. The main dis-benefit of the development in social terms is the impact on heritage assets (the setting of both Wolvercote with Godstow Conservation Area and the Manor and Church Farmhouses). The balancing exercise required by the NPPF for less than substantial harm to heritage assets concluded that the public benefits of the development significantly outweigh the harm. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Environmental impacts

8.10. The social benefit of the transformation of the A40 and A44 in slowing traffic, greening, and improving bus and cycle infrastructure would also deliver significant environmental benefits, transforming what is currently a hostile environment and providing much improved sustainable travel options.

8.11. Similarly the high-quality urban design and landscape proposed would bring environmental as well as social benefits.

8.12. As set out in the report, air quality, vehicular traffic, noise and drainage can all be appropriately managed to prevent any harmful impact and the proposals comply with the relevant local and national planning policies.

8.13. The proposed energy loop provides a significant environmental benefit in bringing power to the development without the need for gas or to produce emissions. The system would be modular allowing each phase to connect to the loop, and has the potential to grow beyond the site.

8.14. In ecology terms, there would be a gain in linear habitats on site but a net loss of biodiversity within the site. The latter is a dis-benefit which is to be mitigated through the creation of off-site habitats in nearby Cutteslowe Park. This is anticipated to result in an overall net gain in habitats, as required by the NPPF. Any shortfall would be dealt with through financial contributions to an appropriate scheme, secured by legal agreement.

8.15. Overall, the proposed development would bring significant public benefits that accord with the three strands of sustainable development set out in the NPPF. Having taken into account the provisions of the Development Plan, the policies in the NPPF, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval subject to the planning conditions set out in **appendix 3** and a Section 106 legal agreement whose Heads of Terms are set out in **appendices 4** and **10**

8.16. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under Section 106 of the Town and Country Planning Act 1990.

9. APPENDICES

9.1. For reference, the appendix numbers for both the previous committee reports to West Area Planning Committee are included in the table below, with the appendices to this report listed in the final column.

	WAPC report 24 September	WAPC report 27 November	Planning Review Committee report
Site location plan	Appendix 1	Appendix 1	**Appendix 1**
List of addresses of public commenters	Appendix 2		**Appendix 2**
Recommended conditions	Appendix 3	Appendix 5	**Appendix 3**
Heads of Terms of Section 106 legal agreement	Appendix 4	Appendix 6	**Appendix 4**
JLL viability report August 2019 (general)	Appendix 5		**Appendix 5**
Oxford Design Review Panel letters	Appendix 6		**Appendix 6**
Committee report to 24 September 2019 West Area Planning Committee		Appendix 2	**Appendix 7**
Minutes of 24 September 2019 West Area Planning Committee		Appendix 3	**Appendix 8**
JLL viability report October 2019 (inflation)		Appendix 4	**Appendix 9**
Review mechanism structure		Appendix 7	**Appendix 10**
Committee report to 27 November 2019 West Area Planning Committee			**Appendix 11**
Minutes of 27 November 2019 West Area Planning Committee			**Appendix 12**

Appendix 1

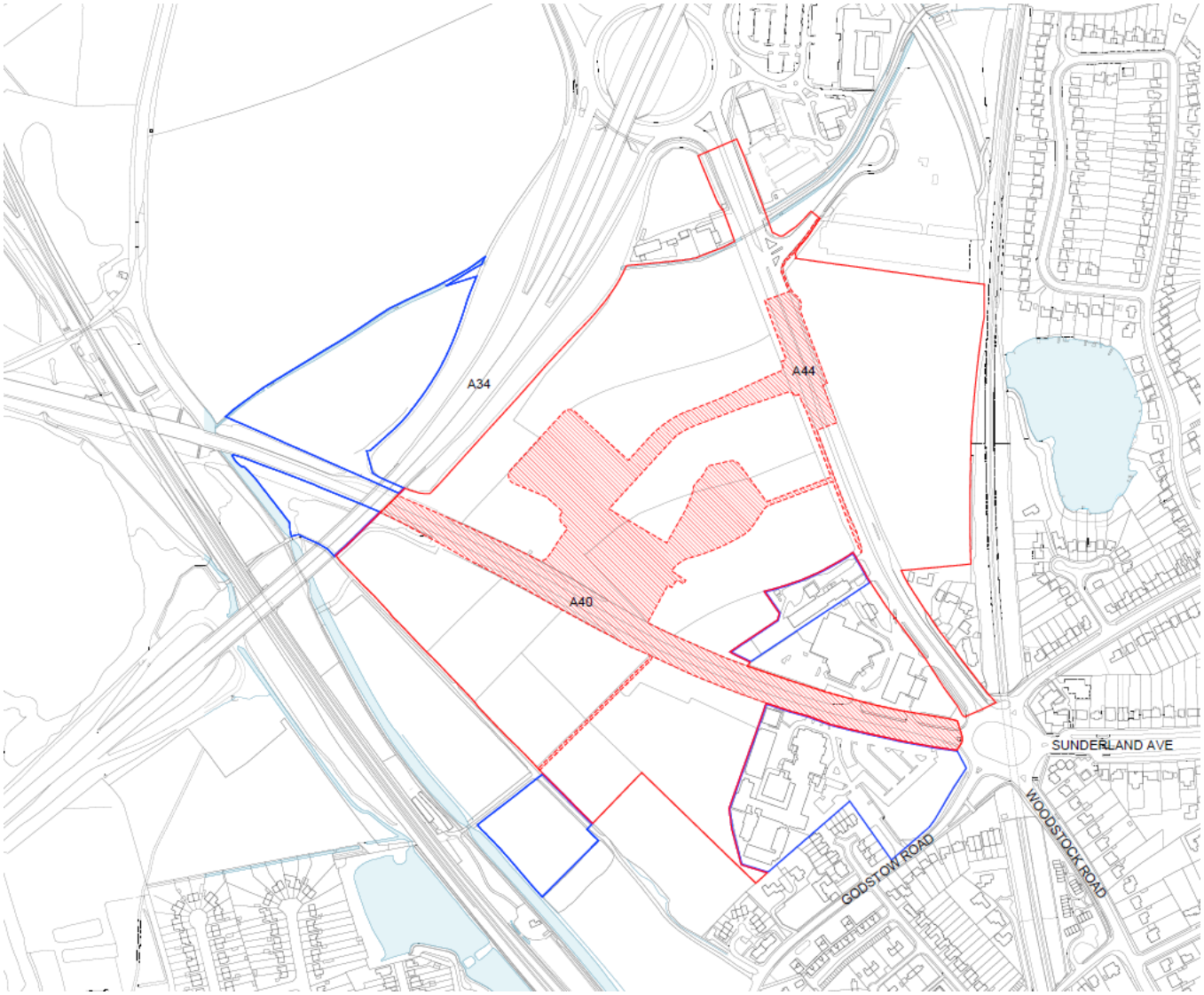
18/02065/OUTFUL – Oxford North

1. Site plan

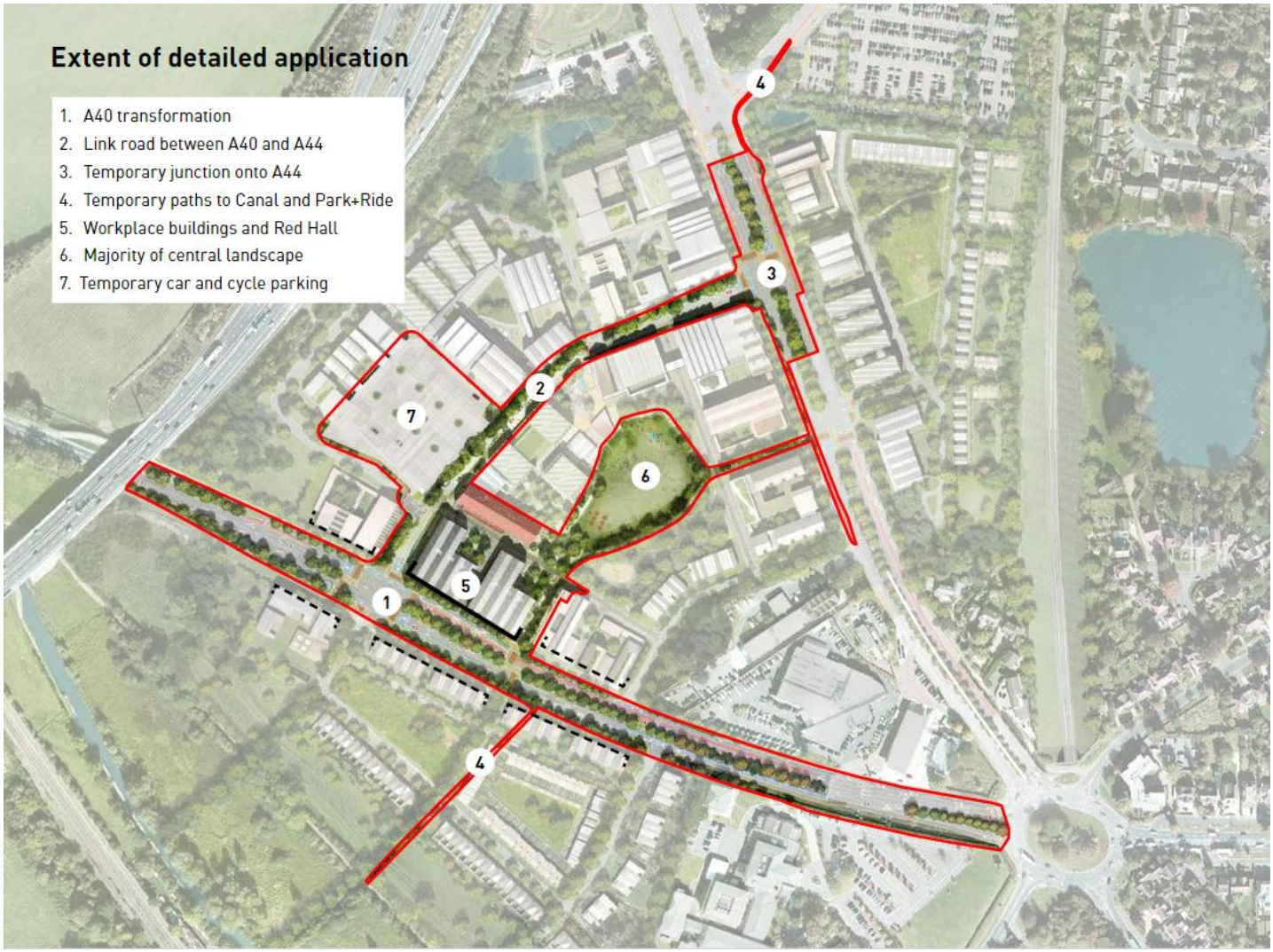
Outline planning application boundary

Detailed application boundary

Areas in applicant's control



2. Proposed block plan – detailed part of application (superimposed on illustrative masterplan)



Appendix 2
18/02065/OUTFUL – Oxford North

List of addresses of public commenters

Two people who commented on the application left no address. Comments were received from Councillor Mike Gotch and Councillor County Councillor Paul Buckley; their addresses are not included in the list below.

The following addresses, in alphabetical order, provided public comments:

Aldrich Road, 10
Apsley Road, 12
Banbury Road, 462
Banbury Road, 468
Banbury Road, 516
Banbury Road, 548
Birchenhoe, Crowfield
Bladon Close, 3
Blandford Avenue, 45
Canal Road, 5, Thrupp
Catherine Street, 44a
Church Lane, 1
Court Close, 1a
Crescent Road, 15-17
Davenant Road, 2a
Davenant Road, 20
Davenant Road, 22a
Davenant Road, 35
Davenant Road, 35
Five Mile Drive, 51
Frenchay Road, 65
Glanville Road, 31
Harefields, 23
Harefields, 37
Iffley Road, 197-199
Kingston Road, 118
Lakeside, 9
Linkside Avenue, 13a
Linkside Avenue, 15c
Linkside Avenue, 17a
Linkside Avenue, 40
Linkside Road, 15
Linton Road, 19
Lytton Road, 29b
Maywood Road, 24
Meadow Lane, 425
Millway Close, 4
Millway Close, 54
Norham Road, 30
Oatlands Road, 22
Osberton Road, 20
Park End Street, 27
Plantation Road, 49
Randolph House, 16
Rawlinson Road, 7
Ridgeway Road, 34
Rosamund Road , no number given
Rosamund Road, 54
Sandy Lane, 86, Yarnton
Southdale Road, 12
Southdale Road, 37
Southfield Road, 90
Southmoor Road, 102
Southmoor Road, 15
Stratfield Road, 36
Sunderland Avenue, 23
Sunderland Avenue, 30
Sunderland Avenue, 41
Swinburne Road, 30
Talbot Road, 2
Templar Road, 19
The Chestnuts, 1
Thomson Avenue, Harwell Campus
Western Road, 5
William Lucy Way, 20
William Street, 5
Wolvercote Green, 33
Woodstock Road, 317
Woodstock Road, 396
Woodstock Road, 398b
Woodstock Road, 400

This page is intentionally left blank

Appendix 3

18/02065/OUTFUL – Oxford North

Recommended conditions

Note: Further consideration will be given to whether any of the proposed conditions or part of conditions needs to be dealt with by obligation through legal agreement.

1. Full application

	Topic	Condition	Reasons
1	Time limit	The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.	In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.
2	Detailed application drawings	The development permitted shall be constructed in complete accordance with the specifications in the application insofar as they relate to the areas for which full planning permission has been granted, as shown by drawing number 1348 GA 03005 02 and the approved plans listed below, unless otherwise agreed in writing by the local planning authority.	To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.
3	Limit of use	Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order revoking and re-enacting that Order with or without modification), the two Workspace buildings and Red Hall hereby permitted shall be used only within Use Class B1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 to include ancillary facilities and for no other purpose.	To ensure that the local planning authority can properly consider any alternative use of the premises and its impact on the objectives of the Northern Gateway AAP, and to secure replacement employment in accordance with the relevant policies of the Adopted Oxford Local Plan 2001-2016 and policy CS28 of the Oxford Core Strategy.
4	Restrict employment use	Prior to any occupation of the development, a list of criteria for occupiers of any employment space within the development shall be submitted to and approved in writing by the local planning authority. The applicant or successors in title shall not permit any	To ensure that prospective occupants are consistent with the employment types set out in the Northern Gateway AAP and as required by policy NG11.

	Topic	Condition	Reasons
		individual or organisation that does not fall within the approved criteria to occupy any employment space within the development other than with the prior written approval of the local planning authority. The list of criteria may be changed from time to time subject to written agreement from the local planning authority.	
5	CTMP	Prior to commencement of development, a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the local planning authority. The CTMP shall follow Oxfordshire County Council's template and shall identify: • The routing of construction vehicles and management of their movement into and out of the site by a qualified and certificated banksman, • Access arrangements and times of movement of construction vehicles (to minimise the impact on the surrounding highway network), • Details of wheel cleaning / wash facilities to prevent mud, etc. from migrating on to the adjacent highway, • Contact details for the Site Supervisor responsible for on-site works, • Travel initiatives for site related worker vehicles, • Parking provision for site related worker vehicles, • Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours, • Engagement with local residents, • Measures to ensure that all HGVs operating and entering the site are of a minimum of Euro VI emission standard. • Measures to ensure regular fleet maintenance is in place and that construction transport operators are members of schemes such as the Fleet Operator Recognition Scheme (FORS). • Measures to ensure construction material consolidation is used so as to ensure the number of vehicles waiting and circulating is reduced as far as possible.	In the interests of highway safety and to mitigate the impact of construction vehicles and air quality on the surrounding network, road infrastructure and local residents, particularly at peak traffic times, in accordance with policy CP1 and CP22 of the Oxford Local Plan 2001-2016.

	Topic	Condition	Reasons
		The development shall be carried out in full compliance with the approved CTMP at all times.	
6	Travel Plan	A Travel Plan for the development hereby approved that accords with the approved Framework Travel Plan secured via condition 50 shall be submitted to and approved in writing by the local planning authority. The approved Travel Plan shall be adhered to at all times for the lifetime of the development and revised from time to time as a result of the recommendations of Travel Plan monitoring by the County Council as Highways Authority.	In order to encourage the use of sustainable modes of transport, in accordance with policies CP1, TR2 and TR12 of the Oxford Local Plan 2001-2016, the Northern Gateway AAP and the NPPF.
7	Detail of link road	Prior to construction of the link road between the A40 and A44, details of construction, surfacing including sample materials, and drainage shall be submitted to and approved in writing by the local planning authority in consultation with the Highway Authority. The link road shall be constructed in accordance with the approved details.	To ensure that the link road is constructed to adoptable standards, to ensure the character and appearance of the link road is consistent with the stated design objectives that will encourage sustainable travel and create a high-quality public realm, and in the interests of the operation of the highway in accordance with policies NG4 and NG5 of the Northern Gateway AAP.
8	Infrastructure for phase 1a	No occupation of the development hereby approved shall take place until the link road between the A40 and A44 as per 21714/5571/010C, the temporary footpaths to Joe White's Lane and Peartree Park and Ride, the A40 works as per drawing 21714/5571/008C interim highway improvement works on the A44 as per drawing 21714/5571/007C have been completed.	In the interest of operation of the highway and to encourage the use of sustainable transport modes, in accordance with policies NG4 and NG5 of the Northern Gateway AAP.
9	Car parking management plan	Prior to first occupation of the development hereby permitted, a car parking management plan (CPMP) shall be submitted and approved in writing by the local planning authority. The CPMP shall detail measures for preventing unauthorised parking, monitoring and sanctions, measures to ensure no use of the Peartree Park and Ride facility for those working at or visiting the application site. The car park shall be managed in full accordance with the approved CPMP for the lifetime of the development.	To ensure the car parking on site is controlled and managed for those it is designed to cater for in accordance with policy NG6 of the Northern Gateway AAP.
10	Cycle parking	The temporary cycle parking and shower facilities in the Red Hall basement hereby permitted shall be installed and be operational	To encourage sustainable transport in accordance with policy TR4 of the Oxford Local

	Topic	Condition	Reasons
		prior to the first occupation of the development.	Plan 2001-2016 and policy NG4 of the Northern Gateway AAP.
11	Secured by design	Prior to commencement of development, an application shall be made for Secured by Design accreditation on the development hereby approved. Unless otherwise agreed in writing by the local planning authority, the development shall be carried out in accordance with the approved details, and shall not be occupied or used until confirmation of SBD accreditation has been received by the local planning authority.	In the interests of community safety in accordance with Policy CS19 of the Core Strategy.
12	External lighting	Prior to the installation of any external lighting within the application site including that part for which full planning permission is hereby granted, details of lighting including a “lighting design strategy for biodiversity” for buildings, features or areas to be lit shall be submitted to and approved by the local planning authority. No lighting shall be directed towards existing or new vegetation. All external lighting shall be installed in accordance with the specifications and locations set out in the approved external lighting strategy, and these shall be maintained thereafter in accordance with the strategy. No other external lighting shall be installed without prior consent from the local planning authority.	In the interests of visual amenity to minimise light spill which would impact long views during the hours of darkness and for the protection of bats in accordance with policy CS12 of the Oxford Core Strategy and policy HE7 of the Oxford Local Plan 2001-2016.
13	Internal lighting	Prior to the installation of any internal lighting within the buildings hereby approved, details of the lighting strategy and specification to ensure minimal impact of illumination on views including from Wolvercote with Godstow Conservation Area shall be submitted to and approved in writing by the local planning authority. Only the approved lighting details in accordance with the approved internal lighting strategy shall be installed.	In the interests of visual amenity to minimise light spill which would impact long views during the hours of darkness in accordance with policy CS12 of the Oxford Core Strategy and policy HE7 of the Oxford Local Plan 2001-2016.
14	Material samples	Prior to above ground works, samples and specification of all external materials to be used including a sample panel of the Workspace building clay tile, and details of how the proposed materials will weather over 1, 5 and 10 years shall be submitted to and approved in writing by the local planning authority. Only the approved materials shall be used.	In the interests of visual amenity to ensure a high-quality appearance and to mitigate harm to designated heritage assets through the use of a muted recessive palette of materials in accordance with policy CS18 of the Oxford Core Strategy and policies CP1, CP8 and HE7 of the

	Topic	Condition	Reasons
			Oxford Local Plan 2001-2016.
15	Architectural details	Prior to above ground works, detailed drawings showing all openings in façades including windows, window reveals, openings at ground floors, junctions between buildings and ground adjacent roof junctions and rainwater goods shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.	In the interests of visual amenity to ensure a high-quality appearance in accordance with policy CS18 of the Oxford Core Strategy and policies CP1, CP8 and HE7 of the Oxford Local Plan 2001-2016.
16	CCTV and security measures	Prior to their installation, details of CCTV and other physical security measures proposed in the public realm or on external elevations of the development hereby approved shall be submitted to and approved in writing by the local planning authority. Only the approved details shall be installed and no other CCTV or physical security measures shall be installed without the prior written consent of the local planning authority	In the interests of visual amenity to ensure a high-quality appearance in accordance with policy CS18 of the Oxford Core Strategy and policies CP1, CP8 and HE7 of the Oxford Local Plan 2001-2016.
17	Signage	Details of all external signage for the development shall be submitted to and approved in writing by the local planning authority prior to the installation of the signage. The approved signage shall be installed and thereafter retained unless otherwise agreed in writing by the local planning authority.	In the interests of visual amenity in accordance with policy CP1 and CP8 of the Oxford Local Plan 2001-2016 and CS18 of the Oxford Core Strategy 2026.
18	Revised tree palette for the Green	Prior to commencement of landscape works for The Green, the tree planting plan for The Green shall be amended to include an evergreen conifer component and submitted to approved in writing by the local planning authority. The landscaping shall be carried out in accordance with the approved plans.	To provide visual interest during the winter months and to give the Green an urban park character in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016 and policy CS18 of the Core Strategy.
19	Tree plan for A40	A plan showing location and species of trees to be planted on the A40 based on the principles in the A40 and A44 highway corridor street lighting technical note shall be submitted to and approved in writing by the local planning authority prior to such tree planting commencing. Tree planting on the A40 shall be carried out in accordance with the approved details.	To ensure high-quality appearance and landscaping in the interests of a high-quality public realm in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016 and policy CS18 of the Core Strategy.
20	Landscape implementation	The landscaping proposals as approved by the local planning authority shall be carried out no later than the first planting season	In the interests of visual amenity in accordance with policies CP1 and CP11 of the Oxford Local

	Topic	Condition	Reasons
		after first occupation or first use of the development hereby approved unless otherwise agreed in writing beforehand by the local planning authority.	Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
21	Landscape reinstatement	Any existing retained trees, or new trees or plants planted in accordance with the details of the approved landscape proposals that fail to establish, are removed, die or become seriously damaged or defective within a period of five years after first occupation or first use of the development hereby approved shall be replaced. They shall be replaced with others of a species, size and number as originally approved during the first available planting season unless otherwise agreed in writing by the local planning authority.	In the interests of visual amenity in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
22	Soil resource plan	A Soil Resource Plan in accordance with the DEFRA Construction Code of Practice for the Sustainable Use of Soils on Construction Sites shall be submitted to and approved in writing by the local planning authority prior to commencement of any development, including demolition and enabling works. The Soil Resource Plan shall show the areas and type of topsoil and subsoil to be stripped, haul routes, the methods to be used, and the location, type and management of each soil stockpile. No soils shall be removed from the site unless otherwise agreed in writing beforehand by the local planning authority.	In the interests of amenity and to ensure proper cultivation of gardens / horticultural amenity areas in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
23	Landscape management plan	Prior to first occupation or first use of the development hereby approved a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules and timing for all landscape areas shall be submitted to, and approved in writing by, the local planning authority. The landscape management plan shall be carried out as approved by the local planning authority.	In the interests of amenity and the appearance of the area in accordance with policies CP1, CP11 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
24	Tree roots	No development shall take place until details of the design of all new hard surfaces and a method statement for their construction shall first have been submitted to and approved in writing by the local planning authority and the hard surfaces shall be constructed	To avoid damage to the roots of retained trees in accordance with policies CP1, CP11 NE 15 and NE16 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.

	Topic	Condition	Reasons
		in accordance with the approved details unless otherwise agreed in writing beforehand by the local planning authority. Details shall take into account the need to avoid any excavation within the Root Protection Area of any retained tree and where appropriate the local planning authority will expect "no-dig" techniques to be used, which require hard surfaces to be constructed on top of existing soil levels in accordance with the current British Standard 5837: ‘’Trees in Relation to Design, Demolition and Construction – Recommendations’’.	
25	Tree protection plan	The development shall be carried out in strict accordance with the approved tree protection measures contained within the planning application details shown in Technical Appendix 6.2 and 6.3 (including Tree Protection Plan (edp3219/d032a 11 July 2018 GY/RC) unless otherwise agreed in writing beforehand by the local planning authority.	To protect retained trees during construction in accordance with policies CP1, CP11 NE15 and NE16 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
26	Surface water drainage	No development shall commence until a detailed surface water drainage scheme has been submitted to and approved in writing by the local planning authority. The scheme shall be in accordance with the detailed surface water drainage scheme approved in compliance with condition 64. The scheme will include: • A compliance report to demonstrate how the scheme complies with the agreed drainage strategy for the site and the local and national surface water drainage standards; • An assessment of where and how the quantum of underground attenuation detailed in the agreed drainage strategy can be reduced and above ground storage increased; • Full microdrainage calculations for all events up to and including the 1 in 100 year plus climate change; • A Flood Exceedance Conveyance Plan which will accord and tie in with the overall flood exceedance strategy for the site; • Detailed design drainage layout drawings of the SuDS proposals including cross section details; and	To prevent an increase in flood risk in accordance with policy CS11 of the Oxford Core Strategy.

	Topic	Condition	Reasons
		• Detailed maintenance management plan in accordance with Section 32 of CIRIA C753 including maintenance schedules for each drainage element. • Details of how water quality will be maintained during construction. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed and thereafter maintained for the lifetime of the development.	
27	Water network upgrades	No occupation shall take place until confirmation from Thames Water has been provided that either:- all water network upgrades required to accommodate the additional flows from the development have been completed; or - a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.	The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development
28	Energy statement	The development shall be carried out in full accordance with the submitted Energy Statement and the sustainable design and energy efficiency measures shall be retained thereafter unless otherwise agreed in writing by the local planning authority.	To minimise carbon emissions in accordance with policy CS9 of the Oxford Core Strategy 2026 and policy NG9 of the Northern Gateway AAP.
29	Energy loop drawings	Drawings of the energy loop infrastructure to be installed shall be submitted to and approved in writing by the local planning authority prior to its installation. Only the approved details shall be implemented.	To ensure an acceptable appearance, impact on trees, archaeology and infrastructure in accordance with policy CP1, CP11, CP8 and HE2 of the Oxford Local Plan 2001-2016, policy CS18 of the Core Strategy and policy NG9 of the Northern Gateway AAP.
30	CEMP	No development shall take place until a Construction Environmental Management Plan (CEMP) shall have first been submitted to and approved in writing by the local planning authority. The plan shall include but not be limited to the following matters: - signage for construction traffic, pedestrians and other users of the	In the interests of the amenities of neighbouring occupiers and to ensure that the overall dust impacts during the construction phase of the proposed development will remain as “not significant”, in accordance with the results of the dust assessment that was conducted and

	Topic	Condition	Reasons
		site; - controls on arrival and departure times for construction vehicles; - piling methods (if employed); - earthworks; - hoardings to the site, including to future adjacent development plots; - noise limits; - hours of working; - vibration; - control of emissions; - waste management and disposal, and material re use; - prevention of mud / debris being deposited on public highway; - materials storage; - hazardous material storage and removal; - the complete list of dust mitigation measures that are appropriate to a medium risk site, according to the specific IAQM Guidance on the assessment of dust from demolition and construction (pages 24 -27) Reference shall also be made in the CEMP to the contents of the Environmental Statement Section 3.4.56 and Appendix 3.1 The approved Construction Environmental Management Plan shall be implemented accordingly throughout the demolition and construction phases of development. Construction on site shall only take place in accordance with the approved details of the CEMP.	included as part of the development's Environmental Statement (Chapter 12.5.3) and in accordance with policies CP1, CP19, CP21 and CP23 of the Oxford Local Plan 2001-2016.
31	CEMP: Biodiversity	No development shall take place (including ground works and vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEMP: Biodiversity shall include the following: a) Risk assessment of potentially damaging construction activities; b) Identification of "biodiversity protection zones", including specific	In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026 and to ensure the survival of protected and notable species protected by legislation that may otherwise be affected by the development.

	Topic	Condition	Reasons
		reference to bats, brown hairstreak butterfly and badgers; c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on biodiversity during construction (may be provided as a set of method statements) and biosecurity protocols; d) The location and timing of sensitive works to avoid harm to biodiversity features; e) Contingency/emergence measures for accidents and unexpected events, along with remedial measures; f) Responsible persons and lines of communication; g) The role and responsibilities on site of a qualified ecological clerk of works (ECoW) or similarly competent person, and times and activities during construction when they need to be present to oversee works; h) Measures for removal of invasive species within the site; and i) Use of protective fences, exclusion barriers and warning signs; The approved CEMP: Biodiversity shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.	
32	EV charging points	The electric vehicle charging infrastructure hereby approved shall be installed and laid out in accordance with the approved details prior to the first occupation of the development and thereafter retained and maintained.	To contribute to improving local air quality in accordance with CP23 of the Oxford Local Plan 2001- 2016 and enable the provision of low emission vehicle infrastructure.
33	Remediation	Prior to the commencement of the development a Phase 3 risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Model Procedures for the Management of Land Contamination (CLR11) (or equivalent British Standards and Model Procedures if replaced) and shall be submitted to and approved in writing by the local planning authority.	To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.

	Topic	Condition	Reasons
		The Phase 3 risk assessment shall include a remediation strategy, validation plan, and/or monitoring plan to ensure the site will be suitable for its proposed use.	
34	Validation	The development shall not be occupied until any approved land quality remedial works have been carried out and a full validation report has been submitted to and approved by the local planning authority.	To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.
35	Unexpected contamination	Any contamination that is found during the course of construction of the approved development that was not previously identified shall be reported immediately to the local planning authority. Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to and approved in writing by the local planning authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to and approved in writing by the local planning authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued.	To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.
36	Noise protection	Construction work shall not begin until a scheme for protecting the proposed noise sensitive (residential and commercial building occupation and use of external amenity areas) uses from noise from existing and predicted future noise sources on the development site has been submitted to and approved by the local planning authority. All works which form part of the scheme relevant to any part of the noise sensitive development shall be completed before that part is occupied. Protective measures shall be based on good acoustic design and traceable to noise assessment findings and recommendations in the Environmental Statement for Oxford North dated July 2018. All noise mitigation measures shall be subject to a verification process approved by the local planning authority on completion to ensure that the measures	To safeguard the amenities of the occupiers of new and existing nearby properties in accordance with policies CP9, CP19 and CP21 of the Oxford Local Plan 2001-2016.

	Topic	Condition	Reasons
		have been successful.	
37	Mechanical plant	Prior to the installation of any mechanical plant, details of the proposed mechanical plant to serve the development including anticipated sound attenuation measures traceable to noise assessment findings and recommendations in the Environmental Statement for Oxford North dated July 2018 and the maintenance procedures shall be submitted to and approved in writing by the local planning authority. The mechanical plant shall be installed and thereafter maintained in accordance with the approved details.	In the interests of amenity, in accordance with policy CP19 of the adopted Oxford Local Plan 2001 to 2016.
38	Extraction	Prior to the installation of any commercial cooking extraction equipment, a scheme for treating cooking fumes and odours before their emission to the atmosphere so as to render them innocuous shall be submitted to and approved in writing by the local planning authority. Any such works that form part of the approved scheme shall be completed before the development is brought into use and shall include the use of grease filters and other specialist filtering and deodorising equipment that will be serviced according to the manufacturer's recommendations.	In the interests of amenity, in accordance with policy CP19 of the adopted Oxford Local Plan 2001 to 2016.

2. Outline application

	Topic	Condition	Reasons
39	Parameter plans	The development hereby permitted shall not be carried out except in substantial accordance with the following: - Parameter Plan 01: Access and circulation - Parameter Plan 02: Land use - Parameter Plan 03: Building heights - The Environmental Statement as originally submitted as amended by the further information received on 25 March 2019 - Design and Access: Masterplan - Public Realm Strategy: Masterplan	To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

	Topic	Condition	Reasons
40	Access drawings	In addition to the principle of development, planning permission is hereby granted for the means of access to the development. Subject to condition 53, the development shall be carried out in full accordance with the approved means of access details, set out in the following drawings, which are hereby approved drawings, unless otherwise approved in writing by the local planning authority: 21714/5571/002C 21714/5571/003C 21714/5571/004B 21714/5571/005C 21714/5571/007C 21714/5571/008C 21714/5571/009B 21714/5571/010C 21714/5571/011C 21714/5571/012C	The application was made for outline planning permission and is granted to comply with the provisions of Section 92 of the Town and Country Planning Act 1990 and Article 3(1) of the Town and Country Development Procedure) Order 1995.
41	Reserved matters	Approval of the details of the layout, scale, landscaping and appearance (hereafter called "the reserved matters") of any part of the development within each phase or sub-phase of the development excluding that part of the development for which full planning permission is hereby granted shall be obtained in writing from the local planning authority before that part of the development commences. The development shall not be carried out otherwise than in accordance with the approved details relating to that phase or sub-phase.	The application is for outline planning permission.
42	Timing of reserved matters submission	Application for approval of the reserved matters in respect of the first phase or sub-phase of the development, excluding that part of development for which full planning permission is hereby granted, shall be made to the local planning authority before the expiration of three years from the date of this permission. Application for approval of the reserved matters in respect of all subsequent phases and sub-phases of the development hereby permitted shall be made to the local planning authority before the expiration of 13	The application is for outline planning permission, and in accordance with the submitted indicative phasing plan.

	Topic	Condition	Reasons
		years from the date of this permission	
43	Implementation of reserved matters	The first phase or sub-phase of the development hereby permitted, excluding that part of development for which full planning permission is hereby granted, shall be begun either before the expiration of five years from the date of this permission, or before the expiration of the three years from the date of approval of the last of the reserved matters to be approved in respect of that phase or sub-phase, whichever is the later. Subsequent phases or sub-phases of the development hereby permitted shall be begun either before the expiration of 13 years from the date of this permission, or before the expiration of three years from the date of approval of the last of the reserved matters to be approved in respect of that phase or sub-phase, whichever is the later.	To prevent the accumulation of planning permissions and to enable the Council to review the suitability of the development in the light of altered circumstances.
44	Reserved matters contents	All applications for the approval of the reserved matters shall include full details of proposed roads, footways, footpaths, verges, junctions, street lighting, service routes, sustainability measures including detailed drawings of energy loop infrastructure, surface water management, car parking, cycle parking, travel plan, car parking management plan, visibility splays, street furniture, accessibility measures, external materials, boundary treatments, signage, refuse storage, landscape plans including planting and management plans, waste strategy, and any additional traffic modelling as agreed with the Local Highway Authority.	To ensure a satisfactory quality and appearance to the development and to ensure the local planning authority has sufficient information to determine reserved matters applications in accordance with the Northern Gateway AAP.
45	Phasing plan	No development shall commence, apart from that part of the development for which full planning permission is hereby granted, until and unless a site wide phasing and implementation plan is submitted to and approved in writing by the local planning authority. The plan shall include the timing of removal of temporary measures including car and cycle parking and shall include all the development including that part of the development for which full planning permission is hereby granted. The development shall be carried out in accordance with the approved phasing and implementation plan. Amendments to the phasing and	To ensure an orderly form of development at all times, in accordance with policies CP1, CP19 and CP21 of the adopted Oxford Local Plan 2001 to 2016.

	Topic	Condition	Reasons
		implementation plan shall be subject to obtaining prior written approval from the local planning authority.	
46	Use class	Prior to any occupation of the development, a list of criteria for occupiers of any employment space within the development shall be submitted to and approved in writing by the local planning authority. The applicant or successor shall not permit any individual or organisation that does not fall within the approved criteria to occupy any employment space within the development. The list of criteria may be changed from time to time subject to written agreement from the local planning authority.	To ensure that prospective occupants are consistent with the employment types set out in the Northern Gateway AAP and as required by policy NG11.
47	CTMP	Prior to commencement of development, a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the local planning authority. The CTMP shall follow Oxfordshire County Council's template and shall identify: • The routing of construction vehicles and management of their movement into and out of the site by a qualified and certificated banksman, • Access arrangements and times of movement of construction vehicles (to minimise the impact on the surrounding highway network), • Details of wheel cleaning / wash facilities to prevent mud, etc. from migrating on to the adjacent highway, • Contact details for the Site Supervisor responsible for on-site works, • Travel initiatives for site related worker vehicles, • Parking provision for site related worker vehicles, • Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours, • Engagement with local residents, • Measures to ensure that all HGVs operating and entering the site are of a minimum of Euro VI emission standard. • Measures to ensure regular fleet maintenance is in place and that	In the interests of highway safety and to mitigate the impact of construction vehicles and air quality on the surrounding network, road infrastructure and local residents, particularly at peak traffic times, in accordance with policy CP1 and CP22 of the Oxford Local Plan 2001-2016.

	Topic	Condition	Reasons
		construction transport operators are members of schemes such as the Fleet Operator Recognition Scheme (FORS). • Measures to ensure construction material consolidation is used so as to ensure the number of vehicles waiting and circulating is reduced as far as possible. The development shall be carried out in full compliance with the approved CTMP at all times.	
48	Car parking numbers	Car parking provision within each phase or sub-phase of development must be in accordance with Transport Assessment (doc. ref. 21714/5571 Rev 02 July 2018) and overall car parking provision with the site must not exceed the standards set out in Policy NG6 of the Area Action Plan. The approved car parking, other than temporary car parking, shall be retained at all times thereafter, unless otherwise agreed in writing with the local planning authority.	To manage traffic generation in accordance with Policy NG6 of the Area Action Plan for Northern Gateway.
49	Sufficient cycle provision	The approved cycle parking within each phase or sub-phase of the development shall be provided prior to occupation of that phase or sub-phase in accordance with Policy NG4 of the Area Action Plan and retained at all times thereafter, unless otherwise agreed in writing with the Planning Authority. Cycle parking for staff and residents shall be provided in covered, secure conditions.	In the interest of sustainable transport in accordance with Policy NG4 of the Area Action Plan for Northern Gateway.
50	Framework Travel Plan	Prior to occupation of any part of the development including that part for which full planning permission is hereby granted, the submitted Framework Travel Plan shall be revised in accordance with the comments made by the Highways Authority and with improved modal targets for sustainable transport modes, and then submitted to and approved in writing by the local planning authority. The approved Framework Travel Plan shall be adhered to at all times for the lifetime of the development unless amended and prior approval issued in writing by the local planning authority. Any Travel Plan submitted with a sub-phase or reserved matters application shall accord with the approved Framework Travel Plan.	In order to encourage the use of sustainable modes of transport, in accordance with policies CP1, TR2 and TR12 of the Oxford Local Plan 2001-2016, and policy NG6 of the Northern Gateway AAP and the NPPF.

	Topic	Condition	Reasons
51	On-site parking controls	Prior to occupation of any part of the development including that part for which full planning permission is hereby granted, details of on-site parking controls to prevent ad hoc parking and control traffic generation by the development shall be submitted to and approved in writing by the local planning authority in consultation with the Highway Authority. Details shall include parking and waiting restrictions on the on-site link road and details of the mechanism to prevent use of the Peartree Park and Ride facility by visitors and employees of the site.	In the interest of the operation of the highway and to ensure the development does not generate higher levels of traffic than assessed, in accordance with policy CP1 of the Oxford Local Plan 2001-2016 and policy NG6 of the Northern Gateway AAP.
52	Peartree interchange	No commercial or employment space or residential unit beyond the 15,850 m2 (GIA) of employment space in Phase 1a hereby approved shall be occupied until the highway improvement works at the Peartree Interchange to be carried out by the Local Highways Authority, or if the highway improvement works are not commenced by the Local Highways Authority within 2 years of the grant of this permission then the equivalent highway improvement works detailed in drawing 21714/5571/SK004 of this planning application, have been completed. Reserved matters applications for residential only development that come forward prior to the Peartree Interchange highway improvement works being completed shall include evidence to demonstrate that the reserved matters development would not cause a severe highway impact.	In the interest of operation of the highway and in accordance with policy NG5 of the Northern Gateway AAP.
53	A44 works	Prior to commencement of the A44 works detailed in drawing 21714/5571/002C, detailed drawings of the pedestrian and cycle route between the A44 and Five Mile Drive shall be submitted to and approved in writing by the local planning authority. Beyond 30,000 square metres GIA of employment space and 366 residential units within phase 1 of the indicative phasing plan, no commercial or employment space or residential unit shall be occupied until the approved pedestrian and cycle details and the highway improvement works on A44 as per drawing 21714/5571/002C have been completed.	In the interest of operation of the highway and in accordance with policy NG5 of the Northern Gateway AAP.
54	Safer routes to	No occupation of any residential unit shall take place until and	In the interests of safe and sustainable routes to

	Topic	Condition	Reasons
	school	unless the highway works on Godstow Road and First Turn to deliver safer routes to Wolvercote Primary School are complete.	school to accord with policy NG4 of the Northern Gateway AAP.
55	Secured by design	Prior to commencement of each phase or sub-phase of development, an application shall be made for Secured by Design accreditation on that part of the development. Unless otherwise agreed in writing by the local planning authority, the development shall be carried out in accordance with the accredited design, and shall not be occupied or used until confirmation of Secured by Design accreditation has been received by the local planning authority.	In the interests of community safety in accordance with Policy CS19 of the Core Strategy.
56	External lighting	Prior to the installation of any external lighting within the application site including that part for which full planning permission is hereby granted, details of lighting including a “lighting design strategy for biodiversity” for buildings, features or areas to be lit shall be submitted to and approved by the local planning authority. No lighting shall be directed towards existing or new vegetation. All external lighting shall be installed in accordance with the specifications and locations set out in the approved external lighting strategy, and these shall be maintained thereafter in accordance with the strategy. No other external lighting shall be installed without prior consent from the local planning authority.	In the interests of visual amenity to minimise light spill which would impact long views during the hours of darkness and for the protection of bats in accordance with policy CS12 of the Oxford Core Strategy and policy HE7 of the Oxford Local Plan 2001-2016.
57	Design and Access Statement	Each reserved matters application pursuant to this outline planning permission shall demonstrate compliance with the Design and Access Statement: Masterplan parts B, C and D, including through submission of a materials palette and materials plan.	To ensure a consistency and coherence of design character and quality in the interests of public amenity and well-being in accordance with policy CS18 of the Core Strategy and the Northern Gateway AAP.
58	Street furniture	Prior to the installation of any street furniture within the site, details of their specification and location shall be submitted to and approved in writing by the local planning authority. The approved street furniture shall be installed and thereafter maintained and retained for the lifetime of the development unless otherwise agreed in writing by the local planning authority.	To ensure high-quality appearance, consistency and robustness in the interests of a high-quality public realm in accordance with policy CS18 of the Core Strategy and the Northern Gateway AAP.
59	Principles of	The landscape plans and public open space proposals submitted	To ensure a consistency and coherence of

	Topic	Condition	Reasons
	landscape strategy	with each reserved matters application shall accord with the principles of the Public Realm Strategy: Masterplan.	landscape character and quality in the interests of public amenity, well-being and biodiversity in accordance with policy CS12 and CS18 of the Core Strategy and with policy CP11 of the Oxford Local Plan 2001-2016.
60	Tree plan for A44	A plan showing location and species of trees to be planted on the A44 based on the principles in the A40 and A44 highway corridor street lighting technical note shall be submitted to and approved in writing by the local planning authority prior to such tree planting commencing. Tree planting on the A44 shall be carried out in accordance with the approved details.	To ensure high-quality appearance and landscaping in the interests of a high-quality public realm in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016 and policy CS18 of the Core Strategy.
61	Soil resource plan	A Soil Resource Plan in accordance with the DEFRA Construction Code of Practice for the Sustainable Use of Soils on Construction Sites shall be submitted to and approved in writing by the local planning authority prior to commencement of any development, including demolition and enabling works. The Soil Resource Plan shall show the areas and type of topsoil and subsoil to be stripped, haul routes, the methods to be used, and the location, type and management of each soil stockpile. No soils shall be removed from the site unless otherwise agreed in writing beforehand by the local planning authority.	In the interests of amenity and to ensure proper cultivation of gardens / horticultural amenity areas in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
62	Tree protection plan	The development shall be carried out in strict accordance with the approved tree protection measures contained within the planning application details shown in Technical Appendix 6.2 and 6.3 (including Tree Protection Plan (edp3219/d032a 11 July 2018 GY/RC) unless otherwise agreed in writing beforehand by the local planning authority.	To protect retained trees during construction in accordance with policies CP1, CP11 NE15 and NE16 of the Oxford Local Plan 2001-2016 and CS12 of the Oxford Core Strategy 2011-2026.
63	Investigate watercourse	Prior to the submission of any reserved matters, a detailed hydrological assessment of the unnamed watercourse to the north of the site to its outfall in the Oxford Canal, highlighting the current flood risk to the site, is to be submitted to and approved in writing by the local planning authority. The assessment must include the following;	To prevent an increase in flood risk in accordance with policy CS11 of the Oxford Core Strategy.

	Topic	Condition	Reasons
		• The full catchment area greenfield and brownfield flowing to the watercourse; • The capacity of the watercourse and its associated structures through the site and any key structures through identified embankments; • Understanding of how the watercourse outfalls into the Oxford Canal and how the water level of the canal affects the flow into it; • The flood extents in the 1 in 30, 1 in 100 year (including appropriate allowance for climate change) and 1 in 1000 year storm events; • Any proposed mitigation to manage any affected areas of development to ensure flood risk isn't increased elsewhere; and • A maintenance management plan to ensure the watercourse, where it is associated with the site boundary, will be adequately maintained post development. The approved mitigation and management measures shall be implemented in accordance with the approved timings and details before the development is completed.	
64	Surface water scheme	Each reserved matters application shall include a detailed surface water drainage scheme, in broad accordance with the Peter Brett Associates Flood Risk Assessment and Surface Water Management Strategy is to be submitted to and approved in writing by the local planning authority. The drainage scheme must also be in accordance with the "Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire" and must include any required mitigation to manage the surface water flood risk as highlighted in the detailed hydrological Assessment approved as part of condition 63. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.	To prevent an increase in flood risk in accordance with policy CS11 of the Oxford Core Strategy.
65	Surface water	No development of any phase or sub-phase shall commence until a	To prevent an increase in flood risk in accordance

	Topic	Condition	Reasons
	schemes for each phase	detailed surface water drainage scheme for that phase has been submitted to and approved in writing by the local planning authority. The scheme shall be in accordance with the detailed surface water drainage scheme approved in compliance with condition 64. Each scheme shall include: • A compliance report to demonstrate how the scheme complies with the agreed drainage strategy for the site and the local and national surface water drainage standards; • An assessment of where and how the quantum of underground attenuation detailed in the agreed drainage strategy can be reduced and above ground storage increased; • Full microdrainage calculations for all events up to and including the 1 in 100 year plus climate change; • A Flood Exceedance Conveyance Plan which will accord and tie in with the overall flood exceedance strategy for the site; • Detailed design drainage layout drawings of the SuDS proposals including cross section details; and • Detailed maintenance management plan in accordance with Section 32 of CIRIA C753 including maintenance schedules for each drainage element. • Details of how water quality will be maintained during construction. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed and thereafter maintained for the lifetime of the development.	with policy CS11 of the Oxford Core Strategy.
66	Wastewater upgrades	No occupation shall take place until confirmation from Thames Water has been provided that either:- 1. All wastewater network upgrades required to accommodate the additional flows from the development have been completed; or- 2. A housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed, no occupation shall take place other than in accordance with the agreed housing and	Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid sewage flooding and/or potential pollution incidents.

	Topic	Condition	Reasons
		infrastructure phasing plan.	
67	Surface water network	No occupation shall take place until confirmation from Thames Water has been provided that either:- all surface water network upgrades required to accommodate the additional flows from the development have been completed; or - a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.	Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents.
68	Water network upgrades	No occupation shall take place until confirmation from Thames Water has been provided that either:- all water network upgrades required to accommodate the additional flows from the development have been completed; or - a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.	The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development
69	CEMP	No development shall take place until a Construction Environmental Management Plan (CEMP) shall have first been submitted to and approved in writing by the local planning authority. The plan shall include but not be limited to the following matters: - signage for construction traffic, pedestrians and other users of the site; - controls on arrival and departure times for construction vehicles; - piling methods (if employed); - earthworks; - hoardings to the site, including to future adjacent development plots;	In the interests of the amenities of neighbouring occupiers and to ensure that the overall dust impacts during the construction phase of the proposed development will remain as “not significant”, in accordance with the results of the dust assessment that was conducted and included as part of the developments’ Environmental Statement (Chapter 12.5.3) and in accordance with policies CP1, CP19, CP21 and CP23 of the Oxford Local Plan 2001-2016.

	Topic	Condition	Reasons
		- noise limits; - hours of working; - vibration; - control of emissions; - waste management and disposal, and material re use; - prevention of mud / debris being deposited on public highway; - materials storage; - hazardous material storage and removal; - the complete list of dust mitigation measures that are appropriate to a medium risk site, according to the specific IAQM Guidance on the assessment of dust from demolition and construction (pages 24 -27) Reference shall also be made in the CEMP to the contents of the Environmental Statement Section 3.4.56 and Appendix 3.1 The approved Construction Environmental Management Plan shall be implemented accordingly throughout the demolition and construction phases of development. Construction on site shall only take place in accordance with the approved details of the CEMP.	
70	CEMP: Biodiversity	No development of any phase or sub-phase shall take place (including ground works and vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEMP: Biodiversity shall include the following: a) Risk assessment of potentially damaging construction activities; b) Identification of “biodiversity protection zones”, including specific reference to bats, brown hairstreak butterfly and badgers; c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on biodiversity during construction (may be provided as a set of method statements) and biosecurity protocols;	In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026 and to ensure the survival of protected and notable species protected by legislation that may otherwise be affected by the development.

	Topic	Condition	Reasons
		d) The location and timing of sensitive works to avoid harm to biodiversity features; e) Contingency/emergence measures for accidents and unexpected events, along with remedial measures; f) Responsible persons and lines of communication; g) The role and responsibilities on site of a qualified ecological clerk of works (ECoW) or similarly competent person, and times and activities during construction when they need to be present to oversee works; h) Measures for removal of invasive species within the site; and i) Use of protective fences, exclusion barriers and warning signs; The approved CEMP: Biodiversity shall be adhered to and implemented throughout the relevant construction period for that phase or sub-phase strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.	
71	Species surveys	The protected species surveys shall be considered valid for a period of no more than two years from the date of completion. In accordance with Chapter 7 of the Environmental Statement (Ecology), updated surveys shall be undertaken and a European Protected Species Mitigation Licence obtained from Natural England in order for works to proceed to remove tree T22 given its known status as a bat roost. A copy of the licence shall be provided to the local planning authority prior to the removal of tree T22.	To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017, Wildlife and Countryside Act 1981 (as amended) and Policy CS12 of the Oxford Core Strategy 2026.
72	LEMP	A landscape and ecological management plan (LEMP) shall be submitted to and approved in writing by, the local planning authority prior to the occupation of the development. The content of the LEMP shall include the following: a) Description and evaluation of features to be managed within the scheme and off-site compensatory habitat; b) Ecological trends and constraints on site that might influence	In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026 and to ensure the survival of protected and notable species protected by legislation that may otherwise be affected by the development.

	Topic	Condition	Reasons
		management; c) Aims and objectives of management; d) Appropriate management options for achieving aims and objectives; e) Prescriptions for management actions; f) Preparation of a work schedule (including an annual work plan capable of being rolled forward over a five-year period); g) Details of the body or organization responsible for implementation of the plan; and h) Ongoing monitoring and remedial measures. The LEMP shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery. The plan shall also set out (where the results from monitoring show that conservation aims and objectives of the LEMP are not being met) how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme. The approved plan will be implemented in accordance with the approved details.	
73	Biodiversity enhancements	Prior to the commencement of each phase or sub-phase of development, a detailed scheme of ecological enhancements for that phase or sub-phase shall be submitted to and approved in writing by the local planning authority to ensure an overall net gain in biodiversity will be achieved. The scheme will include details of artificial roost features, including bird and bat boxes, dedicated swift boxes, hedgehog domes, dead wood habitat for saproxylic invertebrates and other refugia of benefit to wildlife. Full details of planting of known benefit to wildlife shall be provided, including berry-bearing trees and shrubs and night-flowering species. Specific provision shall be made to ensure habitat is available for	To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017, Wildlife and Countryside Act 1981 (as amended) and Policy CS12 of the Oxford Core Strategy 2026.

	Topic	Condition	Reasons
		breeding brown hairstreak butterfly (blackthorn). The approved scheme shall be implemented in full prior to first occupation of that phase or sub-phase.	
74	Off-site mitigation	Prior to occupation, an Ecological Management Plan of off-site enhancements shall be provided to, and approved in writing by, the local planning authority. The EMP will provide full details of all off-site enhancements to off-set biodiversity losses within the site itself. The scheme shall outline all new habitat creation, habitat enhancements, long term management (including funding mechanisms) and remedial measures. The approved EMP shall be implemented in full and in accordance with the timings and management detailed in the plan.	To comply with the requirements of the National Planning Policy Framework and Policy CS12 of the Oxford Core Strategy 2026.
75	Archaeology	No development shall take place until a written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and • The programme and methodology of site investigation and recording (comprising trial trenching followed by targeted excavation if required) and the nomination of a competent person(s) or organisation to undertake the agreed works. • The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.	Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including prehistoric, Roman and medieval remains in compliance with Oxford Local Plan Policy HE2.
76	Events strategy	Prior to first occupation of the development hereby permitted including that part for which full planning application is hereby granted, an events and activities strategy for the development detailing the types, frequency and promotion of events and activities shall be submitted to and approved in writing by the local planning authority. Events and activities shall be held in	To ensure the new development is vibrant and provides cultural opportunities for the public in accordance with the objectives of the Northern Gateway AAP.

	Topic	Condition	Reasons
		accordance with the strategy for the lifetime of the development. The events and activities strategy may be altered from time to time subject to the written approval of the local planning authority.	
77	Ridge and furrow	No earthmoving shall take place in the public open space area within phase 4 (Eastside Park) until the applicant, or their agents or successors in title, has submitted a landscaping method statement and this has been approved in writing by the planning authority. The method statement shall set out the scope of retention of the medieval ridge and furrow in this area and provide justification for any loss or removal of these earthworks. All works shall be carried out and completed in accordance with the approved method statement, unless otherwise agreed in writing by the local planning authority.	To secure the protection of locally important ridge and furrow earthworks in accordance with policy HE2 of the Oxford Local Plan 2001-2016.
78	Remediation	Prior to the commencement of each phase or sub-phase of development a Phase 3 risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Model Procedures for the Management of Land Contamination (CLR11) (or equivalent British Standards and Model Procedures if replaced) and shall be submitted to and approved in writing by the local planning authority. The Phase 3 risk assessment shall include a remediation strategy, validation plan, and/or monitoring plan to ensure the site will be suitable for its proposed use.	To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.
79	Validation	The relevant part of the development shall not be occupied until any approved land quality remedial works for that phase or sub-phase of development have been carried out and a full validation report has been submitted to and approved by the local planning authority.	To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.
80	Unexpected contamination	Any contamination that is found during the course of construction of the approved development that was not previously identified shall be reported immediately to the local planning authority.	To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in

	Topic	Condition	Reasons
		Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to and approved in writing by the local planning authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to and approved in writing by the local planning authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued.	accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.
81	Air quality	No residential development shall take place in areas identified in Figure 12.3 (Air Quality NO2 contours) of the submitted Environmental Statement as being in exceedance of the nitrogen dioxide annual mean limit values, unless an updated Air Quality Assessment that can demonstrate that acceptable levels of air quality have been achieved in those areas is submitted to and approved in writing by the local planning authority.	To protect the occupiers of future residential developments from exposure to air pollutants in exceedance of the National Air Quality Objectives, in line with current local plan policy CP23.
82	Noise protection	Construction work for each phase or sub-phase of development shall not begin until a scheme for protecting the proposed noise sensitive (residential and commercial building occupation and use of external amenity areas) uses from noise from existing and predicted future noise sources on the development site has been submitted to and approved by the local planning authority. All works which form part of the scheme relevant to any part of the noise sensitive development shall be completed before that part is occupied. Protective measures shall be based on good acoustic design and traceable to noise assessment findings and recommendations in the Environmental Statement for Oxford North dated July 2018. All noise mitigation measures shall be subject to a verification process approved by the local planning authority on completion to ensure that the measures have been successful.	To safeguard the amenities of the occupiers of new and existing nearby properties in accordance with policies CP9, CP19 and CP21 of the Oxford Local Plan 2001-2016.
83	Mechanical plant	Prior to the installation of any mechanical plant, details of the proposed mechanical plant to serve the development including anticipated sound attenuation measures traceable to noise assessment findings and recommendations in the Environmental	In the interests of amenity, in accordance with policy CP19 of the adopted Oxford Local Plan 2001 to 2016.

	Topic	Condition	Reasons
		Statement for Oxford North dated July 2018 and the maintenance procedures shall be submitted to and approved in writing by the local planning authority. The mechanical plant shall be installed and thereafter maintained in accordance with the approved details.	
84	Extraction	Prior to the installation of any commercial cooking extraction equipment, a scheme for treating cooking fumes and odours before their emission to the atmosphere so as to render them innocuous shall be submitted to and approved in writing by the local planning authority. Any such works that form part of the approved scheme shall be completed before the development is brought into use and shall include the use of grease filters and other specialist filtering and deodorising equipment that will be serviced according to the manufacturer's recommendations.	In the interests of amenity, in accordance with policy CP19 of the adopted Oxford Local Plan 2001 to 2016.

This page is intentionally left blank

Appendix 4

Oxford North Hybrid planning application (reference 18/02065/OUTFUL) – Section 106 Head of Terms

Note: Further consideration will be given to whether any of the proposed obligations could acceptably be dealt with in conditions.

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
1 PARTIES		
2 AFFORDABLE HOUSING		
On-site provision	35% of Dwellings[2] to be Affordable Housing (**AH**), subject to this % increasing as a consequence of a viability review process. Each of phases 1 to 4[3] to have at least 35% AH.[4]	Not to Commence development in a Phase that includes housing until an Affordable Housing Scheme (AHS) for that Phase has been approved by the Council. Phasing and delivery terms to be agreed to include a restriction on Occupation until construction of the AH has begun, and a restriction on Occupation of Market Dwellings in a Phase until the Affordable Housing Units for that Phase have been Provided. The AH for each Phase is to be comprised of: • 80% Social Rented • 20% Intermediate Tenure unless otherwise agreed with the Council as part of an AHS. To use Reasonable Endeavours to seek grants and other monies towards the delivery of AH in each Phase.

[1] All contributions to be cost indexed from the date of the consultee request or the relevant date of the cost appraisal, tailored to the appropriate rate.
[2] Minimum of 168 Dwellings out of the total 480 residential units.
[3] There will need to be a condition/obligation requiring a phasing plan (that can be amended with agreement) setting the parameters for phases.
[4] To ensure balanced and mixed community in all phases and majority of AH not pushed to latter phases.

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
Affordable Housing Adjustment	Additional affordable housing if grant benefit or CIL reduction.	Any benefit from public loan or reduction in CIL will be accounted for in a viability review. The agreement will provide for a tabulated way of identifying the additional affordable housing required if grant is secured or the level of CIL is reduced. The level of affordable housing will increase if: • the rate of CIL applicable to any Phase is reduced below the indexed level assumed; and/or • any public grant or public loan funding is made available for the development or any of the supporting infrastructure such that the total public funding received exceeds the amount that was included in the Viability Appraisal supporting the application.
Viability Review	Upwards only review to allow provision of up to 50% of Dwellings or financial equivalent.	Early-, mid- and late-stage reviews based on the Greater London Authority (GLA) viability review model.
3 PUBLIC REALM		
Public Open Space	Provision of open space	Agree programme and specification for delivery before Commencement. Other details including phasing to be agreed. Management regime to be agreed
Children's Play	Provision of open space.	Agree programme and specification for delivery before Commencement.

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
Space		Other details including phasing to be agreed. Management regime to be agreed.
Public Art	In-kind contribution of public art.	Overall strategy to be approved prior to first Occupation. Strategy to provide for delivery and maintenance.
Estate Management Plan	Management regime for site as a whole.	A management and maintenance plan including costs shall be prepared to provide details of the proposed site-wide approach to matters such as access, safety, events, cleaning, maintenance, parking and servicing controls, including but not limited to SUDs, general landscaping, rubbish collection, Public Open Space and Children's Play Spaces. Submitted and approved prior to first Occupation.
4 TRANSPORT AND HIGHWAYS		
Strategic Corridor Works	Entry into Highways Agreement prior to commencing relevant part of the Strategic Corridor Works. A44 Interim Scheme Corridor Works completed prior to first Occupation of Phase 1A. Delivery of A44 Works prior to first Occupation of Phase 2A or alternative agreed trigger. Delivery of the A40 Works by OCC[5] before first Occupation of Phase 1A.	

[5] The LGF/LEP funding is to fund these works but if this fund falls away or is insufficient, the Developer is fund the A40 Works.

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
On-site Infrastructure	Masterplan and phasing strategy for approval Prior to commencement. Link road between A40/A44 to be delivered Prior to Occupation.	To submit a masterplan and phasing strategy for approval. It shall include the provision of on-site footpaths and cycle links and ensure all areas of the site are to be publicly accessible at all times. The link road (only) between A40 and A44 is be delivered to an adoptable standard. Ensure public access for all on-site footpaths, cycle links and roads. Provisions for the long term maintenance of all infrastructure within a Phase is to be agreed with the Council, including the necessary fund/security necessary to secure the long term management of the on-site infrastructure, which will remain in the Developer's ownership or an Estate Management Company.
Peartree Interchange Improvements	CIL	OCC to deliver the Peartree Interchange Improvements comprised of [insert description] as shown on [insert Plan reference] (the **Peartree Specification**) part-funded (12 per cent of the overall cost of the scheme) by the CIL paid by the Developer
Peartree Interim Scheme	Provision	Prior to first Occupation in any phase excluding Phase 1A unless OCC has committed to delivery of the Peartree Interchange Improvements
Car Parking Management Plan (CPMP) for Site and each component	Submit and obtain approval for a site-wide CPMP. Each Phase is to have its own CPMP, in addition to but consistent with a CPMP for the whole outline scheme.	Prior to first Occupation Prior to Occupation of relevant Phase

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
Travel Plans for each component of the scheme	Agreement and operation of travel plans.	Each component in a Phase is to have its own travel plan or be addressed as an extension to an existing travel plan. It shall contain targets for the total number of journeys to and from the Development by specified modes of travel. Each approved travel plan is to be implemented and complied with during the lifetime of the development. Detail to be agreed.
Travel Plan Monitoring Contribution	£6,000	Pay the Travel Plan Monitoring Contribution. It is to be used to by the County Council to monitor compliance with travel plan, in particular, whether the proposed modal shift targets are being achieved or not.
TRO	£5,000[6]	Pay the County's costs associated with any variations to the Traffic Regulation Order (i.e. off-site changes for a crossing to the primary school).
5 OTHER FINANCIAL OBLIGATIONS		
The Bus Enhancement Contribution	£2.88 million, payable in 8 instalments	If the full amount of the Bus Enhancement Contribution is not spent or required on account of the services becoming self-sustaining, any balance is to be applied towards the delivery of the Unfunded Supporting Infrastructure and/or saving reflected in the next viability appraisal, as

[6] This is the estimated cost only and the County's full costs associated with the TRO needs to be paid.

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
		directed by the Council.
Carbon offset Contribution	Conditional payment[7]	Contribution if fail to meet BREAAM or other appropriate standards.
Off-site Habitats Contribution	TBC	Developer to submit a scheme for the delivery of 3 hectares of off-site biodiversity enhancements in an area of Cutteslowe Park[8] including implementation proposal and maintenance in perpetuity. Developer to carry out an assessment and submit it to the Council to confirm the 3 hectares of enhancement has been delivered. If the requirement level of enhancements has not been met, the Developer is to buy into an ecology bank scheme to reach the appropriate level.
6 RESTRICTED USE		
Employment	15,850 m2 for Phase 1A Up to 87,300 m2 for entire development	Need to agree tenant profile– priorities -- science-based and knowledge economy activities directly linked to the key clusters and sectors in Oxford (i.e. technology, research, bio-technology and spin offs from the universities and hospitals) A requirement to prepare a marketing plan for Council approval.

[7] Mechanism for calculating sum to be agreed
[8] To ensure net gain in habitats as per NPPF

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
7 EMPLOYMENT INITIATIVES		
Community Employment Plans (CEP)	To provide local residents with access to employment.	Developer to submit a draft plan for approval in accordance with the requirements of emerging Policy E4. Developer to implement and comply with the approved plan during construction and operation phases. Developer to monitor and submit an annual report to the Council concerning adherence.
8 NON-FINANCIAL OBLIGATIONS / OTHER		
Notices	N/A	To give the Council advance written notice of events.
Housing Mix	N/A	The overall housing mix is to comply with paragraph 5.18 of the AAP and the Balance of Dwellings Supplementary Planning Document (SPD) unless otherwise agreed or superseded by new policy or guidance
Accessibility	N/A	Development to be Building Reg Part M compliant or its equivalent (as amended from time to time) and comply with policy CP13. In particular: • 5% of Dwellings to be in compliance with Building Regulation requirement M4(3) 'wheelchair user dwellings' • remaining 95% of Dwellings to be wheelchair accessible and adaptable units in compliance with Building Regulation requirement M4(2) ‘accessible and adaptable dwellings’

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
Energy Loop[9]	Provision of energy loop.	The energy loop shall be designed to a capacity to allow for future phases of the Development to link into the energy sharing loop. Unless agreed otherwise, each subsequent Phase is to follow the same energy strategy and link/connect into the energy sharing loop. Developer to use reasonable endeavours to ensure for future Phases that renewal technologies (such as heat pumps and PV panels) are wired into the local power network to reduce the consumption of grid electricity by the energy loop plant future, subject to viability. Requirement to continue to meet evolving best practice in relation to sustainability credentials and energy efficient techniques. Developer to offer future Phases the right to connect into the energy loop on reasonable commercial terms. Management Vehicle to manage and maintain the energy sharing loop scheme.
Health and Sustainability[10]	Secure a healthy development.	Reasonable endeavours shall be used to: • continue to meet evolving best practice in relation to sustainability credentials and energy efficient building techniques • use energy-positive technology to ensure climate resilience • ensure that the principles of good design for health and wellbeing including inclusive design are embedded into the design of the Development and to explore new and innovative strategies for

[9] Required by Policy NG9 of the AAP

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
		working in partnership across sectors to deliver the best possible wellbeing outcomes for current and future tenants and residents • achieve integrated and accessible sustainable transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport for new residents to travel within the Development and to key local destinations.
SUDS	Provision and maintenance of SUDs	Before commencing in a Phase, to submit and have approved by the Council the precise details of the SUDS for each Phase. To deliver the SUDS in accordance with the approved details To submit for approval a scheme for the on-going maintenance of the SUDS and not to Occupy any floorspace in a Phase until the relevant scheme has been approved The SUDS shall be maintained by the Management Vehicle in accordance with the approved estate management plan (that is informed by the approved SUDS scheme)
Facilitating comprehensive development	Protection of ability for comprehensive development.	Development to be designed not to prejudice access to neighbouring land[11] or the direct cycle link to Parkway.[12] Developer to will use reasonable endeavours to assist neighbouring landowners to: • deliver a direct cycle link to Parkway;

[11] Includes the remaining land in the Northern Gateway Site Allocation, including the Merton Land and the OCC land and any adjoining land
[12] As defined on page 165 of DAS

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
		• facilitate the refurbishment or redevelopment of existing built areas of the Northern Gateway site (at the Wolvercote Roundabout and Peartree Interchange) to further enhance the strategic approach to the City. Developer to make access and service connections available to the neighbouring land upon a fair and equitable contribution having been paid by them i.e. a proportionate share of the strategic infrastructure costs[13] or the cost of any upgrades that are directly related to the neighbouring land and would otherwise not need to be incurred (e.g. capacity upgrades beyond what the Developer would need for itself). No land premium shall be charged.
Delivering development	Delivery Test related obligations	Obligations to ensure that development is delivered on programme and in full.
Mortgagee's consent		Council's standard wording. Liability is not limited to when mortgagee in possession only.
Interest		3% above Bank of England cash rate.

[13] This excludes the Core Infrastructure Costs which are dealt with separately

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
9 DISTRICT COUNCIL OBLIGATIONS		
Spending of Contributions		Any unspent or unexpended contributions 5 years after the date of payment are to be reallocated to and used to deliver the Unfunded Supporting Infrastructure[14] or towards further AH depending on the Council's priority at the time. Any unspent or unexpended contribution at the later of 5 years from payment or 5 years after the date of completion of the development shall be returned to the developer.
CIL agreement with OCC		The Council shall enter into an agreement with OCC agreeing to onward pay CIL equivalent [£1,716,685] to the amount of the Peartree Interchange Contribution, CPZs, A44 commuted sums and A40 commuted sums to OCC [final figure to be confirmed].
Infrastructure in lieu of CIL		The Council to use reasonable endeavours to make infrastructure payments under regulation 73A of the CIL Regs available in its area and will accept (subject to the requirements of regulation 73A being complied with) the direct delivery of: • those elements of the A44 Corridor Works that bring public benefits (as per the schedule produced by PBA) by the Developer in satisfaction of CIL owed in connection with the latter phases of the Development up to maximum value of £5,535,000 (irrespective of the final costs of the works). • the routes to school as shown coloured [insert] on plan [insert

[14] Unfunded Supporting Infrastructure means any the infrastructure items that the Developer is not making a full contribution to (due to viability reasons and the Council's preference to secure a higher level of on-site affordable housing) but which are set out in policy as being required as part of the delivery of the Northern Gateway Site.

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
		reference] by the Developer in satisfaction of CIL up to maximum value of £123,500 (irrespective of the final costs of the works).
External Funding	N/A	Use reasonable endeavours to assist the Developer with any proposals for external funding.
Seeking Contributions	N/A	A reasonable endeavours obligation to seek contributions from future developments that benefit from[15] the Core Infrastructure that is forward funded by the development i.e. neighbouring land. Any contribution collected by the Council towards the Core infrastructure Costs[16] is to be returned to the Developer (net of all reasonable collection costs) and removed from the Developer's Cost for the purposes of the Late Stage Review unless the Late Stage Review has already occurred, in which case the contribution(s) is to be used to deliver the Unfunded Supporting Infrastructure
Neighbouring land obligations	N/A	To ensure that any Section 106 Agreement for the neighbouring land:

[15] Where they would satisfy the tests in CIL Regulation 122

[16] **Core Infrastructure Costs** means costs expenses fees charges and any other form of expenditure directly attributed to provision of the Corridor Works and Peartree Interchange Improvements Contribution including the:

(a) Design, planning and construction costs for the infrastructure;

(b) Land acquisition costs; and

(c) Value of land being set aside or taken up to deliver the Core Infrastructure at open market value

ELEMENT	REQUIREMENT OR AMOUNT[1]	DETAILS
		• is generally consistent with the Developer's s106 agreement; and • includes an obligation on the landowners to seek to enter into an equalisation agreement[17] with the Developer and pay a fair and equitable contribution towards the Core Infrastructure Costs
10 COUNCIL FEES		
Monitoring costs	5% of the total contributions	Contribution to be used towards monitoring compliance with the legal agreement
Legal fees	£TBC	Pay the Council's reasonable costs in connection with the preparation and completion of the Section 106 Agreement (including work on the HOT and those elements of the Council Committee report relating to the planning obligations and the conditions. It includes internal and external legal fees

[17] **Equalisation** means financial payments between the Developer and the owner(s) of any land forming part of the AAP area to ensure that they both make a fair and equitable contribution towards the Core Infrastructure Costs and Common Site Infrastructure (including the costs of any services etc.)

This page is intentionally left blank

Appendix 5

18/02065/OUTFUL – Oxford North

Financial Viability Assessment for Oxford City Council
Jones Lang Lasalle (JLL)
9 August 2019

The supporting Development Appraisals are also appended:

- Scenario 1: Savills corrected appraisal 25% Affordable Housing
- Scenario 2: C&B costs 25% Affordable Housing
- Scenario 3: C&B costs and JLL energy loop upside 25% Affordable Housing
- Scenario 4: C&B costs and HIF repaid 25% Affordable Housing
- Scenario 5: C&B costs, 70% social rent 30% intermediate 25% Affordable Housing
- Scenario 6: C&B costs, Homes England Benchmark Land Value 25% Affordable Housing
- Scenario 7: C&B costs, Homes England Benchmark Land Value 70% social rent 30% intermediate 35% Affordable Housing
- Scenario 7 sensitivity 1: C&B costs, Homes England Benchmark Land Value 80% social rent 20% intermediate 35% Affordable Housing
- Scenario 7 sensitivity 2: C&B costs, 80% social rent 20% intermediate 35% Affordable Housing
- Scenario 8: C&B costs, 50% Affordable Housing

Oxford North

Financial Viability Assessment (FVA) for Oxford City Council

9 August 2019

Contents

1 Introduction	3
2 The Applicant's Updated Viability Position	5
3 JLL Assessment of Applicant's Development Viability Assessment (June 2019)	7
4 JLL Assessment of Viability	9
5 Summary and Conclusions	12

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

1 Introduction

Overview

JLL were instructed by Oxford City Council (OCC) in **February 2017** to undertake a review of the viability analysis undertaken by the Applicant, Thomas White Oxford Limited (TWO) and their advisors, Savills, in respect of the Oxford North site (which forms the majority of the wider allocation in the Northern Gateway Area Action Plan (AAP)).

The initial development viability appraisal analysis prepared by the Applicant was submitted in **November 2016** in 'Executive Summary' format. Since that point there have been significant discussions with the Applicant's advisors regarding the viability of the scheme and associated issues which impact on viability. This has led to Savills providing several iterations of their initial development appraisal analysis, leading up to their most recent viability submission which is dated **June 2019**, provided to us on **19 June 2019**.

Savills' latest viability submission seeks to crystallise the changes to the scheme as it has evolved since **November 2016** (i.e. both prior to the submission of the planning application in **July 2018** and during the negotiation period of the planning application that followed).

It also seeks to update the development viability position to reflect the discussions between Savills and JLL regarding the inputs to the viability appraisal. This includes assumptions which are agreed between the parties but also Savills' preferred assumptions where the appraisal inputs are not yet agreed.

We have utilised Savills' development appraisal model, which they have undertaken utilising a software package known as 'Argus Developer', to sensitivity test the impact of the assumptions where they are not agreed, as discussed later in this report.

It should be noted that our viability appraisal analysis for the scheme assumes that the later phases are delivered in line with the indicative masterplan provided by the Applicant and in line with the specification that they have proposed for Phase 1A. This will need to be monitored over the life of the development as each reserved matters phase comes forward, as if the scheme changes this will have an impact on development viability.

Viability Analysis and Discussions to Date

The original viability assessment prepared by Savills submitted in **November 2016** reported a significant negative Residual Land Value (RLV) of **-£92.13 million**. This appraisal assumed 50% affordable housing with an 80:20 tenure split between Social Rented and Shared Ownership.

Savills' report concluded that the development **would not** be able to support any affordable housing or planning contributions.

We set out below the dialogue that took place following the initial Savills viability position:

- **March 2017** – it was identified at a meeting between all parties that the costs of the scheme (both in terms of standard construction costs and the abnormal/infrastructure costs, some of which may form S.106/Community Infrastructure Levy (CIL)), were a key impact on development viability.

  Phil Jones Associates (PJA) highways consultants were therefore appointed on behalf of the Council to assess the Applicant's proposed highways solution, and quantity surveyors Currie & Brown (C&B) were appointed on behalf of the Council to review the build and infrastructure costs prepared on behalf of the Applicant by

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Gardiner & Theobald (G&T). The outcome of this was a that a 'matrix' of costs was produced, which demonstrated that whilst the highways solution was broadly appropriate, there was a significant divergence between G&T and C&B as to the anticipated cost of both the construction and infrastructure items. Whilst some cost differences between a set of consultants should always be expected, the gap in this instance was large and required further negotiation between the surveyors.

- **September 2017** - Savills updated viability analysis. However, this analysis did not take into account some of the progress that had been made on the infrastructure matrix. Savills' updated viability analysis continued to show that neither a policy compliant level of affordable housing or a 0% affordable housing was viable. Indeed, the scheme was more unviable than Savills' previous appraisals in **November 2016**.
- **November 2017** - JLL provided an initial assessment of the viability of the scheme in 'Working Draft' format. This viability appraisal indicated that even if costs could be reduced, affordable housing provision of 50% at an 80:20 tenure split would not be viable. However, a scheme with 0% affordable housing could be viable and would also generate a project surplus of developer's return for risk (based upon the assumptions adopted). A sensitivity test was then undertaken of 10% affordable housing provision, which demonstrated that this level of affordable housing could be viable.
- **November 2017 to May 2018** – In **November 2017**, there remained disagreement between Savills and JLL on a range of the appraisal inputs, both in terms of cost and value. There continued to be a significant difference between the parties in respect of costs assessed by G&T and C&B and hence this was subject to detailed interrogation between the respective parties' quantity surveyors. A revised Cost Plan was provided by G&T which was reviewed by C&B, with C&B's respective Cost Plan being provided in **May 2018**. Both of these Cost Plans took into account a range of 'value engineering' which the Applicant had undertaken to the scheme to seek to reduce costs, where possible. In particular, this included a reduced specification of the residential element of the scheme to bring down costs as far as practical whilst also seeking to balance this with maintaining design quality.
- **June 2018** - Savills produced an Interim Viability Update in **June 2018**, along with a **July 2018** interim update to support the hybrid planning application (Part of phase 1a being submitted in full, all other phases in outline) which was submitted in **July 2018**. JLL reviewed Savills' June 2018 viability update and concluded that whilst there were still some areas of disagreement between the parties, a 25% affordable housing provision could be achieved. An important area of agreement was Benchmark Land Value. JLL's proposed BLV of £12,400,000 was accepted and agreed by Savills.
- **October 2018** - The Interim Viability Update was not reviewed by JLL, as further appraisals were undertaken by Savills in **October 2018** to inform the Housing Infrastructure Funding (HIF) submission. This was led by Savills and was provided to JLL on the evening of the **11 October 2018** prior to its submission on **12 October 2018.**
- **April 2019 Onwards** - Updated draft appraisals provided by Savills on **16 April 2019**. These were reviewed by JLL. JLL and Savills held meetings to further discuss and attempt to agree inputs to the viability. These were constructive meetings where the position of the respective parties moved closer together and technical issues and queries were resolved, however points of difference remain. The **April 2019** appraisals evolved into Savills' latest submission circulated in **June 2019.**

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

RICS Professional Standards & Guidance

Following the publication of the RICS Professional Statement: 'Financial Viability in Planning: Conduct and Reporting First Edition (**May 2019**)', which is effective from the 1st September 2019, this section responds to the conduct and reporting requirement set out by the RICS Professional Statement.

Confirmation of Instructions & Terms of Engagement

As set out above, OCC have instructed us to review the viability information submitted by the Applicant and their advisors, Savills, dated **June 2019** and provided to us on the **19 June 2019**, and undertake an FVA of the Applicant's submission in line with the RICS Practice Statement.

We have been involved in the project since originally being instructed in **February 2017**, as set out above.

We confirm that we do not anticipate that a conflict of interest would arise in acting on behalf of OCC in respect of this site, as required by Paragraph 2.2 of the RICS Practice Statement.

We have sub-instructed Currie & Brown (C&B) to review the costs that have been presented by the Applicant. In addition, Phil Jones Associates (PJA) have provided advice on the highways/transportation issue seeking to identify areas where the scope of infrastructure could be refined to assist development viability.

Statement on Objectivity, Impartiality and Reasonableness

In line with Section 2.1 of the RICS Practice Statement, we have adopted a collaborative approach with the Applicant and their advisors in reviewing the viability of the Applicant's proposals. We have acted with objectivity, impartiality and without interference, and with reference to all appropriate available sources of information in preparing this FVA.

FVA Origination, Reviews & Negotiations

As discussed in Paragraph 2.8 of the RICS Practice Statement, this report comprises our final review of the Applicant's viability submissions, following our original review which we reported in **November 2017**.

As set out above, discussions and negotiations subsequently took place and this final report aims to crystallise the progress made on agreeing inputs to the FVA. It also sensitivity tests areas of difference between Savills and JLL, so that the impact on development viability is understood.

Timescales for Carrying Out Assessments

As required by Paragraph 2.14 of the RICS Practice Statement, we confirm we have allowed adequate time to produce and review the Applicant's viability information having regard to the scale of the project.

Statement on Duty of Care and Due Diligence

As required in Section 4 of the RICS Practice Statement, we confirm that we have carried out an FVA on behalf of the LPA, in mind of the requirements of Section 4 of the RICS Practice Statement.

Remaining Structure of the Report

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

The remainder of the report focuses on Savills' latest viability submission (June 2019), and is therefore structured as follows:

- **Section 2** sets out the Applicant's most recent viability position;
- **Section 3** sets out JLL's assessment of the Applicant's viability appraisals (providing an overview of the areas which are agreed, and any outstanding areas of difference);
- **Section 4** provides JLL's updated assessment of viability and our viability analysis; and
- **Section 5** sets out our summary and conclusions.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

2 The Applicant's Updated Viability Position

Overview of Savills' Current FVA Position

Savills have undertaken three development appraisal scenarios in their June 2019 FVA, the findings of which are as follows:

Table 2.1: Savills June 2019 FVA Findings

Scenario	Fixed Benchmark Lane Value (BLV)	Developer's Return for Risk (Profit)
25% affordable housing provision (with an 80:20 tenure split between social rented and shared ownership), i.e. 120 affordable units of which 96 would be social rented	£12.4 million	Circa 11% on cost
30% affordable housing provision (with a 60:40 tenure split between social rented and shared ownership) , i.e. 144 **affordable** units of which 86 would be social rented	£12.4 million	Circa 11% on cost
25% affordable housing provision with an 80:20 tenure split between social rented and shared ownership, however, for this scenario Savills' sensitivity tested their interpretation of JLL's alternative position/assumptions in their model.	£12.4 million	Circa 18% on cost

Source: Savills' June 2019 Viability Submission; JLL Analysis (July 2019)

Table 2.1 above shows that 25% affordable housing has been tested by the Applicant. This level of affordable housing has been viability tested on the basis that Savills' appraisal assumes that **£10 million** of grant funding is secured through the Housing Infrastructure Fund (HIF). We understand that 25% affordable housing is the minimum level of affordable provision that was included in the bid to Homes England (HE) for HIF funding.

The Applicant's viability analysis demonstrates that the level of return for risk (profit) is lower than usually anticipated in the market with only 10.67% developer's return (profit) on cost being generated. The £10 million of HIF is included in Savills' appraisal.

Savills' second scenario demonstrates that, based on Savills' figures, if a non-policy compliant affordable housing tenure mix of 60% Social Rented and 40% Shared Ownership is adopted the viability of the scheme is improved and approximately 30% affordable housing could be provided with the same developer's return being generated. This is because Housing Associations are able to pay developers a greater amount for shared ownership units than they are for social rented ones.

In both Scenarios 1 and 2, Savills contend that the level of developer's return is 11% on cost, and hence they argue that the Applicant would be 'sacrificing' the level of profit between 11% and the higher level of return which would be anticipated by developers in the market, in order to provide 25% affordable housing on the site.

Finally, Savills' third scenario seeks to sensitivity test the impact of JLL's development viability appraisal assumptions on development viability. Savills viability testing anticipates that if JLL's assumptions are adopted in the viability appraisal model (including the lower costs provided by C&B), approximately 18% on cost is generated. Savills anticipate that the 18% on cost figure is more likely to generate an acceptable level of benchmark return.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

It is then necessary to interrogate Savills' development appraisal assumptions set out in their updated FVA, and consider the impact on viability where assumptions are not yet agreed. This will assist our understanding as to the likely viability of the scheme (and hence the ability of the scheme to provide affordable housing and other planning contributions). This is considered in the section that follows.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

3 JLL Assessment of Applicant's Development Viability Assessment (June 2019)

This section provides an overview of the following:

- Areas now agreed by JLL in Savills' development viability appraisal.
- The outstanding areas of difference.

Areas now Agreed

Table 3.1 provides an overview of the appraisal assumptions which are now agreed between Savills and JLL for the purpose of assessing the viability of the scheme:

Table 3.1: Summary of Areas Agreed

Appraisal Input	Savills' Assumption	JLL Commentary
Private residential sales values	Priced per unit type based upon the planning application Illustrative Masterplan. Resulting sales values per sq ft are between £574 and £654 per sq ft.	Agreed. The sales values are at the higher end of the range we would anticipate and reflect site location and the quality of the proposed scheme.
Ground rents	£10 per unit per annum, capitalised at 4%.	Agreed. The income valuers and developer's in the market has reduced in light of the government's emerging proposals to cap the level of ground rent.
Affordable values	A blended rate of £210 per sq ft based upon a tenure split of 80% Social Rented and 20% Shared Ownership, as per OCC Policy.	The rate is agreed. The rate will improve when the tenure split is shifted towards shared ownership. At a 70:30 split between tenure steh average £/per sq ft for affordable increases to £286
Retail values	£15 per sq ft; 6% yield; 12 month's rent free.	Agreed.
Community values	£15 per sq ft; 6% yield; 12 month's rent free.	Agreed.
Office/workspace values	£33 per sq ft; 6% yield; 28 month's rent free.	Agreed
Manual capital values	A detailed allowance for rent received during the letting periods	Agreed. Whilst it could be argued that this allowance would not apply due to the rent free period, the rent free period would also need to reduce if an alternative approach were adopted. We

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

		have therefore adopted this assumption as we anticipate that the reduction in rent free and the removal of the manual capital values for rent received would have a slightly negative impact on development viability, depending upon the assumptions adopted.
LEP funding for A40 works	£0	Agreed - Removed from the appraisal (as the costs of the works have been removed from the G&T Cost Plan as the scheme will be funded through the Local Enterprise Partnership (LEP) and delivered by County).
HIF funding	£10 million	Agreed as an input, although it is not yet established the timing and quantum of the grant that will be recovered to the City Council. It is noted that the grant is to be given by Homes England to the City Council on a recoverable grant basis.
Areas	As per Illustrative Master Plan and Accompanying Schedules.	The area schedule is amended in respect of Block 1F, gaining one affordable unit and losing one market unit. We understand that this was undertaken to generate the correct number of affordable units to make up 25% provision.
Car parking revenues	£15,000 per space.	Agreed.
Purchaser's costs	6.80%	Agreed
Benchmark land value	£12.4 million	Agreed – The JLL proposed benchmark is agreed on an EUV plus premium approach (based upon evidence provided to Communities and Local Government (CLG) by Turner Morum). It is JLL's advice that this is the minimum amount that a willing seller would require in order to incentivise them to dispose of the land.
CIL	£6.755 million	The approach is agreed but we have reduced this figure to £5,283,913 as advised by OCC.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Residential marketing costs	1% of GDV on residential	Agreed.
Commercial marketing costs	£1 per sq ft	Agreed
Letting agent's fees	10% of the first year's rent.	Agreed
Letting legal fees	5% of the first year's rent.	Agreed
Residential sales agent fees	1% of GDV	Agreed
Residential sales legal fees	0.25% of GDV (the hotel is in line with the commercial).	Agreed.
Commercial sales legal fees	0.5%	Agreed – as these fees apply to the Net Development Value (NDV) not the GDV, in line with market practice.
Section 106 items	Bus Subsidy £2.88 million Travel Monitoring £6,000 Traffic Regulation Order £5,000 Part of the cost of A44 works (included in cost plan)	Agreed – as advised by OCC.
Finance	6.75%	Agreed due to risk and complexity of the scheme.

Source: JLL Analysis (July 2019)

The output of the development appraisals tested is developer's return for risk (profit). It is our opinion that the developer of a large mixed use scheme such as this would seek **20% developer's return on cost** in order to be incentivised to build out the scheme. However, the submitted Viability Assessment states that the applicant would be prepared to make a profit sacrifice to deliver the scheme.

Areas of Disagreement/Divergence between Savills and JLL

The areas of divergence/disagreement between Savills and JLL are as follows:

- **Development areas** – there are slight discrepancies in the areas between the Architect's master plan schedule and the areas in Savills' development appraisal. We do not anticipate that these will have an impact on appraisal of this scale, as the majority of these discrepancies are due to rounding in the Argus software. However, we note that the residential areas of Block F appear to have been adjusted since Savills' last appraisal. We have asked Savills for a justification for this, but no explanation has been provided. We have assumed that the updated areas are correct for the purposes of our development viability appraisal.
- **Energy Loop Income 'Upside' cases** – Savills' position is that the Energy Loop should be 'cost neutral'. However, JLL's base position is that there is a modest surplus in revenues which should be factored into the appraisal. In addition, there may be an upside case achievable which could generate a more significant revenue over and above the cost neutral position. We have therefore sensitivity tested this later on in the report.
- **Construction and infrastructure costs** – there continues to be divergence between G&T and C&B regarding all of the costs for the scheme. This is summarised in C&B's updated analysis undertaken in **May 2019** which is attached at **Appendix 1** of this report. We therefore sensitivity test the impact of C&B's lower build costs in our development viability appraisal as part of our sensitivity testing set out below.
- **Contingency** – whilst Savills have now adopted C&B's lower level of contingency of 5% on Phase 1A (the full aspect of the scheme) and 7.5% on all other phases (which are submitted in outline), Savills have not applied

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

this rate to the infrastructure items in their appraisal (and hence these items include the higher rate of contingency proposed by G&T of 7.5% and 10% respectively). Therefore, we have considered this in our development viability analysis below.

- **Professional fees** – whilst an allowance of 10% has been agreed between the parties for a bespoke scheme of this nature and scale, Savills have applied the professional fees on the contingency allowance as well as the standard construction costs. We do not agree with this approach and therefore have corrected it in the development appraisal so that professional fees apply to construction costs only (not contingency).
- **Sales agent's fees on the commercial elements** – Savills have applied Sales Agent's fees on the Gross Development Value (GDV), not the Net Development Value (NDV). Applying Sales Investment fees to the NDV is standard market practice in our experience. We have therefore updated this in our development viability appraisal analysis.
- **Homes England advice on Benchmark Land Value** – The bid for HIF grant funding made by OCC/Savills sits outside of this viability process and JLL has not been instructed to review it. When HIF monies are applied for, the application is reviewed by a consultant on behalf of Homes England. In this instance the application was reviewed by Deloitte.

  Homes England and Deloitte has taken a different approach from JLL and Savills in respect of the Benchmark Land Value to be applied to the site and it should be noted that JLL (and Savills) fundamentally disagree with that position. Deloitte's position is based upon Existing Use Value plus a set 20% premium to incentivise the land owner to dispose of the land. They therefore believe that the land owner in this instance would dispose of this allocated development land in north Oxford at a small premium over agricultural value, resulting in a sale price of £628,800.

  It is our opinion that no land owner would dispose of this large development site for this amount and we provide commentary on this later in the report. Nonetheless, JLL has been instructed to undertake sensitivity testing of the viability based on this figure and it is understood that the City Council will be seeking legal advice on the weight to attribute to the land value used by HE.

In light of the areas of difference noted above we have utilised Savills' development appraisal model and undertaken a range of updates/sensitivity tests to assess the impact on development viability. These are set out in the following section.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

4 JLL Assessment of Viability

Approach/Methodology

Given the size and complexity of the scheme we have utilised Savills' development appraisal model, which has been prepared utilising a software package known as Argus Developer, in order to undertake our assessment of viability. Argus Developer is a well-known software package used by both valuers and developers in the market.

The approach to assessing the viability is based on the 'residual' method of development appraisal, which assesses all revenues that could be generated by the scheme against all the costs that are likely to be incurred to undertake the development.

We have assumed a 'fixed' level of Benchmark Land Value (BLV) of £12.4 million for the site. Hence, developer's return for risk (profit) is the output of the development viability appraisal which indicates scheme viability. If the level of return exceeds the benchmark level of return required by typical developers, then the proposals are viable, and hence, there is scope for further affordable housing and/or planning contributions.

However, if the level of developer's return falls below the benchmark level of return, then there is no further scope for affordable housing and/or planning contributions.

Findings

Given the findings of **Section 3** above, we have firstly made several updates to Savills' updated development appraisal model to reflect some of the areas of difference between us and Savills.

This generates Scenario 1 'Savills Corrected Appraisal 25% Affordable Housing' which is as per Savills' assessment of viability, but with our adjustments made to the appraisal model as follows:

- **Contingency** - of 5% and 7.5% respectively on the infrastructure costs (as this has not been updated in Savills' latest appraisals to reflect the true C&B contingency position).
- **CIL** – We understand from OCC Officers that the CIL 'offset' has increased and therefore the CIL payment in the development appraisal reduces from £6,949,056 to **£5,283,913**.
- **Professional fees** - reduce to ensure that they do not apply to the contingency allowance (and apply to construction costs only).
- **Commercial Agent Sales fees** - have been reduced so that they apply to the NDV only and not the GDV. This is now consistent with the legal fees in Savills' appraisal and is in line with standard market practice in our experience.

Table 4.1 below sets out our findings:

Table 4.1: Findings - Scenario 1 -Savills' Correct Appraisal, 25% Affordable Housing

Scenario	Benchmark Land Value (BLV)	Developer's Return for Risk (% on cost)
Scenario 1 – corrected Savills' position	£12.4 million	**11.76%**

Source: JLL Analysis July 2019

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Table 4.1 above shows that there has been a slight increase in the level of developer's return generated by the viability appraisal from 10.67% on cost advised by Savills (which they had rounded up to 11% in their report) to 11.76% profit on cost.

This shows that whilst the level of developer's return increases with our corrections to Savills' model, it does not generate a sufficient level of developer's return for risk, and hence 25% affordable housing is not viable based upon Savills' assumptions and the adjustments that we have made.

Sensitivity Tests

In light of the above, and that there remain areas of difference between Savills and JLL as to what the inputs to the development viability appraisal should be, we have undertaken a range of sensitivity tests to assess the impact of these assumptions on the viability position. We have also sensitivity tested several items at the request of OCC Officers, to test their impact on scheme viability.

Table 4.2 below sets out the scenarios tested and the impact on viability:

Table 4.2: Findings – Sensitivity Testing

Note – the below are based upon the provision of a policy compliant tenure mix (80:20 split) of 25% provision affordable housing unless otherwise specified

Scenario	Benchmark Land Value (BLV)	Developer's Return for Risk (Profit) on cost
Scenario 2 – C&B costs plus JLL's Baseline Energy Loop Position	£12.4 million	18.56%
Scenario 3 – as Scenario 2, but with JLL's upside Energy Loop Position	£12.4 million	19.00%
Scenario 4 – as Scenario 2, but with HIF repaid in Phase 4 of the development	£12.4 million	16.54%
Scenario 5 – as Scenario 2, but with a 70:30 tenure split between Social Rented and Shared Ownership affordable housing	£12.4 million	20.71%
Scenario 6 – as Scenario 2, but with HE's proposed benchmark of £628,800 in as the BLV.	£0.628 million	23.19%
Scenario 7 – Based on Scenario 5, but with the following assumptions made: - Provision of 35% affordable housing with a tenure mix of 70:30 social rent:shared ownership BLV of 0.628m HIF money retained	£0.628 million	22.61%

Source: JLL Analysis (July 2019)

Viability Analysis

Implications of JLL's Assumptions on Development Viability

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Table 4.2 demonstrates that where Savills' corrected model is updated to reflect both C&B's lower costs (for both construction and associated infrastructure) and JLL's 'base case' assessment of the revenue that will be generated by the Energy Loop (which is slightly higher than Savills' assessment which reflects a 'cost/value neutral' position), the level of developer's return increases to **18.56% on cost**. Whilst this therefore improves the viability of the scheme, the level of developer's return with 25% affordable housing assumed at an 80:20 tenure mix split does not exceed 20% developer's return on cost (which is the level we anticipate is an appropriate return for a scheme of this size, nature, complexity and risk).

Scenario 3 is based upon the same assumptions as **Scenario 2**; however, the revenue assumed to be generated by the Energy Loop reflects JLL's 'upside' case. This sensitivity test produces a development return marginally higher than Scenario 2 at **19% on cost**. Whilst this is more viable than **Scenario 2** (as the Energy Loop revenues are higher), this indicates that even if the higher Energy Loop revenues were achieved, there would not be a significant impact on development viability. In addition, JLL's Renewable Team have cautioned relying on the upside case, as there is less certainty regarding the Energy Loop incomes in the future. It is considered that any additional value would be best captured via a review mechanism.

Scenario 4 therefore assumes the base JLL appraisal (**Scenario 2**) as a starting point for analysis, but models the position where the HIF monies (which equate to £10 million and assumed to be received in the early years of the development) is repaid (without either interest or indexation) at the commencement of the revenue stream of the last phase of the development (Phase 4). This is because the funding is likely to be awarded on a recoverable grant basis rather than as a grant.

The results show that the developer's return for risk would reduce from **18.56% on cost** in **Scenario 2** to **16.54% on cost.** Hence, if the £10 million of HIF funding were paid back in this phase, this would reduce the viability of the scheme. At present, **Scenario 2** generates **18.56% on cost** which is much nearer to the 20% on cost which we would anticipate is an appropriate level of developer's return.

Scenario 5 considers the impact on **Scenario 2** where a different affordable housing tenure mix is provided. As **Scenario 2** assumes a policy compliant tenure mix of 80% social rented and 20% shared ownership affordable housing, we have sensitivity tested the impact of a tenure split of 70:30 (i.e. 70% Social Rented and 30% Shared Ownership). As the value of Shared Ownership is higher than Social Rented, this should improve the viability of the scheme. Our sensitivity test shows that the developer's return increases from **18.56%** to **20.71% on cost** (which is broadly in line with the benchmark level of developer's return of 20% on cost we anticipate is appropriate). This sensitivity test therefore demonstrates that a 70:30 affordable housing tenure split will improve viability, slightly exceeding the benchmark level of return.

Scenario 6 considers the impact of a significantly reduced Benchmark Land Value (BLV) of **£628,000** (the figure used by Homes England and Deloitte). If this lower level of BLV is adopted, the profitability increases to **23.19% of cost**, indicating that there is a surplus return over and above the benchmark level of the developer's return of 20% on cost which could contribute to affordable housing (and/or other planning contributions). If the return is reduced to 20% on cost the amount of affordable housing provision would be circa 34%.

Finally, **Scenario 7** demonstrates that if Scenario 5 is adjusted to assume a 35% affordable housing based upon a 70:30 tenure split (Social rent:shared ownership) and that the Homes England BLV is used the scheme generates a profit margin in excess of 20% on cost. This indicates that the scheme could viably support 35% affordable housing.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Please note that when the JLL BLV is assumed, profit on cost drops to 18.01% which in our opinion makes delivery of 35% affordable marginal.

If the HIF grant monies are excluded from Scenario 7 (but BLV remains at the HIF figure) the profit on cost drops to 18.49%.

Other considerations

We have been asked by OCC Officers to provide commentary on several issues. We set this out in the paragraphs that follow.

The Applicant's 'Profit Sacrifice' Argument

Savills, on behalf of the Applicant, have proposed 25% affordable housing on the basis that OCC's application to Homes England for HIF funding assumes ***a minimum*** of 25% affordable housing provision (reference **Paragraph 4.2.1** of Savills' updated viability report). Savills therefore argue that as only circa 11% on cost is generated in their appraisal, the Applicant is essentially sacrificing profit in providing 25% affordable housing at the site (as the level of return they assess falls below 20% on cost).

However, this result is contrary to the findings of our own Development Viability Appraisal analysis, which reflects the fact that JLL's Renewables Team anticipate that the Energy Loop incomes will be higher, and that C&B's assessment of G&T's Cost Plan indicates that they believe that the costs will be lower. Therefore, our viability analysis suggests that the level of profit being 'sacrificed' the Applicant is actually much lower (as our findings for **Scenario 2** generate 18.56% on cost which is only 1.5% lower than our benchmark of 20% on cost).

It should be noted that RICS guidance 'Financial Viability in Planning' (2012) requires an objective assessment of the scheme to be undertaken, and the circumstances of the particular applicant/developer to be disregarded. We have therefore benchmarked our viability appraisals against the benchmark level of return that we anticipate would be appropriate for the scheme in the market (i.e. 20% on cost), rather than the lower level of profit that the Applicant is accepting based upon their own viability figures (which is due to the increased level of cost that they have assumed, and the lower revenues from the Energy Loop). For clarity, it is our view that this scheme would not be fundable or deliverable if less than 20% profit on cost is generated.

Benchmark Land Value (BLV)

There is no set rule for calculating BLV, or for the percentage increase over existing use land value that would incentivise a land owner to release their land for development. All land and ownerships are different and therefore standardising an approach to setting BLVs is a difficult, perhaps impossible task.

A BLV was agreed with the Applicant of **£12.4 million** (which was significantly lower than the Applicant originally argued for). When assessing BLV it is important to consider factors such as:

- RICS and Planning Policy Guidance
- The site location and existing use
- The planning position of the site

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

- Market conditions

The subject site is one of the last greenfield sites available within the Oxford Ring Road that is not constrained by flooding. Land is in high demand in Oxford for a variety of uses.

The adopted Core Strategy for Oxford, at policy CS2, allows for the development of greenfield land where certain criteria are met, one of which is if it is specifically allocated for that use within the Development Framework. It goes on to say that the Northern Gateway is no longer safeguarded as greenfield land.

The Core Strategy's vision for the Northern Gateway is a B1 office use led development, with supporting uses including residential and hotels.

Policy CS6 allocated the Northern Gateway for employment led development. The Core Strategy goes on to state that the area will be brought forward for development under an Area Action Plan (AAP).

Planning policy therefore sets a framework for the development of the subject and surrounding sites. This serves to decrease the risk involved in bringing sites forward for development and therefore has a positive effect on land value.

The existing use of the site is for grazing land. The application area covers 26.07 hectares (64.41 acres) of which 60 acres is assumed to be grazed at present (gross area less area occupied by highways).

BLV Guidance

The current RICS – Statement on Financial Viability in Planning: Conduct and Reporting (May 2019) was updated following the NPPG update and NPPF2019. This RICS Statement recognises that the primary policy and guidance in assessing viability in a planning context is the NPPF 2019 and NPPG 2019 and that the advice within these documents should be used in carrying out FVAs.

The NPPG states that the Benchmark Land Value, a value used to determine whether a site is viable alongside a recognised profit margin, should be based upon the Existing Use Value (EUV) of the site plus a premium to reasonably incentivise, in comparison with the other options available, the land owner to release land for development while allowing a sufficient contribution to fully comply with policy requirements.

We must consider what the other options for the land owner are in generating a reasonable BLV. In this circumstance, the land owner could hold on to the property and continue to farm it or lease it for agricultural purposes, or they could pursue another form of development in line with the AAP and Core Strategy. The sale of farmland has significant taxation impacts for land owners; where the land owner is a farmer they also have to give up the future revenue stream that could be derived from the land.

The guidance does not specify what a premium should be, only that it should be reasonable. Given that the guidance is relatively recent there is little relevant Appeal evidence to inform what a reasonable premium should be at the subject site. The appropriate landowner premium in Appeals such as Park Lane, Norwich (APP/G2625/W/17/3190739) was 20%. This, however, did not relate to farmland.

Agricultural land values are low on a per acre basis. The MHCLG guidance on Land Value Estimates for Policy Appraisal dated December 2015 refers to an estimated value of £22,000 per hectare (£8,903 per acre) for agricultural land in the south east.

Based on this assessment the EUV of the site is £573,442.23. When a 20% premium is applied the site value increases to £688,130.67.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

It is our view that this would **not** incentivise a land owner to sell 64.41 (gross) acres of land allocated for development in Oxford.

Oxford City Council instructed property consultants GVA (now Avison Young) to undertake the viability testing as part of their CIL Examination. This work was undertaken in 2018. At paragraph 7.39 GVA state 'In discussion with the Council, it was agreed that the BLV for each site would be equal to the Existing Use Value plus an uplift of 30%.'

It should be noted that CIL viability testing is undertaken across a wide variety of hypothetical development scenarios. A 30% uplift on the EUV of a car dealership or office premises may well be entirely reasonable incentive for those owners to dispose of the site.

In respect of greenfield development (such as the subject site), at paragraph 7.52 GVA state 'For these sites, for the purpose of assessing viability, a comparison has therefore been made of the values generated by development with a greenfield EUV rate of £7,500 per acre. A 30% uplift has been applied to this to arrive at a BLV as with the other sites.' There is no commentary as to whether this is strategic land with no planning status, or allocated land, or land with planning permission. GVA also do not demonstrate why they believe a land owner would accept a 30% premium (£2,250 per acre).

As the CIL Examination paper EUV's are lower than the MHCLG values we have discounted them for the same reason, we do not believe that in reality a land owner would accept such a minimal capital improvement in land value, therefore it is not a reasonable incentive.

We have had regard to other appeal evidence in order to determine what the appropriate premium should be for farmland.

Appeal ref: APP/U1105/A/13/2208393, land a Pinn Court Farm, Exeter. The Appeal was allowed. At paragraph 16 of the decision the 'Secretary of State agrees with the Inspector's conclusion that the Appellant's viability assessment is to be preferred to that of the Council's…… On the basis of 40% affordable housing provision the landowners would receive about **20 times the agricultural land value** but the Secretary of State agrees with the Inspector that this would be insufficient to incentivise the landowner to sell and accepts the evidence given that 25% affordable housing would be sufficient for the landowner to sell.' [i.e. at 25% affordable housing the land value increased to a multiplier that incentivised sale].

We have also had regard to what is now outdated advice, such as the 2011 DCLG research paper by Turner Morum, which suggested that £200,000 per gross acre was a reasonable incentive to release greenfield land.

We have concluded that whilst available guidance appears to promote a EUV+20% uplift as being a reasonable premium to release land, it is our opinion that this is not reasonable in respect of farmland. The hypothetical farmer has to cease their livelihood, relocate and pay substantial taxes. In our view the hypothetical land owner would not do this for an uplift of £2,250 per acre as suggested by the GVA report.

The subject site comprises 64.41 acres of allocated land of which 60 acres is assumed to be in agricultural use. The allocation itself increases the site's value above EUV and therefore we believe that an appropriate multiplier to incentivise a land owner to dispose of the site would be in excess of 20x EUV.

We have assumed a BLV of £200,000 per gross acre.

We have been provided with a summary of the HIF assessment carried out on behalf of Homes England. This adopted a lower land value of **£0.628 million** in assessing the viability of the scheme for the HIF bid. For reasons detailed above, we do not agree with this BLV.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Factors impacting on the Viability of Oxford North

OCC Officers have asked us to comment on the factors which impact on the scheme's viability at Oxford North, to aid Planning Committee Members' understanding of scheme viability and the factors the affect it.

Having undertaken our viability assessment of the scheme, and also received advice from PJA and C&B which has been shared with OCC, we highlight that there is no particular specific reason which impacts on the development viability at Oxford North. However, there are a range of factors which all impact on scheme viability in various degrees.

These are summarised as follows:

- **Infrastructure requirements** – The Oxford North site comprises a strategic site on the edge of Oxford City, which comprises greenfield agricultural land. Whilst the land is greenfield, there are still a range of infrastructure requirements which we understand are required in order to release the site for development. These are summarised as follows, drawing upon G&T's Cost Plan (although it is noted that these costs have been reviewed by C&B).
    - **Environmental costs (such as Ecology and Archaeology)** - £1,000,000.
    - **Land formation costs** - £4,832,000.
    - **A40 works** - Not applicable, as these will be met by Oxfordshire County Council.
    - **A44 works** - £6,311,000.
    - **On-site roads** - £11,897,000.
    - **Public realm** - £7,784,000.
    - **A44 utilities diversions** - £3,935,000.
    - **Utilities reinforcement** - £2,804,000.
    - **Utilities distribution** - £11,591,000.
    - **Surface water** - £3,390,000.
    - **Foul water** - £2,374,000.
    - **Heat Network (Shared Energy Loop)** - £18,407,000 (albeit that this is now offset by the revenue in the appraisal).
    - **Sustainability (which is for PV to roofs)** - £4,567,000.
    - **Temporary works** - £2,791,000.
    - **Park and Ride** – not applicable.
    - **Total - £81,683,000***

*Note – CIL and S106 contributions/works are on top of this figure

The above represents a mix of infrastructure items, some of which are to be provided 'on-site' and some of which are 'off-site'. We understand that they have been interrogated as far as possible at this stage by C&B, Oxford City Council, Oxford County Council, and PJA, and that the scope of the works have been significantly reduced where agreement has been reached either on a reduced scope, specification or cost. In addition,

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

other works have been removed from the above list, such as the works to the A40, which we understand are now being met by the Oxfordshire County Council via LEP funding.

Notwithstanding this, the above costs equate to over **£1 million per gross acre**, demonstrating that there is still a significant infrastructure burden which is required to deliver the scheme proposals. In our experience, costs for strategic sites typically range from £100,000 to £500,000 per acre, depending upon the site. These costs however are project specific and each strategic site is different are needs to be separately costed. Mixed use schemes generally require greater infrastructure upgrades such as road junctions and services capacity to deal with peak time usage.

It should also be noted that as part of Phase 1A has been provided in detail (and all other phases are submitted in outline), there is an element of uncertainty as to the infrastructure requirements for later phases. Hence, should this change, this may impact viability in the future.

- **Nature & High Quality of the Scheme and Construction Costs** – The majority of strategic sites provide lower density traditional housing development (and offices in the format of business parks). In contrast, the proposals for Oxford North propose a higher density scheme comprising a mix of commercial and residential uses, and will seek to create a new urban quarter to the city.

  There has been significant work interrogating the construction costs between the two respective quantity surveyors, G&T and C&B. This led to a 'value engineered' scheme being produced by G&T for the residential element of the proposals with a significantly reduced cost (whilst seeking to maintain a high-quality scheme). These have been audited by C&B who have arrived at slightly lower costs.

  Notwithstanding this significant work undertaken, the scheme reflects a bespoke, high quality, mixed use scheme. As a consequence, the costs of construction are higher than more typical developments and this has an impact on the viability of the scheme. The Applicant has sought to try and reflect this in the values that they have applied to both the residential and commercial elements to mitigate the impact of the quality assumed in the Cost Plan.

- **Mixed use development** – The provision of large single block offices at the scheme results in a significant finance burden. The buildings, some of which at 100,000 sq ft, cannot be phased and must be completed before a tenant can move in. There is also a risk that the buildings may stay vacant for a time post completion. When completed and let these buildings are worth a considerable amount however until this point they are a considerable financial burden that impacts negatively on an appraisal. A multi-phase housing or small 'campus style' office scheme would provide for a more steady flow of cost vs income and may be more viable, however it would not provide the other benefits that the Applicant and OCC wish to see delivered by the development of this important site.

- **Development Risk** – Given the extent of infrastructure and the bespoke nature of the scheme, which will essentially create a new quarter of the City of a significant scale, the project carries significant risk for the Applicant in terms of its viability and delivery. This is reflected in the profit percentage that we have applied of 20% on cost, which is higher than for more typical schemes where risks are lower. This has an impact on development viability.

Review Mechanism

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

OCC Officers have also asked us to comment on the potential for a review/clawback mechanism at Oxford North, given that the planning application is submitted in hybrid format, with all other phases aside from part of Phase 1A submitted in outline.

We would advise OCC to agree the viability of planning contributions/affordable housing for detailed phases only at this stage, and for there to be a viability review before each and every reserved matters phase is granted.

The Planning Practice Guidance (PPG) states at **Paragraph 009** (Reference: ID:10-009/20180724) that: '*Where contributions are reduced below the requirement set out in policies to provide flexibility in the early stages of a development, there should be a clear agreement of how policy compliance can be achieved over time.'* The PPG does not however prescribe a method of how the viability review should be undertaken.

The RICS guidance Financial Viability in Planning (2012) provides further guidance, and promotes a 'reappraisal' approach for reviewing the viability of certain schemes. **Paragraph 3.6.4.1** of the guidance states that: *'Such reappraisals are generally suited to phased schemes over the long term rather than a single phase scheme to be implemented immediately, which requires certainty.'*

The guidance also states that overage (i.e. post development appraisals) are not considered appropriate. **Paragraph 3.6.4.1** confirms that reappraisals should not result in the earlier phases becoming uncertain as to the amount of development that can be provided on the site.

Therefore, we anticipate two options/structures for a review mechanism can be utilised at Oxford North, as follows:

1) A review of each and every phase of development prior to each reserved matters. Each phase would essentially be assessed in isolation.
2) Reappraisal of the entire scheme (i.e. the remaining development) prior to each and every reserved matters application.

It should be noted that there is no perfect way of reappraising the viability of the scheme, as both methods have their advantages and disadvantages for both from the LPA and Applicant's perspective.

However, the reappraisal mechanism should seek to capture any additional improvement in the overall viability of the scheme over and above the initial percentage that is agreed for affordable housing for Phase 1A. Any changes to the scheme in the future (such as the extent of public realm envisaged; the extent of infrastructure costs; build quality; and the associated revenues) will all feed into any future reappraisal of the site and therefore whether any additional percentage over and above that agreed for Phase 1A can be achieved.

The most common form of viability review mechanism is to agree a final appraisal between the parties that acts as the benchmark for future reviews. All inputs are fixed aside costs and revenues, which are uplift by an appropriate index at each review. A set profit target is agreed with land value fixed. If the profit target is exceeded at review then viability has increased and the level of affordable housing provision in that phase will go up.

The review will need to be agreed as part of the Section 106.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

5 Summary and Conclusions

JLL were instructed by Oxford City Council in **February 2017** to undertake a review of the viability analysis that the Applicant, Thomas White Oxford Ltd (TWO) and their advisor Savills, have prepared in respect of the Oxford North site. Significant viability analysis has been undertaken during this date, with an ongoing exchange of development viability appraisals between the parties, and work in particular to assess the costs of the scheme undertaken by the respective quantity surveying firms.

The planning application has been submitted in hybrid, with all phases submitted in outline other than part of Phase 1A. Therefore, whilst the proposals for Phase 1A are relatively crystallised, the proposals for future phases could change in the future. Our viability appraisal analysis for the scheme assumes that the later phases are delivered in line with the indicative masterplan provided by the Applicant and in line with the specification that they have proposed for Phase 1A.

The Applicant has tested 25% affordable housing in line with OCC's HIF funding bid and Savills (their viability advisors) appraisals generate a developer's return for risk (profit) of **10.67% on cost**, based upon their assumptions and in particular their analysis of the costs of the scheme undertaken by G&T. JLL's viability analysis has been supported by advice received from C&B, and we have undertaken an updated development appraisal to reflect the difference in the assumptions applied. This appraisal generates a profit level of **18.56%** on cost, which is much closer to the 20% level of benchmark of developer's return that we anticipate would be appropriate in the market having regard to a hypothetical developer of the land.

We have also undertaken a range of sensitivity tests to assess the impact of various items on development viability (and hence the ability of the Applicant to deliver 25% affordable housing). These indicate that a commercial level of developer's return is only exceeded if the Benchmark Land Value (BLV) is reduced to the level proposed from **£12.4 million** to **£0.628 million** (the latter being in line with that proposed by Homes England to review OCC's HIF bid). We do not support this level of BLV as, in our opinion, it would not incentivise a landowner to release the site for development. Notwithstanding this, if it is utilised as the BLV assumption in the appraisal, based upon JLL's sensitivity analysis, approximately 35% affordable housing could be provided. We understand that OCC are taking legal advice on the weight to be attached to HE's proposed land value.

In conclusion, and having reviewed the viability of the scheme, JLL's viability position is that the 25% affordable housing offered at an 80:20 tenure mix is viable based upon our view of BLV.

The Oxford North scheme is of a significant scale and requires a significant amount of both on and off-site infrastructure. We would therefore advise OCC to incorporate a review mechanism of the viability of the remainder of the scheme which should be updated to inform each and every reserved matters application following the part of Phase 1A for which detailed planning permission is sought.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Appendix 1 – C&B's Updated Analysis

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

JLL

31 Great George Street
Bristol BS1 5QD
+44 (0)117 927 6691

James Petherick
Director

0117 930 5690
james.petherick@eu.jll.com

About JLL

JLL (NYSE: JLL) is a leading professional services firm that specializes in real estate and investment management. A Fortune 500 company, JLL helps real estate owners, occupiers and investors achieve their business ambitions. In 2016, JLL had revenue of $6.8 billion and fee revenue of $5.8 billion and, on behalf of clients, managed 4.4 billion square feet, or 409 million square meters, and completed sales acquisitions and finance transactions of approximately $136 billion. At year-end 2016, JLL had nearly 300 corporate off ices, operations in over 80 countries and a global workforce of more than 77,000. As of December 31, 2016, LaSalle Investment Management has $60.1 billion of real estate under asset management. JLL is the brand name, and a registered trademark, of Jones Lang LaSalle Incorporated.

https://internetadmin.jll.com/united-kingdom/en-gb

Jones Lang LaSalle
©2018 Jones Lang LaSalle IP, Inc. All rights reserved. All information contained herein is from sources deemed reliable; however, no representation or warranty is made to the accuracy thereof.

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

Development Appraisal
JLL
09 August 2019

APPRAISAL SUMMARY

JLL

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	69	47,105	636.23	434,348	29,970,000
1A - Affordable Apartments	23	15,702	210.00	143,366	3,297,420
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	80	76,316	576.50	549,953	43,996,262
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	27	25,756	210.00	200,324	5,408,760
1C - Houses	12	13,605	622.11	705,313	8,463,750
1C - Apartments	31	29,573	584.79	557,857	17,293,571
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	4	4,535	210.00	238,088	952,350
1C - Affordable Apartments	11	10,493	210.00	200,321	2,203,530
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	15	10,051	651.44	436,500	6,547,500
2B - Affordable Apartments	5	3,350	210.00	140,700	703,500
4A - Houses	24	27,078	624.31	704,375	16,905,000
4A - Apartments	32	30,526	574.18	547,738	17,527,619
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	8	9,026	210.00	236,933	1,895,460

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

4A - Affordable Apartments	10	9,540	210.00	200,330	2,003,300
Totals	**582**	**495,440**			**244,565,010**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

APPRAISAL SUMMARY

JLL

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY

JLL

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**668,471,353**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**640,735,112**	
Additional Revenue					
Energy Loop			3,512,025		
Energy Loop			1,299,100		
Energy Loop			591,800		
Energy Loop			394,900		
Energy Loop			405,900		
Energy Loop			1,622,500		
Energy Loop			2,479,400		
Energy Loop			2,479,400		
Energy Loop			1,872,200		
Energy Loop			1,872,200		
Energy Loop			3,636,600		
HIF Funding			10,000,000		
				30,166,025	
NET REALISATION				**670,901,137**	
OUTLAY					

APPRAISAL SUMMARY

JLL

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

ACQUISITION COSTS

Fixed Price			12,400,000	
				12,400,000
Stamp Duty			609,500	
Agent Fee		1.00%	124,000	
Legal Fee		0.25%	31,000	
				764,500

CONSTRUCTION COSTS

Construction	Units	Unit Amount	Cost
1A - Temp Car Parking	422 un	2,737	1,155,000
1F - Car Parking	1 un	1,123,000	1,123,000
2A - Car Parking	1 un	6,564,000	6,564,000
2B - Car Parking	1 un	3,868,000	3,868,000
3A - Car Parking	1 un	1,090,000	1,090,000
3B - Car Parking	1 un	1,244,000	1,244,000
4A - Car Parking	1 un	5,196,000	5,196,000
1E - Car Parking	1 un	1,121,000	1,121,000
Totals			**21,361,000**

	ft²	Build Rate ft²	Cost
1A - Workspace	138,058	220.89	30,495,000
1A - Red Hall	32,549	232.63	7,572,000
1A - Community	5,400	90.19	487,000
1A - Retail	9,877	153.69	1,518,000
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	129.65	439,000
1D - Retail	3,352	119.93	402,000
1F - Workspace	106,163	214.00	22,719,000
1F - Retail	2,224	120.05	267,000
2A - Workspace	108,399	214.02	23,200,000
2B - Workspace	178,980	213.99	38,300,000
2B - Retail	2,662	120.21	320,000
3A - Workspace	153,284	214.00	32,803,000
3A - Retail	3,070	119.87	368,000

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

3B - Workspace	81,429	214.00	17,426,000	
4A - Workspace	140,829	214.02	30,140,000	
4A - Retail	2,287	118.06	270,000	
1A - Apartments	60,361	238.75	14,411,250	
1A - Affordable Apartments	20,120	238.75	4,803,758	
1B - Houses	46,484	220.00	10,226,491	
1B - Apartments	98,701	220.00	21,714,288	
1B - Affordable Houses	15,873	220.00	3,492,060	
1B - Affordable Apartments	33,311	220.00	7,328,401	
1C - Houses	13,605	220.00	2,993,100	
1C - Apartments	38,247	220.00	8,414,256	
1C - Affordable Houses	4,535	220.00	997,700	
1C - Affordable Apartments	13,571	220.00	2,985,592	
1D - Apartments	33,312	220.00	7,328,640	
1D - Affordable Apartments	11,103	220.00	2,442,706	
1E - Hotel	71,322	260.00	18,544,000	
1F - Apartments	12,133	220.00	2,669,162	
1F - Affordable Apartments	3,466	220.00	762,545	
2A - Apartments	12,999	220.00	2,859,780	
2A - Affordable Apartments	4,333	220.00	953,182	
2B - Apartments	12,999	220.00	2,859,780	
2B - Affordable Apartments	4,333	220.00	953,182	
4A - Houses	27,078	220.00	5,957,160	
4A - Apartments	39,481	220.00	8,685,766	
4A - Affordable Houses	9,026	220.00	1,985,720	
4A - Affordable Apartments	12,338	220.00	2,714,298	
Totals	**1,578,375**		**344,096,817**	**365,457,817**
Contingency			26,196,000	
1A - Infrastructure			15,597,750	
1B - Infrastructure			7,654,000	
1B - Logistics			641,000	
1C - Infrastructure			4,244,100	
1C - Logistics			230,000	

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

1D - Infrastructure		2,139,250	
1D - Logistics		153,000	
1E - Infrastructure		1,352,350	
1E - Logistics		295,000	
1F - Infrastructure		5,235,250	
1F - Logistics		410,000	
2A - Infrastructure		7,333,650	
2A - Logistics		500,000	
2B - Infrastructure		7,333,650	
2B - Logistics		690,000	
3A - Infrastructure		11,346,625	
3A - Logistics		514,000	
3B - Infrastructure		11,346,625	
3B - Logistics		280,000	
4A - Infrastructure		13,854,600	
4A - Logistics		820,000	
CIL		5,283,913	
			123,450,763
PROFESSIONAL FEES			
Other Professionals	10.00%	7,776,676	
Other Professionals	10.00%	5,105,624	
Other Professionals	10.00%	1,986,475	
Other Professionals	10.00%	1,246,560	
Other Professionals	10.00%	2,131,235	
Other Professionals	10.00%	3,318,596	
Other Professionals	10.00%	4,141,061	
Other Professionals	10.00%	5,432,461	
Other Professionals	10.00%	4,612,162	
Other Professionals	10.00%	3,029,662	
Other Professionals	10.00%	6,962,354	
			45,742,867
MARKETING & LETTING			
Residential Marketing	1.00%	1,986,832	

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,867,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,247,952	
Resi Sales Legal Fee		0.25%	557,663	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,760,516
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				33,772,846
TOTAL COSTS				**600,108,038**
PROFIT				
				70,793,098
Performance Measures				
Profit on Cost%		11.80%		
Profit on GDV%		10.59%		
Profit on NDV%		11.05%		
Development Yield% (on Rent)		4.45%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

JLL SCENARIO 1 Oxford North
Savills Corrected Appraisal 25% Affordable Housing

Rent Cover	2 yrs 8 mths
Profit Erosion (finance rate 6.750)	1 yr 8 mths

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

Development Appraisal
JLL
09 August 2019

APPRAISAL SUMMARY JLL

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	69	47,105	636.23	434,348	29,970,000
1A - Affordable Apartments	23	15,702	210.00	143,366	3,297,420
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	80	76,316	576.50	549,953	43,996,262
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	27	25,756	210.00	200,324	5,408,760
1C - Houses	12	13,605	622.11	705,313	8,463,750
1C - Apartments	31	29,573	584.79	557,857	17,293,571
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	4	4,535	210.00	238,088	952,350
1C - Affordable Apartments	11	10,493	210.00	200,321	2,203,530
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	15	10,051	651.44	436,500	6,547,500
2B - Affordable Apartments	5	3,350	210.00	140,700	703,500
4A - Houses	24	27,078	624.31	704,375	16,905,000
4A - Apartments	32	30,526	574.18	547,738	17,527,619
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	8	9,026	210.00	236,933	1,895,460

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

4A - Affordable Apartments	10	9,540	210.00	200,330	2,003,300
Totals	**582**	**495,440**			**244,565,010**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**668,471,353**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**640,735,112**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**671,455,592**	
OUTLAY					

APPRAISAL SUMMARY

JLL

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

ACQUISITION COSTS

Fixed Price		12,400,000	
			12,400,000
Stamp Duty		609,500	
Agent Fee	1.00%	124,000	
Legal Fee	0.25%	31,000	
			764,500

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	60,361	251.72	15,193,800	
1A - Affordable Apartments	20,120	251.71	5,064,600	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	98,701	211.04	20,830,400	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	33,311	208.45	6,943,500	
1C - Houses	13,605	210.34	2,861,700	
1C - Apartments	38,247	213.78	8,176,400	
1C - Affordable Houses	4,535	210.34	953,900	
1C - Affordable Apartments	13,571	200.83	2,725,500	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	12,999	210.22	2,732,600	
2B - Affordable Apartments	4,333	210.24	910,900	
4A - Houses	27,078	210.31	5,694,800	
4A - Apartments	39,481	207.10	8,176,400	
4A - Affordable Houses	9,026	210.31	1,898,300	
4A - Affordable Apartments	12,338	220.91	2,725,500	
Totals	**1,578,375**		**329,105,501**	**349,206,101**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,875,460	
Other Professionals	10.00%	1,895,700	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,110	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,637,140	
			43,559,720
MARKETING & LETTING			
Residential Marketing	1.00%	1,986,832	

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,867,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,247,952	
Resi Sales Legal Fee		0.25%	557,663	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,760,516
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				25,005,480
TOTAL COSTS				**566,158,359**
PROFIT				
				105,297,233
Performance Measures				
Profit on Cost%		18.60%		
Profit on GDV%		15.75%		
Profit on NDV%		16.43%		
Development Yield% (on Rent)		4.71%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

JLL SCENARIO 2 Oxford North
C&B Costs 25% Affordable Housing

Rent Cover	3 yrs 11 mths
Profit Erosion (finance rate 6.750)	2 yrs 7 mths

JLL SCENARIO 3 Oxford North
C&B Costs 25% AH, and JLL Energy Loop Upside

Development Appraisal
HLD UK
11 July 2019

JLL SCENARIO 3 Oxford North
C&B Costs 25% AH, and JLL Energy Loop Upside

Appraisal Summary for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	69	47,105	636.23	434,348	29,970,000
1A - Affordable Apartments	23	15,702	210.00	143,366	3,297,420
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	80	76,316	576.50	549,953	43,996,262
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	27	25,756	210.00	200,324	5,408,760
1C - Houses	12	13,605	622.11	705,313	8,463,750
1C - Apartments	31	29,573	584.79	557,857	17,293,571
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	4	4,535	210.00	238,088	952,350
1C - Affordable Apartments	11	10,493	210.00	200,321	2,203,530
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	15	10,051	651.44	436,500	6,547,500
2B - Affordable Apartments	5	3,350	210.00	140,700	703,500
4A - Houses	24	27,078	624.31	704,375	16,905,000
4A - Apartments	32	30,526	574.18	547,738	17,527,619
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	8	9,026	210.00	236,933	1,895,460
4A - Affordable Apartments	10	9,540	210.00	200,330	2,003,300
Totals	**582**	**495,440**			**244,565,010**

Rental Area Summary	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation

1A - Workspace

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929

1A - Red Hall

JLL SCENARIO 3 Oxford North
C&B Costs 25% AH, and JLL Energy Loop Upside

Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704
2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635

JLL SCENARIO 3 Oxford North
C&B Costs 25% AH, and JLL Energy Loop Upside

3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					
Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
Total Investment Valuation					**423,906,344**
GROSS DEVELOPMENT VALUE				**668,471,353**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%			
				(27,736,242)	
NET DEVELOPMENT VALUE				**640,735,112**	
Additional Revenue					
Energy Loop			4,382,025		
Energy Loop			1,513,222		
Energy Loop			666,943		
Energy Loop			447,790		
Energy Loop			484,871		
Energy Loop			1,757,038		
Energy Loop			2,613,316		
Energy Loop			2,687,769		
Energy Loop			2,031,599		
Energy Loop			1,973,585		
Energy Loop			3,863,952		
HIF Funding			10,000,000		
				32,422,110	
NET REALISATION				**673,157,222**	
OUTLAY					
ACQUISITION COSTS					
Fixed Price		12,400,000			
Fixed Price			12,400,000		
				12,400,000	
Stamp Duty			609,500		
Effective Stamp Duty Rate		4.92%			
Agent Fee		1.00%	124,000		
Legal Fee		0.25%	31,000		
				764,500	
CONSTRUCTION COSTS					
Construction	**Units**	**Unit Amount**	**Cost**		
1A - Temp Car Parking	422 un	2,575	1,086,800		
1F - Car Parking	1 un	1,056,700	1,056,700		
2A - Car Parking	1 un	6,176,700	6,176,700		

JLL SCENARIO 3 Oxford North
C&B Costs 25% AH, and JLL Energy Loop Upside

2B - Car Parking	1 un	3,639,800	3,639,800	
3A - Car Parking	1 un	1,025,700	1,025,700	
3B - Car Parking	1 un	1,170,600	1,170,600	
4A - Car Parking	1 un	4,889,400	4,889,400	
1E - Car Parking	1 un	1,054,900	1,054,900	
Totals			**20,100,600**	
	ft²	**Build Rate ft²**	**Cost**	
1A - Workspace	138,058	213.20	29,434,400	
1A - Red Hall	32,549	214.05	6,967,000	
1A - Community	5,400	7.15	38,600	
1A - Retail	9,877	0.00	1	
1A - Basement Car Parking	7,696	167.36	1,288,000	
1A - Bike Store	3,386	122.65	415,300	
1D - Retail	3,352	114.68	384,400	
1F - Workspace	106,163	204.65	21,726,200	
1F - Retail	2,224	114.79	255,300	
2A - Workspace	108,399	204.67	22,186,200	
2B - Workspace	178,980	204.64	36,626,300	
2B - Retail	2,662	114.95	306,000	
3A - Workspace	153,284	204.65	31,369,500	
3A - Retail	3,070	114.63	351,900	
3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	60,361	251.72	15,193,800	
1A - Affordable Apartments	20,120	251.71	5,064,600	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	98,701	211.04	20,830,400	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	33,311	208.45	6,943,500	
1C - Houses	13,605	210.34	2,861,700	
1C - Apartments	38,247	213.78	8,176,400	
1C - Affordable Houses	4,535	210.34	953,900	
1C - Affordable Apartments	13,571	200.83	2,725,500	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	12,999	210.22	2,732,600	
2B - Affordable Apartments	4,333	210.24	910,900	
4A - Houses	27,078	210.31	5,694,800	
4A - Apartments	39,481	207.10	8,176,400	
4A - Affordable Houses	9,026	210.31	1,898,300	
4A - Affordable Apartments	12,338	220.91	2,725,500	
Totals	**1,578,375 ft²**		**329,105,501**	
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	
1D - Infrastructure			2,026,100	
1D - Logistics			146,300	
1E - Infrastructure			1,280,900	
1E - Logistics			282,100	
1F - Infrastructure			4,958,300	
1F - Logistics			392,100	
2A - Infrastructure			6,945,700	
2A - Logistics			478,200	
2B - Infrastructure			6,945,700	
2B - Logistics			659,800	
3A - Infrastructure			10,746,500	
3A - Logistics			491,500	
3B - Infrastructure			10,746,500	
3B - Logistics			267,800	
4A - Infrastructure			13,121,700	
4A - Logistics			784,200	
CIL			5,283,913	
				465,909,414

JLL SCENARIO 3 Oxford North
C&B Costs 25% AH, and JLL Energy Loop Upside

PROFESSIONAL FEES				
Other Professionals		10.00%	7,350,450	
Other Professionals		10.00%	4,875,460	
Other Professionals		10.00%	1,895,700	
Other Professionals		10.00%	1,190,170	
Other Professionals		10.00%	2,035,150	
Other Professionals		10.00%	3,167,060	
Other Professionals		10.00%	3,943,030	
Other Professionals		10.00%	5,182,110	
Other Professionals		10.00%	4,398,510	
Other Professionals		10.00%	2,884,940	
Other Professionals		10.00%	6,637,140	
				43,559,720
MARKETING & LETTING				
Residential Marketing		1.00%	1,986,832	
Commercial Marketing	151,121 ft²	1.00	151,121	
Commercial Marketing	571,504 ft²	1.00	571,504	
Commercail Marketing	154,715 ft²	1.00	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,867,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,247,952	
Resi Sales Legal Fee		0.25%	557,663	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,760,516
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				24,503,675
TOTAL COSTS				**565,656,554**
PROFIT				
				107,500,668

Performance Measures	
Profit on Cost%	19.00%
Profit on GDV%	16.08%
Profit on NDV%	16.78%
Development Yield% (on Rent)	4.72%
Equivalent Yield% (Nominal)	6.00%
Equivalent Yield% (True)	6.23%
Rent Cover	4 yrs
Profit Erosion (finance rate 6.750)	2 yrs 7 mths

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

Development Appraisal
JLL
09 August 2019

APPRAISAL SUMMARY JLL

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	69	47,105	636.23	434,348	29,970,000
1A - Affordable Apartments	23	15,702	210.00	143,366	3,297,420
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	80	76,316	576.50	549,953	43,996,262
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	27	25,756	210.00	200,324	5,408,760
1C - Houses	12	13,605	622.11	705,313	8,463,750
1C - Apartments	31	29,573	584.79	557,857	17,293,571
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	4	4,535	210.00	238,088	952,350
1C - Affordable Apartments	11	10,493	210.00	200,321	2,203,530
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	15	10,051	651.44	436,500	6,547,500
2B - Affordable Apartments	5	3,350	210.00	140,700	703,500
4A - Houses	24	27,078	624.31	704,375	16,905,000
4A - Apartments	32	30,526	574.18	547,738	17,527,619
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	8	9,026	210.00	236,933	1,895,460

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

4A - Affordable Apartments	10	9,540	210.00	200,330	2,003,300
Totals	**582**	**495,440**			**244,565,010**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**668,471,353**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**640,735,112**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**671,455,592**	
OUTLAY					

APPRAISAL SUMMARY JLL

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

ACQUISITION COSTS

Fixed Price		12,400,000	
			12,400,000
Stamp Duty		609,500	
Agent Fee	1.00%	124,000	
Legal Fee	0.25%	31,000	
			764,500

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	60,361	251.72	15,193,800	
1A - Affordable Apartments	20,120	251.71	5,064,600	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	98,701	211.04	20,830,400	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	33,311	208.45	6,943,500	
1C - Houses	13,605	210.34	2,861,700	
1C - Apartments	38,247	213.78	8,176,400	
1C - Affordable Houses	4,535	210.34	953,900	
1C - Affordable Apartments	13,571	200.83	2,725,500	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	12,999	210.22	2,732,600	
2B - Affordable Apartments	4,333	210.24	910,900	
4A - Houses	27,078	210.31	5,694,800	
4A - Apartments	39,481	207.10	8,176,400	
4A - Affordable Houses	9,026	210.31	1,898,300	
4A - Affordable Apartments	12,338	220.91	2,725,500	
Totals	**1,578,375**		**329,105,501**	**349,206,101**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

APPRAISAL SUMMARY JLL

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
HIF repayment		10,000,000	
			126,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,875,460	
Other Professionals	10.00%	1,895,700	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,110	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,637,140	
			43,559,720
MARKETING & LETTING			

APPRAISAL SUMMARY JLL

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

Residential Marketing		1.00%	1,986,832	
Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,867,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,247,952	
Resi Sales Legal Fee		0.25%	557,663	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,760,516
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				25,005,480
TOTAL COSTS				**576,158,359**
PROFIT				
				95,297,233

Performance Measures

Profit on Cost%	16.54%
Profit on GDV%	14.26%
Profit on NDV%	14.87%
Development Yield% (on Rent)	4.63%
Equivalent Yield% (Nominal)	6.00%

JLL SCENARIO 4 Oxford North
C&B Costs 25% Affordable Housing, HIF repaid

Equivalent Yield% (True)	6.23%
Rent Cover	3 yrs 7 mths
Profit Erosion (finance rate 6.750)	2 yrs 3 mths

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

Development Appraisal
JLL
09 August 2019

APPRAISAL SUMMARY

JLL

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	69	47,105	636.23	434,348	29,970,000
1A - Affordable Apartments	23	15,702	286.00	195,251	4,490,772
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	80	76,316	576.50	549,953	43,996,262
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	286.00	324,263	4,539,678
1B - Affordable Apartments	27	25,756	286.00	272,823	7,366,216
1C - Houses	12	13,605	622.11	705,313	8,463,750
1C - Apartments	31	29,573	584.79	557,857	17,293,571
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	4	4,535	286.00	324,253	1,297,010
1C - Affordable Apartments	11	10,493	286.00	272,818	3,000,998
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	286.00	272,812	2,455,310
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	286.00	191,620	766,480
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	286.00	191,620	958,100
2B - Apartments	15	10,051	651.44	436,500	6,547,500
2B - Affordable Apartments	5	3,350	286.00	191,620	958,100
4A - Houses	24	27,078	624.31	704,375	16,905,000
4A - Apartments	32	30,526	574.18	547,738	17,527,619
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	8	9,026	286.00	322,680	2,581,436

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

4A - Affordable Apartments	10	9,540	286.00	272,830	2,728,304
Totals	**582**	**495,440**			**252,840,614**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

APPRAISAL SUMMARY JLL

JLL SCENARIO 5 Oxford North

C&B Costs 25% Affordable Housing - altered 70/30 mix

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

APPRAISAL SUMMARY JLL

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**676,746,957**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**649,010,716**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**679,731,196**	
OUTLAY					

APPRAISAL SUMMARY JLL

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

ACQUISITION COSTS

Fixed Price		12,400,000	
			12,400,000
Stamp Duty		609,500	
Agent Fee	1.00%	124,000	
Legal Fee	0.25%	31,000	
			764,500

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	60,361	251.72	15,193,800	
1A - Affordable Apartments	20,120	251.71	5,064,600	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	98,701	211.04	20,830,400	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	33,311	208.45	6,943,500	
1C - Houses	13,605	210.34	2,861,700	
1C - Apartments	38,247	213.78	8,176,400	
1C - Affordable Houses	4,535	210.34	953,900	
1C - Affordable Apartments	13,571	200.83	2,725,500	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	12,999	210.22	2,732,600	
2B - Affordable Apartments	4,333	210.24	910,900	
4A - Houses	27,078	210.31	5,694,800	
4A - Apartments	39,481	207.10	8,176,400	
4A - Affordable Houses	9,026	210.31	1,898,300	
4A - Affordable Apartments	12,338	220.91	2,725,500	
Totals	**1,578,375**		**329,105,501**	**349,206,101**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

APPRAISAL SUMMARY JLL

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,875,460	
Other Professionals	10.00%	1,895,700	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,110	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,637,140	
			43,559,720
MARKETING & LETTING			
Residential Marketing	1.00%	1,986,832	

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,867,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,330,708	
Resi Sales Legal Fee		0.25%	578,352	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,863,961
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				21,847,718
TOTAL COSTS				**563,104,042**
PROFIT				
				116,627,154
Performance Measures				
Profit on Cost%		20.71%		
Profit on GDV%		17.23%		
Profit on NDV%		17.97%		
Development Yield% (on Rent)		4.74%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

JLL SCENARIO 5 Oxford North
C&B Costs 25% Affordable Housing - altered 70/30 mix

Rent Cover	4 yrs 4 mths
Profit Erosion (finance rate 6.750)	2 yrs 10 mths

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

Development Appraisal
JLL
09 August 2019

APPRAISAL SUMMARY

JLL

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	69	47,105	636.23	434,348	29,970,000
1A - Affordable Apartments	23	15,702	210.00	143,366	3,297,420
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	80	76,316	576.50	549,953	43,996,262
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	27	25,756	210.00	200,324	5,408,760
1C - Houses	12	13,605	622.11	705,313	8,463,750
1C - Apartments	31	29,573	584.79	557,857	17,293,571
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	4	4,535	210.00	238,088	952,350
1C - Affordable Apartments	11	10,493	210.00	200,321	2,203,530
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	15	10,051	651.44	436,500	6,547,500
2B - Affordable Apartments	5	3,350	210.00	140,700	703,500
4A - Houses	24	27,078	624.31	704,375	16,905,000
4A - Apartments	32	30,526	574.18	547,738	17,527,619
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	8	9,026	210.00	236,933	1,895,460

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

4A - Affordable Apartments	10	9,540	210.00	200,330	2,003,300
Totals	**582**	**495,440**			**244,565,010**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

APPRAISAL SUMMARY

JLL

JLL SCENARIO 6 Oxford North

C&B Costs --- Homes England BLV

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**668,471,353**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**640,735,112**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**671,455,592**	
OUTLAY					

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

ACQUISITION COSTS

Fixed Price			628,800	
				628,800
Stamp Duty			20,940	
Agent Fee		1.00%	6,288	
Legal Fee		0.25%	1,572	
				28,800

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	60,361	251.72	15,193,800	
1A - Affordable Apartments	20,120	251.71	5,064,600	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	98,701	211.04	20,830,400	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	33,311	208.45	6,943,500	
1C - Houses	13,605	210.34	2,861,700	
1C - Apartments	38,247	213.78	8,176,400	
1C - Affordable Houses	4,535	210.34	953,900	
1C - Affordable Apartments	13,571	200.83	2,725,500	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	12,999	210.22	2,732,600	
2B - Affordable Apartments	4,333	210.24	910,900	
4A - Houses	27,078	210.31	5,694,800	
4A - Apartments	39,481	207.10	8,176,400	
4A - Affordable Houses	9,026	210.31	1,898,300	
4A - Affordable Apartments	12,338	220.91	2,725,500	
Totals	**1,578,375**		**329,105,501**	**349,206,101**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,875,460	
Other Professionals	10.00%	1,895,700	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,110	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,637,140	
			43,559,720
MARKETING & LETTING			
Residential Marketing	1.00%	1,986,832	

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,867,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,247,952	
Resi Sales Legal Fee		0.25%	557,663	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,760,516
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				16,413,016
TOTAL COSTS				**545,058,995**
PROFIT				
				126,396,597
Performance Measures				
Profit on Cost%		23.19%		
Profit on GDV%		18.91%		
Profit on NDV%		19.73%		
Development Yield% (on Rent)		4.90%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

JLL SCENARIO 6 Oxford North
C&B Costs --- Homes England BLV

Rent Cover	4 yrs 9 mths
Profit Erosion (finance rate 6.750)	3 yrs 1 mth

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

Development Appraisal
JLL
09 August 2019

APPRAISAL SUMMARY

JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	50	34,134	636.23	434,348	21,717,391
1A - Affordable Apartments	42	28,673	286.00	195,251	8,200,540
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	70	66,776	576.50	549,953	38,496,729
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	286.00	324,263	4,539,678
1B - Affordable Apartments	37	35,295	286.00	272,823	10,094,444
1C - Houses	10	11,338	622.11	705,313	7,053,125
1C - Apartments	25	23,849	584.79	557,857	13,946,429
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	6	6,803	286.00	324,253	1,945,515
1C - Affordable Apartments	17	16,216	286.00	272,818	4,637,906
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	286.00	272,812	2,455,310
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	286.00	191,620	766,480
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	286.00	191,620	958,100
2B - Apartments	10	6,701	651.44	436,500	4,365,000
2B - Affordable Apartments	10	6,700	286.00	191,620	1,916,200
4A - Houses	20	22,565	624.31	704,375	14,087,500
4A - Apartments	30	28,619	574.18	547,738	16,432,143
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	12	13,539	286.00	322,680	3,872,154

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

4A - Affordable Apartments	12	11,447	286.00	272,830	3,273,965
Totals	**582**	**495,439**			**239,753,116**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**663,659,460**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**635,923,218**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**666,643,698**	
OUTLAY					

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

ACQUISITION COSTS

Fixed Price		628,000	
			628,000
Stamp Duty		20,900	
Agent Fee	1.00%	6,280	
Legal Fee	0.25%	1,570	
			28,750

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	43,740	251.72	11,010,000	
1A - Affordable Apartments	36,742	251.71	9,248,400	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	86,364	211.04	18,226,600	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	45,648	208.45	9,515,167	
1C - Houses	11,338	210.34	2,384,750	
1C - Apartments	30,844	213.78	6,593,871	
1C - Affordable Houses	6,803	210.34	1,430,850	
1C - Affordable Apartments	20,973	200.83	4,212,136	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	8,666	210.22	1,821,733	
2B - Affordable Apartments	8,665	210.24	1,821,800	
4A - Houses	22,565	210.31	4,745,667	
4A - Apartments	37,014	207.10	7,665,375	
4A - Affordable Houses	13,539	210.31	2,847,450	
4A - Affordable Apartments	14,805	220.91	3,270,600	
Totals	**1,578,374**		**329,011,600**	**349,112,200**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,872,247	
Other Professionals	10.00%	1,886,111	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,113	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,640,549	
			43,550,330
MARKETING & LETTING			
Residential Marketing	1.00%	1,740,778	

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,621,675
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,199,834	
Resi Sales Legal Fee		0.25%	545,633	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,700,367
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				15,462,344
TOTAL COSTS				**543,697,979**
PROFIT				
				122,945,719
Performance Measures				
Profit on Cost%		22.61%		
Profit on GDV%		18.53%		
Profit on NDV%		19.33%		
Development Yield% (on Rent)		4.91%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 70/30 split

Rent Cover	4 yrs 7 mths
Profit Erosion (finance rate 6.750)	3 yrs 1 mth

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Development Appraisal
JLL
22 September 2019

APPRAISAL SUMMARY

JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	50	34,134	636.23	434,348	21,717,391
1A - Affordable Apartments	42	28,673	210.00	143,366	6,021,376
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	70	66,776	576.50	549,953	38,496,729
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	37	35,295	210.00	200,324	7,412,004
1C - Houses	10	11,338	622.11	705,313	7,053,125
1C - Apartments	25	23,849	584.79	557,857	13,946,429
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	6	6,803	210.00	238,088	1,428,525
1C - Affordable Apartments	17	16,216	210.00	200,321	3,405,455
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	10	6,701	651.44	436,500	4,365,000
2B - Affordable Apartments	10	6,700	210.00	140,700	1,407,000
4A - Houses	20	22,565	624.31	704,375	14,087,500
4A - Apartments	30	28,619	574.18	547,738	16,432,143
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	12	13,539	210.00	236,933	2,843,190

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

4A - Affordable Apartments	12	11,447	210.00	200,330	2,403,960
Totals	**582**	**495,439**			**228,416,815**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**652,323,159**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**624,586,917**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**655,307,397**	
OUTLAY					

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

ACQUISITION COSTS

Fixed Price		628,800	
			628,800
Stamp Duty		20,940	
Agent Fee	1.00%	6,288	
Legal Fee	0.25%	1,572	
			28,800

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	43,740	251.72	11,010,000	
1A - Affordable Apartments	36,742	251.71	9,248,400	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	86,364	211.04	18,226,600	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	45,648	208.45	9,515,167	
1C - Houses	11,338	210.34	2,384,750	
1C - Apartments	30,844	213.78	6,593,871	
1C - Affordable Houses	6,803	210.34	1,430,850	
1C - Affordable Apartments	20,973	200.83	4,212,136	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	8,666	210.22	1,821,733	
2B - Affordable Apartments	8,665	210.24	1,821,800	
4A - Houses	22,565	210.31	4,745,667	
4A - Apartments	37,014	207.10	7,665,375	
4A - Affordable Houses	13,539	210.31	2,847,450	
4A - Affordable Apartments	14,805	220.91	3,270,600	
Totals	**1,578,374**		**329,011,600**	**349,112,200**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,872,247	
Other Professionals	10.00%	1,886,111	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,113	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,640,549	
			43,550,330
MARKETING & LETTING			
Residential Marketing	1.00%	1,740,778	

JLL SCENARIO 7 Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,621,675
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,086,471	
Resi Sales Legal Fee		0.25%	517,292	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,558,664
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				19,312,720
TOTAL COSTS				**547,407,502**
PROFIT				
				107,899,895

Performance Measures

Profit on Cost%	19.71%
Profit on GDV%	16.54%
Profit on NDV%	17.28%
Development Yield% (on Rent)	4.88%
Equivalent Yield% (Nominal)	6.00%
Equivalent Yield% (True)	6.23%

JLL SCENARIO 7 Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Rent Cover	4 yrs 1 mth
Profit Erosion (finance rate 6.750)	2 yrs 8 mths

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

Development Appraisal
JLL
22 September 2019

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	50	34,134	636.23	434,348	21,717,391
1A - Affordable Apartments	42	28,673	210.00	143,366	6,021,376
1B - Houses	41	46,484	651.49	738,636	30,284,091
1B - Apartments	70	66,776	576.50	549,953	38,496,729
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330
1B - Affordable Apartments	37	35,295	210.00	200,324	7,412,004
1C - Houses	10	11,338	622.11	705,313	7,053,125
1C - Apartments	25	23,849	584.79	557,857	13,946,429
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	6	6,803	210.00	238,088	1,428,525
1C - Affordable Apartments	17	16,216	210.00	200,321	3,405,455
1D - Apartments	27	25,757	582.81	555,972	15,011,250
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	14	9,381	654.17	438,333	6,136,667
1F - Affordable Apartments	4	2,680	210.00	140,700	562,800
2A - Apartments	15	10,051	651.44	436,500	6,547,500
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	5	3,350	210.00	140,700	703,500
2B - Apartments	10	6,701	651.44	436,500	4,365,000
2B - Affordable Apartments	10	6,700	210.00	140,700	1,407,000
4A - Houses	20	22,565	624.31	704,375	14,087,500
4A - Apartments	30	28,619	574.18	547,738	16,432,143
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	12	13,539	210.00	236,933	2,843,190

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

4A - Affordable Apartments	12	11,447	210.00	200,330	2,403,960
Totals	**582**	**495,439**			**228,416,815**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North

C&B Costs --- JLL BLV -- 35% aff, 80/20 split

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North

C&B Costs --- JLL BLV -- 35% aff, 80/20 split

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**652,323,159**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**624,586,917**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**655,307,397**	
OUTLAY					

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

ACQUISITION COSTS

Fixed Price			12,400,000	
				12,400,000
Stamp Duty			609,500	
Agent Fee		1.00%	124,000	
Legal Fee		0.25%	31,000	
				764,500

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	43,740	251.72	11,010,000	
1A - Affordable Apartments	36,742	251.71	9,248,400	
1B - Houses	46,484	211.66	9,838,900	
1B - Apartments	86,364	211.04	18,226,600	
1B - Affordable Houses	15,873	206.62	3,279,600	
1B - Affordable Apartments	45,648	208.45	9,515,167	
1C - Houses	11,338	210.34	2,384,750	
1C - Apartments	30,844	213.78	6,593,871	
1C - Affordable Houses	6,803	210.34	1,430,850	
1C - Affordable Apartments	20,973	200.83	4,212,136	
1D - Apartments	33,312	210.40	7,008,700	
1D - Affordable Apartments	11,103	210.41	2,336,200	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	12,133	202.88	2,461,500	
1F - Affordable Apartments	3,466	236.72	820,500	
2A - Apartments	12,999	210.22	2,732,600	
2A - Affordable Apartments	4,333	210.24	910,900	
2B - Apartments	8,666	210.22	1,821,733	
2B - Affordable Apartments	8,665	210.24	1,821,800	
4A - Houses	22,565	210.31	4,745,667	
4A - Apartments	37,014	207.10	7,665,375	
4A - Affordable Houses	13,539	210.31	2,847,450	
4A - Affordable Apartments	14,805	220.91	3,270,600	
Totals	**1,578,374**		**329,011,600**	**349,112,200**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,872,247	
Other Professionals	10.00%	1,886,111	
Other Professionals	10.00%	1,190,170	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,167,060	
Other Professionals	10.00%	3,943,030	
Other Professionals	10.00%	5,182,113	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,640,549	
			43,550,330
MARKETING & LETTING			
Residential Marketing	1.00%	1,740,778	

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,621,675
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,086,471	
Resi Sales Legal Fee		0.25%	517,292	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,558,664
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				28,929,022
TOTAL COSTS				**569,530,704**
PROFIT				
				85,776,693
Performance Measures				
Profit on Cost%		15.06%		
Profit on GDV%		13.15%		
Profit on NDV%		13.73%		
Development Yield% (on Rent)		4.69%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

JLL SCENARIO 7 Oxford North
C&B Costs --- JLL BLV -- 35% aff, 80/20 split

Rent Cover	3 yrs 3 mths
Profit Erosion (finance rate 6.750)	2 yrs 1 mth

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

Development Appraisal
JLL
10 September 2019

APPRAISAL SUMMARY

JLL

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
1A - Apartments	46	31,404	636.23	434,348	19,980,000
1A - Affordable Apartments	46	31,404	210.00	143,366	6,594,840
1B - Houses	28	31,745	651.49	738,636	20,681,818
1B - Apartments	53	50,559	576.50	549,953	29,147,523
1B - Residential Parking	54	0	0.00	15,000	810,000
1B - Affordable Houses	27	30,612	210.00	238,095	6,428,565
1B - Affordable Apartments	54	51,512	210.00	200,324	10,817,520
1C - Houses	8	9,070	622.11	705,313	5,642,500
1C - Apartments	21	20,033	584.79	557,857	11,715,000
1C - Residential Parking	21	0	0.00	15,000	315,000
1C - Affordable Houses	8	9,070	210.00	238,088	1,904,700
1C - Affordable Apartments	21	20,032	210.00	200,321	4,206,739
1D - Apartments	18	17,171	582.81	555,972	10,007,500
1D - Residential Revenue	18	0	0.00	15,000	270,000
1D - Affordable Apartments	18	17,170	210.00	200,317	3,605,700
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000
1F - Apartments	9	6,031	654.17	438,333	3,945,000
1F - Affordable Apartments	9	6,030	210.00	140,700	1,266,300
2A - Apartments	10	6,701	651.44	436,500	4,365,000
2A - Residential Parking	4	0	0.00	15,000	60,000
2A - Affordable Apartments	10	6,700	210.00	140,700	1,407,000
2B - Apartments	10	6,701	651.44	436,500	4,365,000
2B - Affordable Apartments	10	6,700	210.00	140,700	1,407,000
4A - Houses	16	18,052	624.31	704,375	11,270,000
4A - Apartments	21	20,033	574.18	547,738	11,502,500
4A - Residential Parking	4	0	0.00	15,000	60,000
4A - Affordable Houses	16	18,052	210.00	236,933	3,790,920

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

4A - Affordable Apartments	21	20,033	210.00	200,330	4,206,930
Totals	**582**	**495,438**			**201,273,056**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV
1A - Workspace	1	110,965	33.00	3,661,845	3,661,845	3,661,845
1A - Red Hall	1	25,586	33.00	844,338	844,338	844,338
1A - Community	1	4,969	15.00	74,535	74,535	74,535
1A - Retail	1	9,601	25.00	240,025	240,025	240,025
1A - Ground Rents	69			10	690	690
1A - Basement Car Parking	1	7,696		0	0	
1A - Bike Store	1	3,386		0	0	
1B - Ground Rents	80			10	800	800
1C - Ground Rents	31			10	310	310
1D - Retail	1	2,849	25.00	71,225	71,225	71,225
1D - Ground Rents	27			10	270	270
1F - Workspace	1	90,239	33.00	2,977,887	2,977,887	2,977,887
1F - Retail	1	1,890	25.00	47,250	47,250	47,250
1F - Ground Rents	13			10	130	130
2A - Workspace	1	92,139	33.00	3,040,587	3,040,587	3,040,587
2A - Ground Rents	15			10	150	150
2B - Workspace	1	152,132	33.00	5,020,356	5,020,356	5,020,356
2B - Retail	1	2,583	25.00	64,575	64,575	64,575
2B - Ground Rents	15			10	150	150
3A - Workspace	1	130,291	33.00	4,299,603	4,299,603	4,299,603
3A - Retail	1	2,609	25.00	65,225	65,225	65,225
3B - Workspace	1	69,215	33.00	2,284,095	2,284,095	2,284,095
4A - Workspace	1	119,704	33.00	3,950,232	3,950,232	3,950,232
4A - Retail	1	1,944	25.00	48,600	48,600	48,600
4A - Ground Rents	32			10	320	320
Totals	**299**	**827,798**			**26,693,198**	**26,693,198**

Investment Valuation
1A - Workspace

APPRAISAL SUMMARY

JLL

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

Market Rent	3,661,845	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	55,922,929
1A - Red Hall					
Market Rent	844,338	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	12,894,553
1A - Community					
Market Rent	74,535	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,171,934
1A - Retail					
Market Rent	240,025	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	3,773,978
1A - Ground Rents					
Current Rent	690	YP @	3.5000%	28.5714	19,714
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	800	YP @	3.5000%	28.5714	22,857
1C - Ground Rents					
Current Rent	310	YP @	3.5000%	28.5714	8,857
1D - Retail					
Market Rent	71,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,119,890
1D - Ground Rents					
Current Rent	270	YP @	3.5000%	28.5714	7,714
1F - Workspace					
Market Rent	2,977,887	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	45,477,666
1F - Retail					
Market Rent	47,250	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	742,925
1F - Ground Rents					
Current Rent	130	YP @	3.5000%	28.5714	3,714
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

2A - Workspace					
Market Rent	3,040,587	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,435,207
2A - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	5,020,356	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	76,669,824
2B - Retail					
Market Rent	64,575	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,015,330
2B - Ground Rents					
Current Rent	150	YP @	3.5000%	28.5714	4,286
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	4,299,603	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	65,662,635
3A - Retail					
Market Rent	65,225	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,025,550
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	2,284,095	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	34,882,220
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	3,950,232	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	60,327,115
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

Market Rent	48,600	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	764,151
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	320	YP @	3.5000%	28.5714	9,143
					423,906,344
GROSS DEVELOPMENT VALUE				**625,179,399**	
Purchaser's Costs			(27,736,242)		
Effective Purchaser's Costs Rate		6.54%		(27,736,242)	
NET DEVELOPMENT VALUE				**597,443,158**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**628,163,638**	
OUTLAY					

APPRAISAL SUMMARY JLL

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

ACQUISITION COSTS

Fixed Price		12,400,000	
			12,400,000
Stamp Duty		609,500	
Agent Fee	1.00%	124,000	
Legal Fee	0.25%	31,000	
			764,500

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
1A - Temp Car Parking	422 un	2,575	1,086,800
1F - Car Parking	1 un	1,056,700	1,056,700
2A - Car Parking	1 un	6,176,700	6,176,700
2B - Car Parking	1 un	3,639,800	3,639,800
3A - Car Parking	1 un	1,025,700	1,025,700
3B - Car Parking	1 un	1,170,600	1,170,600
4A - Car Parking	1 un	4,889,400	4,889,400
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**20,100,600**

	ft²	**Build Rate ft²**	**Cost**
1A - Workspace	138,058	213.20	29,434,400
1A - Red Hall	32,549	214.05	6,967,000
1A - Community	5,400	7.15	38,600
1A - Retail	9,877	0.00	1
1A - Basement Car Parking	7,696	167.36	1,288,000
1A - Bike Store	3,386	122.65	415,300
1D - Retail	3,352	114.68	384,400
1F - Workspace	106,163	204.65	21,726,200
1F - Retail	2,224	114.79	255,300
2A - Workspace	108,399	204.67	22,186,200
2B - Workspace	178,980	204.64	36,626,300
2B - Retail	2,662	114.95	306,000
3A - Workspace	153,284	204.65	31,369,500
3A - Retail	3,070	114.63	351,900

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

3B - Workspace	81,429	204.65	16,664,500	
4A - Workspace	140,829	204.67	28,822,900	
4A - Retail	2,287	112.90	258,200	
1A - Apartments	40,241	251.72	10,129,200	
1A - Affordable Apartments	40,241	251.71	10,129,200	
1B - Houses	31,745	211.66	6,719,249	
1B - Apartments	65,390	211.04	13,800,140	
1B - Affordable Houses	30,612	206.62	6,324,943	
1B - Affordable Apartments	66,622	208.45	13,887,000	
1C - Houses	9,070	210.34	1,907,800	
1C - Apartments	25,909	213.78	5,538,852	
1C - Affordable Houses	9,070	210.34	1,907,800	
1C - Affordable Apartments	25,908	200.83	5,203,227	
1D - Apartments	22,208	210.40	4,672,467	
1D - Affordable Apartments	22,206	210.41	4,672,400	
1E - Hotel	71,322	248.64	17,733,600	
1F - Apartments	7,800	202.88	1,582,393	
1F - Affordable Apartments	7,799	236.72	1,846,125	
2A - Apartments	8,666	210.22	1,821,733	
2A - Affordable Apartments	8,665	210.24	1,821,800	
2B - Apartments	8,666	210.22	1,821,733	
2B - Affordable Apartments	8,665	210.24	1,821,800	
4A - Houses	18,052	210.31	3,796,533	
4A - Apartments	25,909	207.10	5,365,762	
4A - Affordable Houses	18,052	210.31	3,796,600	
4A - Affordable Apartments	25,909	220.91	5,723,550	
Totals	**1,578,372**		**329,118,609**	**349,219,209**
Contingency			25,028,300	
1A - Infrastructure			14,016,000	
1B - Infrastructure			7,249,200	
1B - Logistics			613,000	
1C - Infrastructure			4,019,600	
1C - Logistics			219,900	

APPRAISAL SUMMARY JLL

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

1D - Infrastructure		2,026,100	
1D - Logistics		146,300	
1E - Infrastructure		1,280,900	
1E - Logistics		282,100	
1F - Infrastructure		4,958,300	
1F - Logistics		392,100	
2A - Infrastructure		6,945,700	
2A - Logistics		478,200	
2B - Infrastructure		6,945,700	
2B - Logistics		659,800	
3A - Infrastructure		10,746,500	
3A - Logistics		491,500	
3B - Infrastructure		10,746,500	
3B - Logistics		267,800	
4A - Infrastructure		13,121,700	
4A - Logistics		784,200	
CIL		5,283,913	
			116,703,313
PROFESSIONAL FEES			
Other Professionals	10.00%	7,350,450	
Other Professionals	10.00%	4,859,353	
Other Professionals	10.00%	1,879,718	
Other Professionals	10.00%	1,190,167	
Other Professionals	10.00%	2,035,150	
Other Professionals	10.00%	3,181,712	
Other Professionals	10.00%	3,943,033	
Other Professionals	10.00%	5,182,113	
Other Professionals	10.00%	4,398,510	
Other Professionals	10.00%	2,884,940	
Other Professionals	10.00%	6,655,885	
			43,561,031
MARKETING & LETTING			
Residential Marketing	1.00%	1,326,218	

APPRAISAL SUMMARY JLL

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	2,669,038	
Letting Legal Fee		5.00%	1,334,519	
				6,207,115
DISPOSAL FEES				
Sales Agent Fee		1.00%	5,815,033	
Resi Sales Legal Fee		0.25%	449,433	
Commercial Sales Legal Fee		0.50%	1,901,151	
Commercial Sales Legal Fee		0.25%	53,750	
				8,219,367
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				36,493,298
TOTAL COSTS				**576,458,833**
PROFIT				
				51,704,805

Performance Measures

Profit on Cost%	8.97%
Profit on GDV%	8.27%
Profit on NDV%	8.65%
Development Yield% (on Rent)	4.63%
Equivalent Yield% (Nominal)	6.00%
Equivalent Yield% (True)	6.23%

JLL SCENARIO 8 Oxford North
C&B Costs 50% Affordable Housing

Rent Cover	1 yr 11 mths
Profit Erosion (finance rate 6.750)	1 yr 3 mths

Appendix 6
18/02065/OUTFUL – Oxford North

Oxford Design Review Panel letters:

1. **28 April 2016**

2. **8 June 2017**

3. **24 May 2018**

Design Council

CONFIDENTIAL

Northern Gateway, Oxford City Council
Design Workshop
Notes from 28 April 2016

Thank you for providing Design Council Cabe with the opportunity to advise on the Northern Gateway proposal at the Design Workshop on 28 April 2016.

Summary
The high aspirations for this proposal match the importance of Northern Gateway as Oxford's largest development project, supporting the city's role as a global leader for innovation and research. The recent acquisition of the site by Thomas White Oxford (TWO), a subsidiary of St John's College, and subsequent appointment of a new design team, Fletcher Priest Architects, provide a welcome fresh start to the scheme. The combined expertise and experience of the client and design team as well as the long-term interest of the land owner have the potential to provide a good foundation for the design and delivery of a successful new quarter in Oxford.

We strongly encourage the team to take more advantage of the opportunities this significant scheme offers for Oxford. The current thinking is promising, underpinned by an ambitious vision and ten key design principles to create a new holistic place and the comprehensive analysis of global innovation districts is commendable. Given the limited amount of developable land in Oxford and the planned improvements to the public transportation links across North Oxford, a new quarter in this location that is urban in character is justified. We suggest exploring further how this new place could be designed to be unique to Oxford, taking into account the information from the research at this stage. More time is needed to develop the design thinking and approach and we strongly recommend a hybrid planning application to deliver the project.

The ten design principles for the Northern Gateway
The points raised at the workshop meeting have been structured around the ten design principles developed by the client and design team as below:

1. Global trajectories
2. Thomas White Oxford (TWO)'s vision
3. 'Oxford-ness'
4. Making a piece of city
5. Transforming perceptions
6. Overlaps and interaction
7. Long term adaptation
8. Landscape
9. Climate and energy
10. Mobility

We offer the following suggestions in taking the design principles forward and look forward to engaging in future dialogue as the proposal develops. It might be useful for the team to consider a

set of objectives that emerges from the exploration of each of these principles. This would help guide the project through the design and then development period.

1. **Global trajectories**

The extensive research by the design team on innovation districts and university campuses across the globe provides a solid basis for the masterplan thinking and design of Northern Gateway. To ensure the scheme is practical and resilient, the lessons learnt through these precedents could be developed more in the project by:

- Undertaking further analysis of the key themes from the growth of a campus and the use of satellite campuses, for example MIT and Cornel Technology.
- Assessing the Kings Cross masterplan in more detail given the similarities in terms of scale and the role of a university as a key element of the development.
- Continuing to compare the site and buildings to other national and international developments through urban studies to better understand and grasp the scale of the Northern Gateway.

2. **TWO's vision**

A high benchmark for this new quarter in terms of creating a place that underpins Oxford's reputation as an exemplary place to live, work and study needs to be defined in TWO's vision, informed by Oxford City Council's strategy for North Oxford, by:

- Designing a development that is innovative and deliverable, by investigating and exploring ambitious concept, for example being carbon neutral, promoting sustainable transport, integrating edible landscapes and food growing.
- Developing innovative long-term operation, management and maintenance strategies for buildings and spaces to ensure Northern Gateway remains a well-run and desirable place.
- Developing a fully integrated mix of uses that is recognisable as being part of Oxford, and that will present a positive draw to investors and researchers from around the world, and meeting their needs.

3. **'Oxford-ness'**

The extent of 'Oxford-ness' for the new quarter would benefit from further clarification in the masterplan design to demonstrate how the scheme combines ambitious, innovative global standards and the existing character of the Oxford. We suggest:

- Understanding the design briefs, ambitions and approaches of other future developments in the city centre and on the outskirts of Oxford further to ensure Oxford continues to grow and expand as a holistic place in relation to other major developments, such as Barton Park, for example.
- Understanding the character and distinctiveness of the city - the city council's work on character might be a suitable starting point. Continuing to test the building height strategy across the site to create a variegated skyline with slender and articulated buildings to make a positive contribution to the "dreaming spires" .Taller elements set against the surrounding

suburban area would reinforce the urban character of Northern Gateway as opposed to the current situation dominated by highway infrastructure.

- Providing verified views of the wider context incorporating existing and future buildings heights for better assessments of the proposed building heights. The initial studies to test long range views across the site with the proposed buildings are helpful.
  We encourage Oxford City Council to work collaboratively with the client and design team in this regard, particularly if taller buildings above the heights set in the Northern Gateway Area Action Place are proposed.

4. Making a piece of city

Currently the site layout with a series of blocks "stamped" across the site appears simplistic, evocating a business park rather than the closely knit fabric of a new quarter fostering exchange and synergies between different users. The formal character, scale and orientation of the main east-west street connecting the three parts of the site is successful, but the proposal lacks a clear hierarchy for routes, buildings and spaces and a strong focal point which is required to create a distinct piece of Oxford with a thriving urban character. We recommend:

- Exploring different types and sizes of the urban blocks to create a strong street-based character, taking cues from the historic street pattern of Oxford and small scale alleyways between places to support integration between users.
- Considering how to differentiate the fronts and backs of buildings in more detail, particularly for the mixed-use typologies to create successful street and spaces rather than backyards and service areas.
- Creating a centre of gravity at the heart of the masterplan, offering a singular/special use similar to the market square with the church in the historic town which reinforces Northern Gateway's role as a key destination in Oxford.
- Using the centre of gravity to enhance the sense of orientation for users across the site. Once this point is fixed, explore different parameters and permutations of the surrounding street layout, open spaces and buildings.
- Using both large scale and finer grained grids that would allow a more interesting urbanity and mix of uses, including large and small public spaces.
- Identifying and reinforcing different levels of use intensities in the layout of the streets, open spaces and building design. Stronger focal points in the north-east and south-west parts would be helpful in activating these areas and developing the urban character.
- Providing more clarification of the rationale for the street hierarchy and creating more opportunities to link streets and key nodes across the site, including for example, a more defined route to the service station to the north. Currently some streets do not appear to have a clear end point.
- Developing a clearer strategy for the location and distribution of uses, particularly housing, across the site including further opportunities to mix housing with other uses. Housing currently appears too concentrated and isolated in some areas, for example in the south western part of the site which appears to be mono-cultural in character and use.
- Considering a stronger edge along the south western boundary of the site to demarcate the transition between the new urban development and the meadows and nearby canal to the west. The detached houses along this edge are particularly out of place from the rest of the

masterplan and surrounding area in terms of building layout, scale and density. Precedents such as Accordia in Cambridge show how such a transition can be achieved successfully.

5. Overlaps and interactions

The success of Northern Gateway will depend on the fruitful exchange between the different user groups, the new quarter and the historic city, currently expressed by physical and social links between the new and existing communities, for example, and the use of schools in the wider area. The proposed multi-layered blocks have the potential to support social interaction between departments, residents, employees and visitors by breaking up the traditional building typologies. This is an interesting and innovative concept, but still in its early stages of development. We suggest:

- Ensuring the masterplan is well-integrated into its wider context and taking a more outward-looking and connective design approach. At present, the current design approach feels somewhat restrained by the redline boundary.
- Continuing to engage with the local authorities and communities in the wider area, particularly Cherwell District Council, given future growth to the north of the site.
- Taking a stronger three dimensional approach to the design of the multi-layered blocks, but ensuring future proofing when change occurs. The initial studies to test these blocks are promising.
- Continuing to test the building scale and massing in relation to the urban context together with the requirements for the internal uses. At present the dimension of a typical block appears bulky, akin to the typical footprints of blocks that can be found in a business park context.

6. Transforming perceptions

Currently, Northern Gateway is dominated by busy motorways. The initial design approach to the arterial roads help transform this character. Reducing the speed of the A44 and limiting the car parking on the site identified in the Northern Gateway Area Action Plan are positive moves. To further transform the current perception of the area we suggest:

- Announcing the new quarter to car drivers heading south from the Peartree roundabout by a distinct change in quality in the street design, for example by planting new trees and introducing well-designed street furniture, and robust, long-lasting paving material.
- Taking a bolder and more strategic approach to the site edges, particularly when seen from the A34 which offers the opportunity to develop a city view that matches Oxford's reputation.
- Reconsidering the multi-storey car parks along the A40. Given this is a major thoroughfare into the city centre, it warrants active building uses which the uses as currently proposed cannot provide.

7. Long term adaptation

At this stage a more holistic and realistic approach to the project is required to ensure this new piece of city will be truly transformational, future-led and innovative, to be able to take into account changing demographics and requirements, transport and technological advances. This is

particularly important with regards to the infrastructure works which seem to be a series of smaller, disconnected interventions without a clear perspective. We encourage Oxfordshire Council and Oxford City Council to define and express their long-term requirements regarding future ambition and innovation at this stage. It would be beneficial to:

- Reconsider the street widths as more infrastructure will require more space which may lead to increased building heights and impact on the proposed building typologies.
- Embed long-term adaptability as a design driver in developing plots and block designs.

8. Landscape

The landscape design starts weaving in the characteristics of the meadows surrounding the site while enhancing the urban setting of Northern Gateway. The concept of a sequence of larger open spaces that are urban in character, serving a wide variety of user groups is positive. However, a stronger landscape narrative and strategy that is fully embedded in the vision for Northern Gateway, strategically addressing the challenges of this new piece of Oxford is required to develop a landscape that is resilient, promotes biodiversity, health and well-being and an active lifestyle, integrates sustainable water management and can sustain a growing population and adapt to their needs over time. We recommend:

- Developing different characters for 'wild' green spaces across the site to help ensure that the open spaces support active uses and do not feel sterile.
- Thinking in more detail about how the existing landscape to the south west of the site adjacent to the canal and wildflower meadow could be integrated, in order to make best use of it as a green and active buffer to the surrounding areas and as an open space that is easily accessible and used frequently, providing a series of 'green rooms' that can be used for leisure and play.
- Exploring ways in which this green space could extend into the site, for example, through a series of green fingers that connect the central parts of Northern Gateway with the surrounding meadows.
- Investigating whether car parking could be integrated within the open spaces to help better distribute car parking across the site and avoid large, concentrated car parking zones or congested streets. Lessons on how other European university cities have dealt with car parking to maximise public space need to be considered. The Northern Gateway offers the opportunity to be innovative.
- Exploring further initiatives for roof planting.

9. Climate and energy

We note that at this stage of the proposal strategies for climate and energy, in line with an overall strategy for sustainability, are yet to be developed. It will be worth developing the green and blue infrastructure, including sustainable urban drainage, much more in the landscape design to support the overall sustainability of this proposal.

10. Mobility

We encourage Oxford City and Oxfordshire County Councils to continue working with the client and design team on the street layout and detailed design, and to provide necessary information on

the future strategy for public transportation. It will be important to see how these plans are being meaningfully and strategically embedded in the proposals. The approach to movement and mobility of users across Northern Gateway, particularly pedestrians and cyclists, and sustainable urban drainage requires further thought and detail. We suggest:

- Exploring in more detail how the buildings and roads could be better designed to mitigate noise, air pollution and congestion along the highways, and the initial attempts to do so in the design approach.
- Identifying different means of access for pedestrians, cyclists and cars across the site and ensure these are secured in the design approach and detail of these routes.

Planning application
We recommend a hybrid planning application to initiate development and provide long term guidance to ensure a successful new place will be delivered. To ensure the design of the buildings and spaces is driven by the highest ambition in terms of design, details, materials and construction, we recommend:

- Developing an illustrative masterplan supported by parameter plans to help set and define the ambition for the Northern Gateway, as individual proposals are likely to emerge at different stages of the masterplan delivery.
- Developing public realm and open space, streets, key buildings elements in Phase 1, to set a high standard for the proposal should be part of the detailed application.
- Key performance indicators such as biodiversity, carbon use, water, microclimate should be identified at this stage to help set high environmental and social targets throughout the masterplan delivery and construction.
- Ensuring that the Design Code, if one is developed for this masterplan, is understood by everyone.

Attendees

Design Workshop Panel

Keith Bradley (chair)
Jon Rowland
Noel Farrer
Tom Holbrook

Scheme presenters

William Donger	Thomas White Oxford
Marcus Mackay	Thomas White Oxford
Jonathan Kendall	Fletcher Priest Architects
Stina Hokby	Fletcher Priest Architects
Martha Alker	Townshends Landscape Architects

CONFIDENTIAL

Nick Church	Peter Brett Associates
Rob Linnell	Savills

Local Authority

Andrew Murdoch	Oxford City Council
Gill Butter	Oxford City Council

Design Council Cabe staff

Thomas Bender
Victoria Lee

Confidentiality
Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that we are kept informed of the progress of the project, including when it becomes the subject of a planning application. We reserve the right to make our views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require our views to be kept confidential, please write to cabe@designcouncil.org.uk.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

2. 8 June 2017

CONFIDENTIAL

Oxford North (Northern Gateway), Oxford City Council

Design Workshop

Notes from 8 June 2017

Thank you for attending the Oxford Design Review Panel (ODRP) Design Workshop on 8 June 2017. Having advised on the masterplan in October and December 2014, and again in April 2016, we welcome the opportunity to comment on the proposal as it progresses towards a planning application. This report is our formal advice following the Design Workshop of 8 June 2017.

Introduction

The intention to develop Oxford North, formerly known as Oxford Northern Gateway, as an innovation district at the forefront of international practice, supports Oxford's and the UK's role as a global leader for innovation and research. Expanding Oxford's offer by creating a new, concentrated and highly appealing district for the activities and people involved in the knowledge economy appears to be an entirely appropriate and exciting proposition for this part of the city. We continue to support the high aspirations of the developer, Thomas White Oxford (TWO), which match the project's importance as the city's largest proposed development.

We recognise and welcome the significant amount of work that has gone into developing both the masterplan and the proposals for Phase 1A since the last Design Workshop, and the very helpful presentation at this Design Workshop. We support the approach of submitting a hybrid planning application. However, some of the major opportunities presented by the site, as referred to in our last advice letter, have not been taken advantage of in the current proposal. Overall, we think that the 10 overarching design principles for Oxford North are not yet successfully addressed and delivered in the current proposal. Principally, we see a paradox between the ambition of a thriving, urban innovation district of international status and appeal, and the character shown in the drawn proposals. The masterplan appears seems to be missing development at the important level of urban design, which is essential to bridge the gap between the strategic masterplan approach and the design of individual buildings.

In our view, more time and work are needed to develop the masterplan and Phase 1A. We make the comments and suggestions below on this basis, to assist the local authority, developer and design team achieve the purpose and ambitions of the project.

Masterplan

As the proposals for Oxford North develop and a new piece of city emerges, the demands of creating an appealing, resilient district come into sharper focus. This gives all parties the opportunity to shape Phase 1A in light of the developed masterplan scheme and vice versa. In this context, we make the following points about the key moves that will underpin the success of the development.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

Design Council

CABE

CONFIDENTIAL

Sustainability

- The scheme appears to be missing a world-class ambition for sustainability. The proposed energy sharing loop system for heating, cooling and the provision of hot water is very positive but we would expect the scheme to take an even bolder strategic approach to the management of carbon, energy and water. We encourage TWO to establish a sustainability strategy with the aim of enabling the district to function independently – to be as 'off-grid' as possible – in relation to resources. The elements of the strategy should be developed and incorporated into the drawings to make sure that sustainability helps drive decision-making on the physical form of the development.
- We suggest devising a range of environmental indicators, benchmarking current performance, setting targets for the future and reporting on those indicators at regular intervals over time.

Spatial identity

The historic environment of central Oxford generates many questions about the characteristics of the new innovation district, and the way in which those characteristics are informed by, and how they are distinct from, existing 'Oxfordness'. Taking on board TWO's vision for the development and the City Council's position on 'Oxfordness', we make the following points about identity, as a fundamental aspect of the new innovation district.

- The masterplan and the Phase 1A proposals currently appear to mix urban, suburban, campus and business park characteristics and thus lack a clear spatial identity. The applicant team have set out to create an integrated urban environment and the City Council is seeking an 'Oxfordness' based on streets and spaces but the drawings do not show a clear typology of built form and external spaces.
- The blurred spatial identity means that the streets, plots and blocks are not yet working together well enough to create a coherent place. The blurring is also causing many issues in Phase 1A, as set out ahead.
- It is essential to define the identity of the innovation district – in terms of routes, density, layout and character – and apply it from the vision through to the drawings. We think that either an urban or a campus-like environment could work well; useful reference points may be found in edge-of-town university campuses such as that at Lancaster University.
- In our view, the 'Oxfordness' of the new district could be a new embodiment of existing characteristics of the city. We recommend not making literal references to Oxford's historic environment in the new architecture.
- To realise the intended spatial identity, a stronger urban design proposal is needed. This should be informed by daylight and sunlight studies, which will help ensure that the buildings shape external spaces that provide suitable comfort, warmth, shade, shelter and appeal.
- We recommend exploring greater diversity in building heights and density across the masterplan area, potentially with some taller buildings and a finer urban grain, to enhance the district's character and sense of place. At present, the built form appears rather homogenous and bland in terms of height and grain. The development could create a more impressive first impression of Oxford as drivers approach the city from the A34 with some taller buildings and a more interesting profile of roofs.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

- We welcome the efforts to respond to the surrounding context but think the scheme could build on and respond to the character of the adjacent areas to a greater extent. Given the scale and significance of the development, we recommend exploring what could be achieved to transform this part of Oxford in partnership with neighbouring landowners and in relation to Oxford Parkway rail station. At present, the proposals show signs of having been developed too strictly within the boundary of the outline planning application and to a rapid timetable, limiting the development's ability to respond to future opportunities on the land around the site.

Infrastructure

- We suggest reviewing some ways in which infrastructure is being invested in. We strongly support 'humanising' the A40 and A44 by reducing vehicular speeds and improving the character of these roads. We wonder whether sustainability mechanisms and the 'humanity' of the new Thomas White Street should also be prioritised as part of the investment in infrastructure.
- The innovation district will evolve over time, both during its planning and design, and as a dynamic place once built. With the growth of the district and the anticipated shift away from car-based travel, we recommend planning for future densification – for example by re-purposing proposed car parking areas – which could help make the district feel more like existing parts of Oxford.

Landscape

- We recommend establishing a stronger vision for the landscape across the masterplan area. This should identify landscape-related outcomes as part of the sustainability strategy and provide the foundations for character areas, a rich urban ecology, seasonal change and landscape management – these are not yet evident in the drawings.
- The maintenance and management of the landscape will be crucial to the long-term appeal of the district; careful planning in relation to S106 contributions, ownership, access and responsibilities will be needed. For areas of external space that are managed by the landowner, we would advocate providing public access as far as possible.
- Landscape could be part of design codes and indicators that ensure that each delivery phase plays its part in creating an appealing and environmentally harmonious environment.
- We suggest exploring ways in which the open spaces and landscape could feel 'wilder', to connect the new district with its natural surroundings.

Meanwhile uses, arts and play

- Given the project's long-term timeframe, we strongly suggest deploying temporary ('meanwhile') uses across the masterplan area, as the phases of development evolve and are implemented. Meanwhile interventions and activities would bring life to parts of the site not yet being developed in a permanent way, and enable a range of uses and physical forms to be tested for success. Installing long-term vegetation and nursery planting for future use across the district will also make effective use of the site.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

- We strongly recommend establishing an arts strategy for the innovation district, through which residents and workers can enjoy a range of artworks and activities.
- Given the number of homes in the scheme and the anticipated blurring of home and work life, we also recommend developing a play strategy.

Committing to the above approaches would, in our view, both enable TWO's ambitions to be realised and be important in selling the innovation district to its international audience of investors, researchers and innovators.

Phase 1A

In principle, the part of the site indicated for Phase 1A appears to be suitable to develop first. Humanising the A40, installing the new link road (Thomas White Street) and providing the red hall, a flexible workspace building, a residential building and new outdoor spaces make for a sound set of components to be delivered as Phase 1A. We would question the viability of retail provision in the first phase, unless greater vitality and footfall can be achieved through other modifications to the proposals.

Movement, streets, spaces and parking

- The humanisation of the A40 appears not to go far enough and we suggest reviewing the highways proposals and the workspace building to create a route that feels and operates more like a 30mph street.
- To achieve a strong and intuitive sense of place, we recommend creating a stronger hierarchy of routes and spaces within Phase 1A and providing more visual material to illustrate each street, square, courtyard or garden.
- We welcome the aim to support modal shift to active and sustainable travel through this project and the intention to minimise the effects of cars on the public realm. We suggest exploring ways to further reduce reliance on cars in the detailed proposals for Phase 1A.
- Accommodating necessary cars at basement level is positive; to help ensure that the public realm is sufficiently activated we recommend establishing outdoor pedestrian routes to the car park rather than internal circulation routes in buildings.
- The proposals for the Thomas White Street do not yet fully contribute to the ambitions of the project. We question the principle of building out only the south-east side of this street at this stage, as this dilutes the physical form, character and vitality of the new district's principal route and destination.
- We also recommend reviewing the way that Thomas White Street is contained and activated by building frontages along it, its width and accessibility for vehicles. Becoming pedestrian-only during working hours could support the goals of the innovation district.
- The temporary car park on the north-west side of the street makes a statement that is not in line with the intended environmental aspirations or shift away from car-based travel. We suggest that there should be greater emphasis on creating a more complete street by activating both sides of the street in Phase 1A to establish this important part of the new district's identity from the outset.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

- The other open spaces in Phase 1A have the potential to be enjoyable although there is a risk that they detract from the primary routes, which are key to the district's character and vitality. While we welcome the location of the proposed public square, its location adjacent to the residential buildings is unlikely to be successful without more spatial containment, at least by a building on its east side.
- The courtyards proposed on the north-east side of the workspace building could be charming but we worry that their orientation, shaded by the building, will limit their appeal.

Landscape

- Across Phase 1A, the landscape proposals could go further to create a more ecological environment and a more distinctive, dramatic sense of place.
- More information on the proposed landscape is needed – for example to show that this quantum of tree canopies will create spaces below that work for plants and/or people throughout the year. We would remind the team that planting trees over a basement car park will require a minimum a tree pit depth of 1.5 metres.
- We strongly recommend expanding what is delivered in Phase 1A to include structure planting, including the proposed buffer to the A34.

Buildings

- In principle, a series of carefully designed buildings with a humane industrial feel appears appropriate for Oxford North.
- The concept of the red hall, as a hub for business and social activity with a distinctive form and appearance, is positive. The building's proposed colour is enlivening although we worry about the building's north-east elevation, where the lack of activity and articulation at ground floor level do not support the building's purpose.
- The workspace building is set to provide good accommodation for emerging knowledge-based businesses but its contribution to the wider urban form is more limited. This building does not yet play its part in the efforts to transform the A40 into a more humane street; one or more entrances, activity and a more 'open' architecture on its south-west side would make the A40 more inhabited and less hostile. We also recommend creating greater clarity on what is the 'front' and the 'back' of this building, and strengthening the building's corner at the junction of the A40 and Thomas White Street.
- In terms of the proposed envelope materials for these buildings, departing from traditional materials may well be successful here. However, both metal and glass are problematic because they lend themselves poorly to human-scale articulation at ground floor level or to adaptation – essential for the activities in the buildings to remain relevant and successful over time. We welcome the clay bricks proposed for the workspace building but are concerned that elevations that are primarily glass promote division, between 'inside' and 'outside', and potentially between 'insiders' and 'outsiders'.
- We would welcome the opportunity to comment further on the residential buildings and to see floor plans for the new homes. Given the project's ambitions, the residential buildings' contribution to the spaces around them and the quality of the internal and external spaces for residents ought to be of the highest standard.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

Next steps

In addition to the points above, we offer the following advice to take the project forward and to de-risk the planning process.

- Creating a successful new district will be dependent on open dialogue and collaboration between TWO and the City Council. This will need to tackle the apparent tensions between some of the aspirations of the developer and the local authority, recognise that Area Action Plan was prepared before this scheme was developed, and address the issues that we have identified in this report. Drawing ideas and options that are not constrained by planning application requirements may aid the process of dialogue.
- We recommend establishing robust governing principles, for example by strengthening the parameter plans and/or through design codes. These principles should define and commit to the nature of routes, other external spaces and built form across the masterplan. They should provide clarity on what is required of new buildings and spaces, and on what can flex as the district is designed, built and adapted over time.
- We would like to see the scheme again before a hybrid planning application is submitted, to see how the issues identified have been addressed and to review the proposals for the residential buildings in more detail.

We have confidence that the applicant team and the local authority can tackle the issues we have raised and deliver a world-class innovation district at Oxford North.

Attendees

Design Workshop Panel
Keith Bradley – Chair
Jo van Heyningen
Alan Berman
Noel Farrer
Tom Holbrook

Scheme presenters

Julian Barwick	Thomas White Oxford
Keith Priest	Fletcher Priest Architects
Joe Sweeney	Fletcher Priest Architects
Jonathan Kendall	Fletcher Priest Architects
Stina Hokby	Fletcher Priest Architects
Robert Townshend	Townshend Landscape Architects
Gary Alden	Townshend Landscape Architects
Jerry Hargreaves	Peter Brett Associates

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

CONFIDENTIAL

Tony Russell	Peter Brett Associates
Rob Linnell	Savills
Olivia Lane-Nott	Spacecraft Consulting

Local Authority

Andrew Murdoch	Oxford City Council
Nadia Robinson	Oxford City Council
Adrian Arnold	Oxford City Council
Maura Cordell	Oxford City Council

Design Council Cabe staff
Rachel Toms
Victoria Lee

Confidentiality
Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that we are kept informed of the progress of the project, including when it becomes the subject of a planning application. We reserve the right to make our views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require our views to be kept confidential, please write to cabe@designcouncil.org.uk.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

3. 24 May 2018

CONFIDENTIAL

Julian Barwick
c/o Rob Linnell
Savills
33 Margaret Street
London
W1G 0JD

13 June 2018

Our reference: DCC0605

Oxford City Council: Oxford North (Northern Gateway)

Dear Julian Barwick,

Thank you for attending the Oxford Design Review Panel (ODRP) Design Workshop on 24 May 2018. Having advised on the masterplan in October and December 2014, and again in April 2016 and June 2017, we welcome the opportunity to comment on the proposal as it progresses towards a planning application. This report is our formal advice following the Design Review of 24 May 2018.

Introduction

The intention to develop Oxford North, formerly known as Oxford Northern Gateway, as an innovation district at the forefront of international practice, supports Oxford's and the UK's role as a global leader for innovation and research. The narrative for the project - a place for creating and making - and the industrial references for the architecture are sound concepts that have the potential to create a place that is full of character. Whilst we understand the historic environment of central Oxford generates many questions about how the characteristics of the new innovation district are informed by the city, we think that the new neighbourhood need not make literal references to Oxford's historic environment and can create its own bespoke local character in its design.

We recognise and welcome the significant amount of work that has gone into developing both the masterplan and the proposals for Phase 1A since the last design workshop, and the helpful presentation at this design review. We think that the urban design and landscape for the overall masterplan have progressed alongside the concepts for the principal spaces and buildings. To further refine the proposals for the masterplan, the neighbourhood might benefit from further enhancement of the focal point for activity, routes and spaces and more ecological connectivity between the key green spaces.

However, we have some strong concerns regarding the quality of the internal and external residential environment being proposed in Phase 1A. The configuration of the residential building results in too many single aspect north facing units and long, dark corridors, whilst the site layout creates issues with the use and ownership of outdoor space (e.g. public pathways through semi-private amenity space). We also have concerns regarding the proposed approach whereby the residential building is excluded from the detailed planning application. We do not support the principle of a hybrid application which excludes the residential accommodation as it would set limits and constraints for this building before the wider design issues are resolved.

Registered charity number 272099

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

We think there are potentially two options in terms of the planning approach: either the residential building in Phase 1A is further developed and incorporated in the detailed application, or an outline application with robust parameters and guiding principles for the site is submitted prior to submitting detailed plans at a later stage.

Masterplan
This new neighbourhood will act as an introduction to Oxford City from the north and therefore its identity, strategic connectivity with the wider network of movement routes and amenity spaces and links with neighbouring areas will be important. The proposed density works well on this site and translates into a spacious neighbourhood. We believe there is scope to increase the proposed heights and densities across parts of the site. The proposal would benefit from some more work on the experience for the people that will live there (how will older people use the site as an example).

Streets and infrastructure
We welcome the aim to support modal shift to active and sustainable travel through this project and the intention to minimise the effects of cars on the public realm. The development would benefit from further prioritisation of sustainable modes of transport, including walking and cycling. The ambitions to carry out works to humanise the A40 and A44 by reducing vehicular speeds and improving the character of these roads is commendable but we think there are too many lanes proposed for the vehicular routes prioritising vehicles and constricting movement for people. The temporary car park could reinforce parking demand in the area. More thought could be given to how the bus and cycle lanes will work in practice and whether they will be pedestrian friendly, particularly around bus stops. We would however advise against excessively demarcating different routes, as an example, blue painted cycle lanes can give the impression that cyclists have priority over pedestrians.

The new link road connecting the A40 and A44 has an important role in this new neighbourhood, concentrating commercial activity along this street would make it feel vibrant and therefore it would benefit from more activation.

Landscape
Overall the landscape has been well-developed since the last review. The concepts for connecting the existing and proposed open spaces to the east and west of the masterplan with the Green at its heart, and the role and function of these open spaces within this development is promising but they would benefit from further work to provide a clear hierarchy of spaces with individual characteristics. We wonder whether there may be merit in designing the principal square and the green to work as one space that have a clear relationship with each other to enhance the heart of the site. Whilst the three key open areas provide amenity space for people, the neighbourhood would benefit from smaller, more intimate spaces and medium-sized spaces for respite and relaxation that can play a role in providing visible greenery throughout the development and opportunities for contact with nature as well as connecting the larger spaces. The edge of the site is likely to experience noise from cars and consequently may be less frequented by people. However, these edge spaces could be designed as a wilder, more biodiverse space to connect the new district with its natural surroundings.

At the next stage of the design process we would advise considering overshadowing of the open spaces within the site, identifying key desire lines to inform movement routes within the

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

larger amenity spaces (the green as an example) and exploring the selection of tree species in terms of size and type to reinforce the hierarchy of public space. In addition, management of the landscape and how adopted and non-adopted roads will be treated and maintained in the long term will be crucial to delivering quality; careful planning in relation to S106 contributions, ownership, access and responsibilities will be needed. A landscape phasing plan will ensure public benefits and providing good quality amenity spaces for recreation, social interaction and relaxation are delivered from the outset of this project.

Uses and buildings
In terms of the architectural identity, the visuals for the commercial buildings appear promising, the repeated gables will create a memorable form whilst also making reference to Oxford's skyline. Drawing upon Oxford's industrial heritage is a sound approach which will create a district that has its own distinct character within Oxford. However, we would recommend exploring a greater diversity in building heights across the masterplan area. We think that the 'towers' proposed for the northern part of the site may appear squat due to the height restrictions. There may be scope in some areas to increase the height beyond the limits of the Northern Gateway Area Action Plan (AAP) which could be explored with Oxford City Council.

The distribution of uses across the site appears appropriate but we would recommend exploring how flexibility for the commercial uses could be accommodated in the plan and configuration of the buildings in order to accommodate a wide variety of businesses (including 'anchor' clients) – in the event an occupier wanted a larger floorplate for their premises. Given the project's long-term timeframe, the phasing and curation of meanwhile interventions and activities would bring life and vibrancy to the site at an early stage and will be important.

Phase 1A
In principle, the part of the site indicated for Phase 1A appears to be suitable to develop first as it would include principal green spaces and a vibrant mix of uses. Humanising the A40, installing the new link road and providing the red hall, flexible workspaces, a residential building and new outdoor spaces make for a sound set of components to be delivered as Phase 1A.

While we understand the need for a car park in Phase 1A, we think that if possible the proposed car parking in Phase 1A should be located in its future permanent location. This will help to reduce disruptions to users across phases. Also, we think that the total amount of car parking across the site should be consistent in the short and longer term to help manage car usage on the site in the future. We support the ambition to incorporate trees in the car parks at the earliest possible stage, and to retain these trees in their original location across phases. It is evident there are good ambitions for carbon neutrality and these interventions have been well considered – by avoiding on-site clutter. The environmental credentials for the scheme could be much stronger and we would recommend exploring potential for greens roofs and renewable energy etc in this phase.

In terms of the architecture, we think there are potentially too many competing buildings with a strong identity/architectural character and we think the development might benefit from fewer special buildings that stand out and have a clear role.

However, we are concerned by the proposed omission of the residential block from the detailed planning application as this building will be important to the urban design of Phase 1A

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

and the living accommodation for the first residents. The current configuration of the residential building results in too many compromised units, whilst there are conflicts between private, public and semi-private routes and spaces potentially resulting in safety and privacy issues. We would advise that these issues are resolved before a planning application is submitted.

Red hub building
The concept of the red hall, as a hub for business and social activity with a distinctive form and appearance, is positive and the building's proposed colour is enlivening. This building will stand out within the new neighbourhood and could potentially be perceived as a marker building that defines the centre and will be used for way-finding - due to its unique identity. There is concern over its location and relationship with the outdoor space as it is not visible from the principal public square and felt it would be better positioned adjacent to this key space. It would therefore be worth continuing to explore its relationship with the key principal open space and the public square proposed to the east of the residential building within the site.

Commercial buildings
The design for the workspace buildings is promising and the language of the gabled roofs is a good interpretation of the character of the City of Oxford.

Residential building
The proposed typology and design for the residential building creates poor quality accommodation and is therefore not an appropriate precedent for the rest of the masterplan area – with some single aspect north facing units and long corridors. We recommend considering alternative configurations.

- We are not convinced by the form and choice of materials for this building and would advise reviewing alternatives. We think the dark façade treatment, curved form of the building and projecting balconies creates a building that appears austere in appearance.
- The form and configuration could potentially create ambiguity over the fronts and backs of the building and this should be clarified to inform the location of the entrances.
- It will be important to consider mixture of tenure at an early stage and how to distribute the affordable units appropriately across the site.
- Full-length glazing would allow clutter to be visible from outside the building due to the storage of items by the window and might make the occupiers feel exposed.

Movement, streets, spaces and parking
The significant amount of public spaces and movement routes in this phase create ambiguity over their role which can create confusion over public and private spaces. This may result in some routes feeling under-used and over-use of other spaces impacting the residents' quiet enjoyment of their amenity space being compromised. These spaces should be either public or private but not both. In particular, we are not convinced that the route between the two buildings will be well used as it is not clear if it is for public use and where it leads to. We question the necessity of the public route through the communal residential garden which will disperse footfall from the principal streets and routes and compromise the usability of this space for residents due to its lack of privacy.

Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
info@designcouncil.org.uk www.designcouncil.org.uk @designcouncil

Design Council

CABE

CONFIDENTIAL

Landscape
Overall this phase would benefit from enhancement of the distinct spaces and emphasis of the centre/focal point to make it clear where the heart of the neighbourhood is. As an example, there is a duplication of the two squares and it is not clear the role and function these spaces will separately play in the neighbourhood. It would also be worth clarifying the function of the key spaces in terms of whether they will be active or passive spaces and if they will be urban or suburban in character.

Conclusion
We hope the advice contained in this letter provides useful guidance at this stage of the design and planning process. We strongly encourage the design team to continue the positive work delivered in the masterplan into the design and planning approach to Phase 1A. Should you have any queries please do no hesitate to contact us.

Oxford Design Review Panel
Keith Bradley
Jo van Heyningen
Karl Fitzgerald
Noel Farrer
Jon Rowland
Mark Swenarton

Attendees

Jonathan Kendall	Fletcher Priest Architects
Stina Hokby	Fletcher Priest Architects
Philip Pryke	Fletcher Priest Architects
Robert Townsend	Townsends Landscape Architects
Martha Alka	Townsends Landscape Architects
Olivia Lane-Nott	Space Craft Consulting
Jeremy Hargraves	PBA – highways
Phil Kelly	Hoare Lea - sustainability issues
Robert Linnell	Savills – planning
Adrian Arnold	Oxford City Council
Gill Butter	Oxford City Council
Andrew Murdoch	Oxford City Council
Nadia Robinson	Oxford City Council
Mai Jarvis	Oxford City Council
Victoria Lee	Design Council
Annabel Osborne	Design Council

Confidentiality
Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that we are kept informed of the progress of the project, including when it becomes the subject of a planning application. We reserve the right to make our views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require our views to be kept confidential, please write to cabe@designcouncil.org.uk.

Registered charity number 272099

Appendix 7

WEST AREA PLANNING COMMITTEE 24 September 2019

Please note this version of the committee report includes two corrections that were given as verbal updates at committee (paragraphs 10.47 and 10.179).

In addition, minor corrections have been made in paragraphs 10.124 to 10.140. These changes do not affect the overall assessment of the highways impact.

Application number:	18/02065/OUTFUL
Decision due by	20 November 2018
Extension of time	30 September 2019 for committee resolution
Proposal	Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m2 (GIA) of employment space (Use Class B1), up to 550 m2 (GIA) of community space (Use Class D1), up to 2,500 m2 (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received)
Site address	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road – see **Appendix 1** for site plan
Ward	Wolvercote Ward
Case officer	Nadia Robinson

Agent	Mr Robert Linnell, Savills	**Applicant:**	Thomas White (Oxford) Ltd
Reason at Committee	Major application		

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in **appendix 3** of this report and grant planning permission, subject to:

- the receipt of a formal response from Highways England raising no objection to the application;
- the satisfactory completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended Heads of Terms which are set out in this report;
- the agreement of appropriate arrangements with Oxfordshire County Council and the applicant about the use of Community Infrastructure Levy payments; and

1.1.2. **agree to delegate authority to the Acting Head of Planning Services to:**

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Acting Head of Planning Services considers reasonably necessary;
- finalise the recommended legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the Heads of Terms set out in this report (including to dovetail with and, where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Acting Head of Planning Services considers reasonably necessary;
- complete the Section 106 legal agreement referred to above; and
- issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers a hybrid planning application for a 26-hectare site in the north of Oxford comprising an outline application with all matters reserved except access, and a detailed or ‘full’ application for part of the overall site.

2.2. The site, referred to in the application as ‘Oxford North’, falls into three, fan-shaped parcels of land to the north and north-west of the Wolvercote roundabout through which run the A44 and A40. The northern boundary of the site is formed by an elevated section of the A34. The site forms the most part of the ‘Northern Gateway’ which is a site allocated in the Core Strategy and which has its own Area Action Plan (AAP).

2.3. The Northern Gateway is a key strategic site which has been allocated in the Core Strategy for 90,000 square metres of employment space for the knowledge economy – science and technology, research, bio-technology and spin-off companies from the universities and hospitals. One of the objectives of the Oxfordshire Local Enterprise Partnership (OxLEP) Strategic Economic Plan for Oxfordshire 2016 is to deliver flagship gateway developments and projects that stimulate growth; Northern Gateway is identified as such a project. The site allocation also includes up to 500 housing units and other related uses that would support the employment use.

2.4. The red line of the planning application does not include all of the AAP area. Peartree Park and Ride, the Peartree services, the existing built form in the south of the site (garage, service station, BT station and hotel) and two parcels of land (in the south-west owned by Oxford City Council, and in the north owned by Merton College) are not included within the red line.

2.5. The planning application follows a constructive and collaborative period of pre-application discussions between the City Council and the applicant beginning in 2014, with close involvement from the County Council and Highways England.

2.6. In order to assist the Northern Gateway site to come forward for development, £5.9 million of Local Growth Fund money was allocated to improve transport in the north of the city by OxLEP. It has been agreed this will be used to complete the A40 works that form part of this planning application, with the work to be carried out by the County Council.

2.7. Oxford City Council applied for £10 million of Homes England’s Housing Infrastructure Funding (HIF) (Marginal Viability) to use for infrastructure to support delivery of housing at Northern Gateway. The funding will be used at the start of the development, should permission be granted, to provide the infrastructure, such as internal roads, needed to deliver homes on site.

2.8. The application is a hybrid application comprising an outline application for the whole site, and a detailed application for an element within the overall site. All matters, except for access, are reserved from the outline application. This means that development of the rest of the site, besides the detailed application, would come forward as reserved matters applications with details of the appearance, landscaping, layout and scale. The full details of what is included in the application are set out in **section 6** of this report.

2.9. In summary, the outline application seeks permission for 87,300 square metres of employment space and 480 residential units. This falls just short of the overall AAP allocation because the site red line omits two parcels of land (in the south-west owned by Oxford City Council, and in the north owned by Merton College) that could accommodate the shortfall. The application also includes significant works to the A40 and A44 to calm traffic speeds and transform them into urban boulevards with upgraded cycle and bus lanes. It also details the access proposal from these two main roads to the three parcels of development land.

2.10. The detailed part of the application is for a parcel of land in the centre of the site, close to the A40, on which is proposed three employment buildings totalling 15,850 square metres: two Workspace buildings clad in clay tiles with gabled open ends facing the A40 are proposed as well as building known as the Red Hall which is proposed as an incubator space for small enterprises and hub of the development. The adjacent link road between the A40 and A44, and the central park known as The Green are also proposed in detail. The whole of the A40 improvement works are included in the detailed application, as well as a temporary junction from the link road onto the A44.

2.11. The application falls within the parameters of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and is Environmental Impact Assessment (EIA) development. The application was submitted with an Environmental Statement which was supplemented with further information at the request of the City Council. Having assessed the submitted application, officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to assess the environmental impact of the proposal.

2.12. The report sets out that, taken as a whole, the proposals align with the vision of AAP and accord with the Development Plan. The key issues are summarised below.

2.13. The quantum of Affordable Housing proposed is 35 per cent with a tenure split of 80 per cent social rented and 20 per cent intermediate housing. This follows a detailed and thorough period of viability appraisal between the Council's viability consultants and the applicant's viability consultants to seek to improve value and viability of the scheme and maximise the quantum of Affordable Housing the development can afford. As set out in **section 10b** of this report, the applicant's proposal of 35 per cent Affordable Housing at a 80:20 tenure mix is the maximum that the development could reasonably support. The legal agreement would include a review mechanism so that, if the development proves to be more viable than expected, this can be captured for the benefit of Affordable Housing.

2.14. Transport and highways issues are central to the scheme. Extensive consultation with the County Council and Highways England has been carried out to get the highways proposals right. These are based on robust and heavily tested traffic modelling to predict the impact of development.

The approach has been conservative; this modelling does not include some planned improvements as part of demand management measures the County Council is undertaking. The 'humanising' of the A40 and A44, low levels of car parking for the employment uses and the various upgrades to bus, cycle and pedestrian infrastructure are anticipated to support a shift towards sustainable transport.

2.15. Less than substantial harm has been identified to two heritage assets (the setting of both Wolvercote with Godstow Conservation Area and the Manor and Church Farmhouses), at low and moderate levels respectively. The assessment is set out in **section 10d**. The balancing exercise required by the NPPF for less than substantial harm to heritage assets concluded that the public benefits of the development significantly outweigh the harm. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.16. The outline application sets the design parameters, based on the AAP Design Code, while the full application provides more detailed proposals for one parcel of development within these parameters. The illustrative masterplan and details within the Design and Access Statement: Masterplan demonstrate the proposal's high-quality urban design. The overall landscape proposals and public spaces further assure that the development would be well-designed. The proposals have been reviewed on three occasions by the Oxford Design Review Panel (ODRP) and have received support from the panel, particularly in respect of the site-wide masterplanning and the architecture of the Red Hall and Workspace buildings.

2.17. A fundamental part of the energy strategy for the proposed scheme is a site-wide energy sharing loop network. High efficiency water to water heat pumps would provide space heating and cooling for all buildings, as well as domestic hot water. These heat pumps will be linked to the site-wide energy sharing loop connected to ground source energy boreholes. The proposed energy loop network is innovative and offers a low carbon energy solution with no harmful air quality impact. BREEAM Excellent is being targeted for the buildings in the detailed part of the application, which is welcome.

2.18. The report considers the material planning considerations and concludes with a summary of the economic, social and environmental impacts. In reaching a recommendation, officers have weighed up the benefits and dis-benefits of the proposed development relative to all material considerations discussed in this report. Overall, the proposed development would bring significant public benefits that accord with these three strands of sustainable development, as set out in the NPPF.

2.19. Having taken into account the provisions of the Development Plan, the policies in the NPPF, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval subject to the

planning conditions set out in **appendix 3** and a Section 106 legal agreement whose Heads of Terms are set out in **appendix 4**.

3. LEGAL AGREEMENT

3.1. This application is subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the following planning obligations:

- **Affordable Housing**: on-site provision, Affordable Housing adjustment, viability review
- **Public realm**: public open space, children's play space, public art, management plan
- **Transport and highways**: corridor works – A44 and A40, on-site infrastructure, Peartree interchange improvements, car parking management plan, travel plans, travel plan monitoring contribution (£6,000), variation of Traffic Regulation Order in relation to crossings to create safe routes to school (£5,000), contribution for local bus service enhancements (£2.88 million) – all financial contributions to be index-linked to maintain the real value of the payments
- **Other financial obligations**: carbon offset contribution should targets not be reached, off-site biodiversity enhancements
- **Restricted use**: employment space for occupiers within relevant knowledge economy sector
- **Employment initiatives**: community employment plans
- **Non-financial obligations/other**: notices, housing mix, accessibility, energy loop, health and sustainability, sustainable drainage, facilitating comprehensive development, mortgagee's consent, interest
- **Oxford City Council obligations**: spending of contributions, CIL agreement with Oxfordshire County Council, infrastructure in lieu of CIL, external funding, seeking contributions, neighbouring land obligations
- **Oxford City Council fees**: monitoring costs, legal fees

3.2. The Heads of Terms of the legal agreement, under the above headings, are set out in more detail in **appendix 4**, with some individual items discussed under the relevant part of **section 10** of this report.

3.3. A separate agreement, which is referred to within the Section 106 legal agreement, is to be made between the City and County Councils regarding the use of CIL money for infrastructure to reflect the City Council's City Executive Board (CEB) resolution to apply CIL receipts generated from future strategic scale development at Northern Gateway/Oxford North in order to fund investment in highways/transport infrastructure provision to support the delivery of the Northern Gateway strategic site allocation. The applicant will be funding through the planning agreement works directly and proportionately related to the development. CIL will be used to fund

additional works that benefit development in the wider allocation area, and the community at large.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The full element of this hybrid planning proposal is liable for CIL of £456,955.50 (plus indexation) at current rates.

4.2. Should permission be granted for this hybrid application, later phases of development will come forward for approval as reserved matters applications. These reserved matters applications, if approved, would be liable for CIL as separate chargeable developments. The exact amount of CIL payable for all phases of development will depend on the floor area and uses of each reserved matters application and this is not yet known. However, an estimate has been made that development of the whole site as envisaged would be liable for £11.7 million of CIL.

4.3. As noted above, CEB resolved in November 2018 to apply CIL receipts generated from future strategic scale development at Northern Gateway/Oxford North in order to fund investment in highways/transport infrastructure provision to support the delivery of the Northern Gateway strategic site allocation.

4.4. The items of infrastructure that are to be funded by the CIL generated from the development are:

- commuted sums for the maintenance of the A44 and A40 by the Highways Authority
- a financial contribution towards the cost of a scheme to improve Peartree interchange
- funding for the creation of Controlled Parking Zones in Upper and Lower Wolvercote and Yarnton

4.5. There are a number of items that are likely to be eligible for infrastructure payments (in lieu of CIL payments) under the provisions of Regulation 73A of the CIL Regulations if the City Council decides to permit such an approach. Such payment-in-kind arrangements enable developers, users and authorities to have more certainty about the timescale over which certain infrastructure items will be delivered. This is infrastructure that is not “necessary” to make the development acceptable in planning terms. The following infrastructure is proposed to be delivered directly by the developer:

- the parts of the A44 works that provide a wider public benefit, such as the northbound bus lane, landscaping and tree planting, street furniture, drainage
- two road crossings to provide safe routes to Wolvercote Primary School

4.6. Other infrastructure that would be appropriate to be CIL funded, should there be sufficient funds remaining from CIL receipts, include the following. A final decision on the expenditure of these funds will be made in due course:

- cost of expanding Wolvercote Primary School
- Special Educational Needs financial contribution
- contributions to off-site footpath and cycle links including, cycle routes on Woodstock Road, canal towpath improvements, enhancement of Joe White's Lane, cycle route improvements to Oxford Parkway via Five Mile Drive and Banbury Road
- contribution towards the provision of an enhanced Peartree Park and Ride facility with additional spaces, improved waiting facilities and the installation of a decked car park

4.7. These items of "unfunded supporting infrastructure" are discussed in **section 10m** of this report.

5. SITE AND SURROUNDINGS

5.1. The site is a 26-hectare area of predominantly grazing farmland located in the north of Oxford, just inside the ring road. The site also takes in the A40 and A44 where these adjoin the farmland.

5.2. The site falls into three, fan-shaped parcels of land through which run the A44 and A40 trunk roads, converging at Wolvercote roundabout. The northern boundary of the site is formed by the A34 which, at this location, is raised above the general ground level. The eastern boundary of the site is formed by a railway line on raised embankment that connects Oxford station to Oxford Parkway station, the latter located about 1km to the north of the site. The south-western boundary is formed by Joe White's Lane bridleway (National Cycle Route 5) and the fields to the west that lead down to the Oxford canal and separate the site from much of the settlement of Wolvercote.

5.3. Within the application, the three parcels are referred to as:

- East: the parcel to the east of the A44, south of the Peartree Park and Ride and west of the railway line
- Central: the largest parcel, to the west of the A44 and to the north-east of the A40
- Canalside: the parcel to the south-west of the A40 and the north-east of Joe White's Lane

5.4. In terms of topography, the Central parcel is undulating with a high point to the north-west dropping to a low point to the north-east adjacent to the A44. Canalside slopes down from the A40 to Joe White's Lane. The East parcel

gradually slopes up from the boundary with the Park and Ride towards the south-east of the parcel and there is a ridge and furrow landform clearly apparent.

5.5. The land is predominantly agricultural grazing land and therefore there are relatively few trees for the land area involved; vegetation is mostly confined to the hedgerows of the field boundaries. The area has been assessed as having low landscape quality and historic integrity.

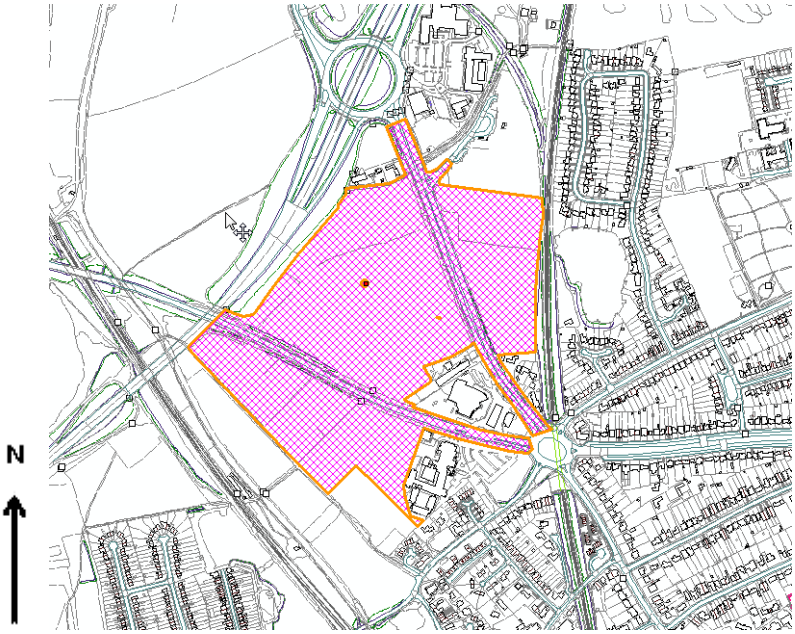
5.6. The site itself is of relatively low ecological value, although it lies less than 500 metres from the internationally protected Oxford Meadows Special Area of Conservation (SAC). The Oxford Meadows SAC is made up of four Sites of Special Scientific Interest (SSSI). These are Cassington Meadows SSSI, Pixey and Yarnton Meads SSSI, Wolvercote Meadows SSSI and Port Meadow with Wolvercote Common and Green SSSI. There are two reasons for this designation; the first is that the lowland hay meadows have benefited from the survival of traditional management, which has been undertaken for several centuries and exhibits good conservation structure and function. The second reason is that Port Meadow is the larger of only two known sites in the UK for a particular plant, the creeping marshwort (*Apium repens*).

5.7. The site forms a setting to Wolvercote with Godstow Conservation Area and the historic Goose Green, a registered common and an important open space in the area. Both lie to the south-west of the site, with the Conservation Area boundary taking in the field in the south-west of the application site.

5.8. A key characteristic of this part of Oxford and the application site is the presence of major trunk roads – the A40, A44 and A34. The area around the site experiences significant peak-hour congestion. The A34 is elevated where it abuts the application site. Speed limits on the A40 and A44 within the application boundary are up to 60 and 70 miles per hour respectively, reducing to 30 miles per hour close to the Wolvercote roundabout.

5.9. The parcel of land to the north of the application site, but within the AAP area adjoining the Peartree interchange is Red Barn Farm. This does not contain any residential accommodation and is currently occupied by TRAX, an organisation that runs courses for young people.

5.10. See site plan below:

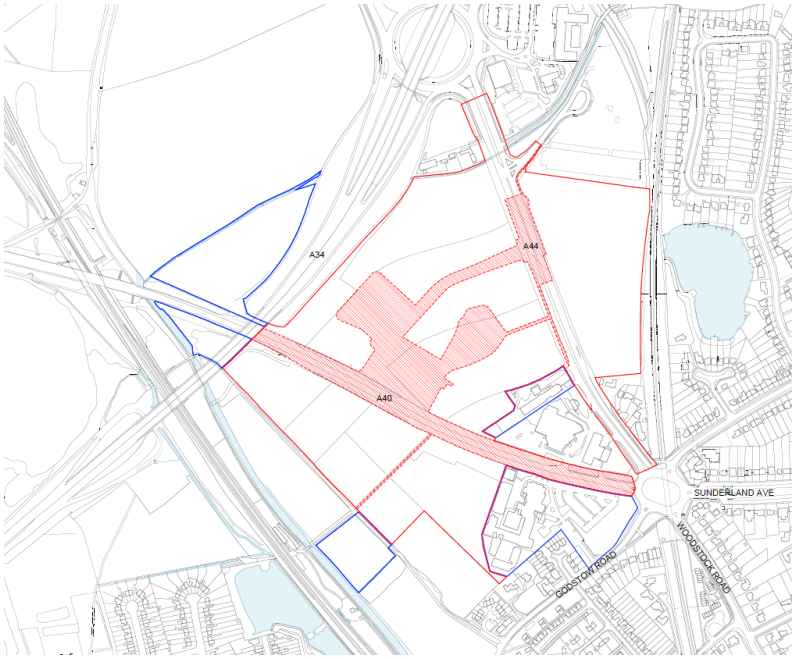


© Crown Copyright and database right 2018.
Ordnance Survey 100019348

6. PROPOSAL

6.1. This application is a hybrid application comprising both an outline application for the wider site with all matters reserved apart from access, plus a full (detailed) application for part of the wider site.

6.2. The application site plan below shows the extent of the outline application in red, and the extent of the full application in dotted line and hatched in red. The blue line indicates land within the control of the applicant but outside this planning application.



6.3. When submitting an outline application, certain matters relating to the access, appearance, landscaping, layout, and scale can be reserved for consideration at a later date. These are called ‘reserved matters’. In this case, the access details for the scheme have been submitted for approval with this application but the appearance, landscaping, layout and scale are reserved matters to be considered for each phase of the development. While some information and principles are provided on these reserved matters within the outline application, the full detail would come forward, should permission be granted for this application, via reserved matters applications.

6.4. The outline part of the planning application seeks permission for:

- up to 87,300 square metres of employment space – Use Class B1
- up to 550 square metres of community space – Use Class D1
- up to 2,500 square metres of shops and services – Use Classes A1 to A5
- a hotel of up to 180 bedrooms
- up to 480 residential units – Use Class C3
- 168 Affordable Housing units, of which 80% will be socially rented
- an energy sharing loop to provide heating and cooling
- vehicle access junctions from the A40 and A44 into the site
- improvement works to the A40 and A44
- link road between the A40 and A44 through the site
- pedestrian and cycle access and routes through the site
- car and cycle parking
- open space and landscaping

6.5. The outline application includes three parameter plans that, if approved, would set the parameters for the reserved matters applications of the phases of development that would follow:

- Parameter Plan 01: Access and circulation
- Parameter Plan 02: Land use
- Parameter Plan 03: Building heights

6.6. An illustrative masterplan is also submitted to demonstrate that the quantum of development and design principles can be achieved, and to give an indication of how the site could be laid out within the parameters. This document is for illustrative purposes only and would not be an approved drawing.

6.7. The full part of the application is seeking permission for part of phase 1a of the development:

- three employment buildings totalling 15,850 square metres known as Workspace Buildings 1 and 2, and the 'Red Hall' – Use Class B1
- an energy sharing loop to provide heating and cooling (within the detailed part of the application)
- vehicle access junctions from the A40 and A44 into the site – the A44 junction to be a temporary design (left turn in, left turn out only)
- link road approximately 6.5 metres in width between the A40 and A44 through the site
- improvement works to the A40
- pedestrian and cycle access and routes through the site (within the detailed part of the application) including a temporary footpath link to Joe White's Lane
- temporary car parking and cycle parking
- open space and landscaping (within the detailed part of the application)

6.8. The application constitutes development of the type listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (the EIA Regulations) and is Environmental Impact Assessment (EIA) development. A request for a scoping opinion for the development was made by the applicant in 2014 and a scoping opinion was issued by Oxford City Council in September 2014 confirming that an EIA is needed.

6.9. The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 came into force on 16 May 2017; Regulation 76 sets out transitional arrangements from the 2011 Regulations and confirms that projects where a formal EIA screening or scoping request was submitted before 16 May 2017 shall continue to be considered under the 2011 Regulations. As noted above, a request for a screening opinion for this development was submitted in 2014; the 2011 EIA Regulations therefore apply to this development.

6.10. The application is accompanied by an Environmental Statement. The EIA Regulations require that an Environmental Statement includes such information as is reasonably required to assess the environmental effects of the development and which the applicant can, having regard in particular to current knowledge and methods of assessment, reasonably be required to compile.

6.11. On 13 March 2019, the Council requested further information from the applicant under Regulation 22 (1) because officers considered that the information submitted in the Environmental Statement was not sufficient.

6.12. A formal request was made for:

- the inclusion of a number of development sites local to the site within the cumulative effects section
- the correction of a statement in relation to Highways England's response to the submitted traffic modelling
- additional targeted assessment of the impact on Port Meadow and its setting within the landscape character and visual amenity assessment
- further work on the significance of certain heritage assets within the heritage assessment
- the inclusion of an additional monitoring point within the air quality model

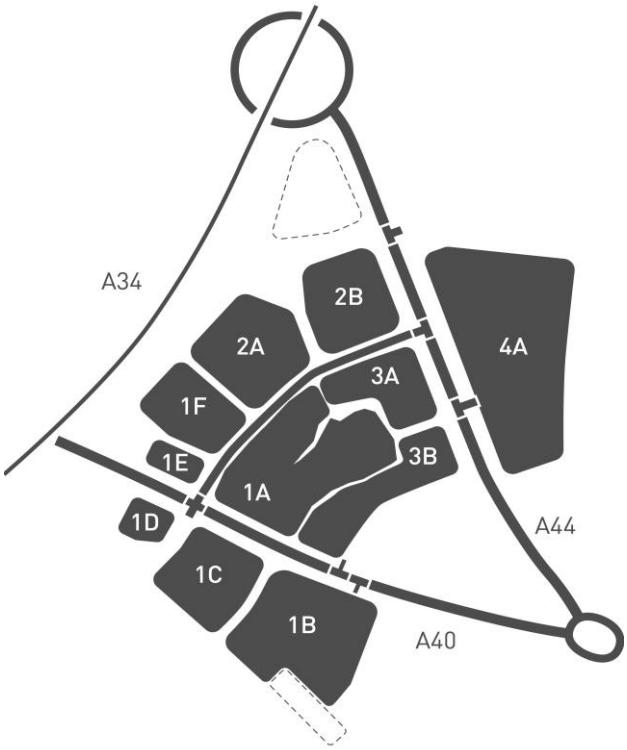
6.13. Having assessed the submitted application, officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to assess the environmental impact of the proposal, taking account of cumulative impacts of other planned development.

6.14. **Section 10** of this report discusses the assessments within the Environmental Statement under the relevant material planning considerations.

6.15. An indicative phasing plan is submitted with the application setting how it is envisaged by the applicant that the site would be developed. It is divided into four main phases with sub-phases:

- phase 1a, 1b, 1c, 1d, 1e, 1f – parcels accessed from the A40, the majority of the residential plus commercial floorspace
- phase 2a, 2b – parcels to the north of the central street, mostly commercial, a small amount of residential
- phase 3a, 3b – parcels closest to the A44, all commercial, no residential
- phase 4 – East parcel, a mix of residential and commercial

6.16. The diagram below sets out the indicative phasing plan *[diagram corrected from original report]*:



6.17. The full part of this hybrid application includes much of phase 1a, but omits the residential and retail elements of phase 1a. It includes temporary cycle and car parking on land within phase 1f.

6.18. The proposed development is referred to in the application as 'Oxford North', whereas the AAP covers a wider area known as the 'Northern Gateway'. These terms are used throughout this report in accordance with these definitions.

7. RELEVANT PLANNING HISTORY AND BACKGROUND TO THE SITE

7.1. The planning application history on land within the site boundary is not pertinent to this planning application. However, the main planning history would centre around its allocation for development within the Development Plan and the subsequent Area Action Plan which have been adopted following extensive public consultation and examinations in public by the Planning Inspectorate. It may benefit Members to understand this context ahead of the assessment later set out within this report.

Core Strategy

7.2. The land to the south-west of the A40 within the application site was formerly designated Green Belt land.

7.3. The Core Strategy in paragraph 3.3.24 states that there may be an opportunity for a small-scale review of the Green Belt boundary around the Northern Gateway area. At the examination of the Core Strategy, the

Inspector considered that it would be appropriate for the Northern Gateway Area Action Plan (AAP) process to carry out a "highly focussed inner Green Belt boundary review…to consider whether exceptional circumstances exist to justify the release of Green Belt land".

7.4. Accordingly, policy CS4 (Green Belt) of the Core Strategy states that an AAP for Northern Gateway AAP consider small scale, minor changes to the Green Belt boundary in the immediate vicinity of the currently safeguarded land, where this may be necessary to achieve a suitable and appropriate site for development. The Core Strategy states that the Northern Gateway AAP will bring land at Northern Gateway forward, and policy CS6 allocates it for employment-led development.

Northern Gateway Area Action Plan (the AAP)

7.5. The application site falls within the boundary of the AAP, adopted July 2015. At the time of the examination and adoption of the AAP, the promoter of the scheme was the Northern Gateway Consortium, which comprised St John's College, Oxford and Kier Property, with Kier acting in relation to land then owned by Worcester College, Oxford.

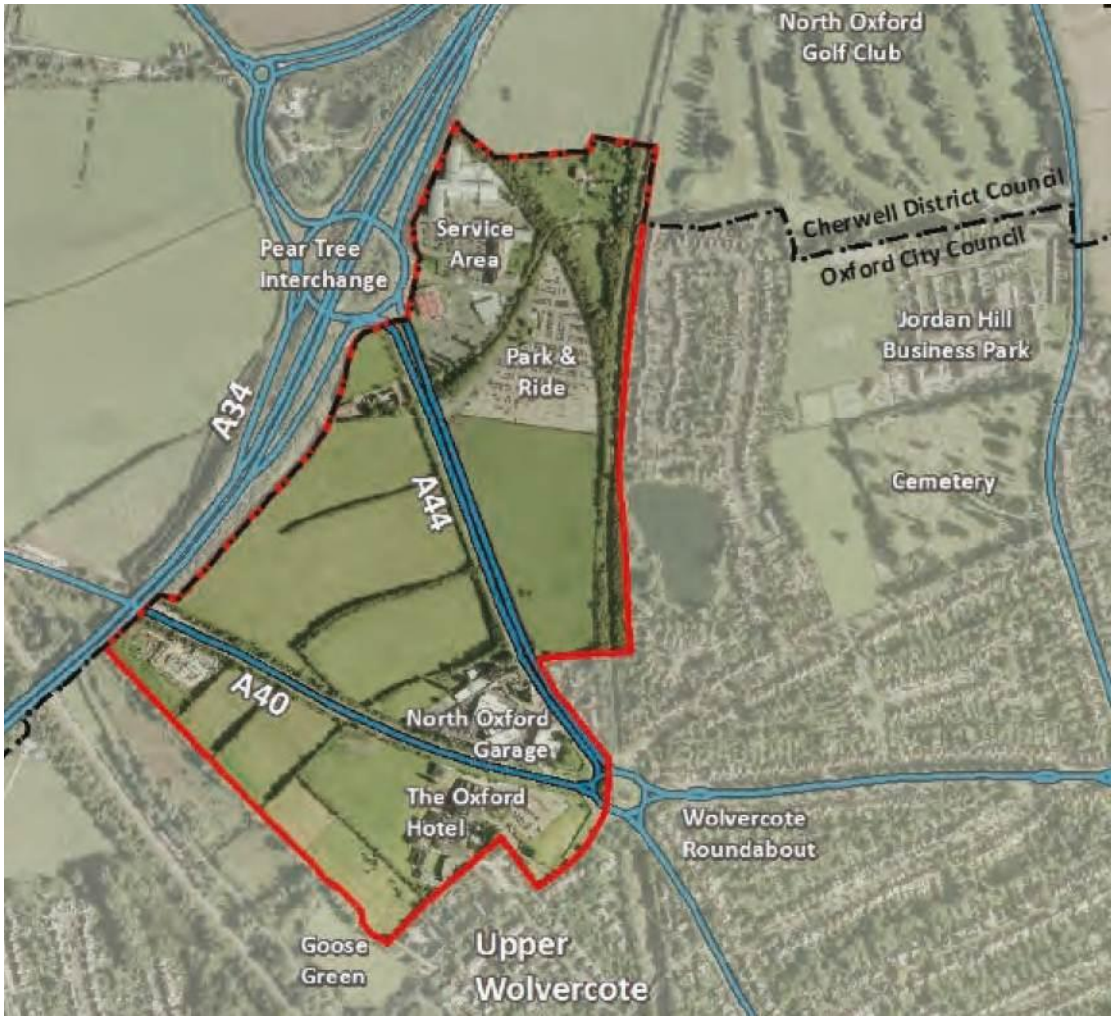
7.6. The Council carried out a Green Belt review as part of the AAP process and concluded that there were exceptional circumstances to support a Green Belt review relating to: the regional imperative to deliver economic growth, the lack of alternative sites to accommodate economic growth, poor housing affordability in Oxford and the imperative to meet a backlog of housing needs, and worsening traffic congestion as a result of unsustainable patterns of development. The Inspector stated that, "the need to provide employment-led development, which is critical to the knowledge spine, together with the absence of alternative sites within Oxford, the opportunity to deliver up to 500 homes, and to address traffic issues, all in a comprehensive manner, amount to exceptional circumstances which justify the change to the Green Belt boundary proposed here". The parcel of land to the south-west of the A40 was thereby released from the Green Belt.

7.7. With regard to implementation and delivery, the Inspector stated that this "will be dependent on master-plans and planning applications, to be supported by detailed evidence where necessary. Given the on-going work on travel and transportation matters, and the willingness of the Northern Gateway Consortium to work closely with the Council, there is no reason to suppose that the plan could not be implemented and delivered within the plan period."

7.8. It is therefore envisaged that by 2026 the vision and objectives of the AAP can be substantially achieved. The AAP identifies the site as, "the largest single area of employment land for development in the city, and the most easily accessible from Oxford's universities and hospitals which are going to be the main sources of local economic growth for the city and will deliver many jobs for local people. It also represents a substantial opportunity to

deliver much-needed housing for residents of the city, and to address traffic and congestion concerns in that part of the city."

7.9. The AAP provides a policy framework for the area against which future development proposals will be assessed. The plan below shows the AAP boundary:



7.10. The vision statement set out in the AAP is:

7.11. "In 2026, the Northern Gateway has become a vibrant and successful extension to Oxford. It is a flourishing community for knowledge-based industries and plays a key role in Oxfordshire's "Knowledge Spine". Co-location of new and growing businesses, close links to the universities and hospitals, and a high quality working environment have helped foster a creative atmosphere where innovation thrives and new jobs have been created which offer opportunities for local people.

7.12. "Attractive new buildings, streets and open spaces add to its strong local character, making it a distinctive part of the city and a high quality 'gateway' point for people coming to the city. The emphasis on quality and sustainability has made it an example for other new communities in the 21st century.

7.13. “Modern new homes with access to community facilities and open spaces have also made this a desirable place to live. The mix of housing has helped to encourage a balance of residents, with young and old, families and singles living together. New amenities provide a range of facilities and services for local people. This complements the facilities available in neighbouring areas for the benefit of the wider community.

7.14. “The Northern Gateway development helped deliver key improvements to the local transport network and enabled the securing of funds to provide wider transport improvements to the strategic road network. On foot, bicycle and public transport, the area is now well connected with surrounding communities and the city centre, linking places of work, homes and leisure. Pedestrian routes linking open spaces and community facilities are safe and easy to use.”

7.15. The AAP sets out six objectives:

- Objective 1 – Strengthen Oxford’s knowledge-based economy
- Objective 2 – Provide more housing
- Objective 3 – Improve the local and strategic road network and other transport connections
- Objective 4 – Respond to the context of the natural and historic environment
- Objective 5 – Create a gateway to Oxford
- Objective 6 – Encourage a low-carbon lifestyle/economy

7.16. The land within the red line of this planning application falls within the AAP boundary; planning applications inside the AAP boundary will be assessed against the AAP policies. It is noted that the red line of the planning application does not include all of the AAP area. Peartree Park and Ride, the Peartree services, the existing built form in the south of the site (garage, service station, BT station and hotel) and two parcels of land (in the south-west owned by Oxford City Council, and in the north owned by Merton College) are not included within the red line.

7.17. This report addresses each of the AAP policies in the discussion of material planning considerations in section 10, assessing the application against each.

Pre-application process

7.18. Engagement with the applicant regarding the application site dates back to the preparation of the Core Strategy and the AAP. The submission of this planning application follows an extensive period of pre-application discussions starting in 2014 between the applicant and their agents and consultants, and planning officers at the City Council. The County Council has been closely involved throughout these discussions, particularly around highways and transport issues.

7.19. Highways England, responsible for the strategic road network, of which the A34 is part, has also been closely involved with the development of the transport proposals.

7.20. The pre-application process included discussions and technical viability appraisal work by the applicant's viability consultants, Savills, and the City Council's viability consultants, JLL. These commenced in early 2017 and have been ongoing through the determination period of this planning application. This work has been undertaken in order to inform the level of Affordable Housing that shall be provided as part of the development.

7.21. The applicant has undertaken public consultation on the scheme and there have been five opportunities for the public to comment on proposals since 2013, including consultations prior to the adoption of the AAP. The most recent round of public consultation by the applicant was in the summer of 2018.

Oxford Design Review Panel (ODRP)

7.22. The masterplan and detail of phase 1a has been the subject of three reviews by the ODRP, held on 28 April 2016, 8 June 2017 and 24 May 2018. Although proposals for the site were reviewed by ODRP prior to this, the three most recent were proposals presented solely by this applicant. See **appendix 6** for the review letters from ODRP. The key points raised in each of the reviews are summarised below:

7.23. At the 28 April 2016 review, the ODRP recommended a hybrid planning application to initiate development and provide long term guidance to ensure a successful new place will be delivered. To ensure the design of the buildings and spaces is driven by the highest ambition in terms of design, details, materials and construction, it recommended:

- developing an illustrative masterplan supported by parameter plans to help set and define the ambition for the Northern Gateway, as individual proposals are likely to emerge at different stages of the masterplan delivery
- developing public realm and open space, streets, key buildings elements in phase 1, to set a high standard for the proposal. This should be part of the detailed application
- key performance indicators such as biodiversity, carbon use, water, microclimate should be identified at this stage to help set high environmental and social targets throughout the masterplan delivery and construction
- ensuring that the Design Code, if one is developed for this masterplan, is understood by everyone.

7.24. At the 8 June 2017 review, the ODRP made the following comments in relation to the masterplan:

- The scheme appears to be missing a world-class ambition for sustainability although the energy sharing loop system for heating, cooling and the provision of hot water is very positive
- The masterplan and the phase 1a proposals currently appear to mix urban, suburban, campus and business park characteristics and thus lack a clear spatial identity
- We recommend exploring greater diversity in building heights and density across the masterplan area, potentially with some taller buildings and a finer urban grain, to enhance the district's character and sense of place
- We recommend exploring what could be achieved to transform this part of Oxford in partnership with neighbouring landowners and in relation to Oxford Parkway rail station
- We strongly support 'humanising' the A40 and A44. Central Street should also be prioritised
- The proposal should plan to repurpose car parking as there is a shift away from the car
- A stronger vision for the landscape is needed; we suggest exploring ways in which the open spaces and landscape could feel 'wilder', to connect the new district with its natural surroundings
- Given the project's long-term timeframe, we strongly suggest deploying temporary ('meanwhile') uses across the masterplan area, as the phases of development evolve and are implemented

7.25. In relation to phase 1a of the development, the ODRP commented that, in principle, the part of the site indicated for phase 1a appears to be suitable to develop first. Humanising the A40, installing the new link road and providing the red hall, a flexible workspace building, a residential building and new outdoor spaces make for a sound set of components to be delivered as phase 1a. They questioned the viability of retail provision in the first phase, unless greater vitality and footfall can be achieved through other modifications to the proposals. The following points were raised in relation to phase 1a:

- Humanisation of the A40 could go further
- Basement parking is positive to reduce cars parked on streets
- Building only south side of central street could dilute vitality at an early stage
- Central street needs to be activated – could be pedestrian only during working hours
- Temporary car park is not in line with intended environmental aspirations

- Public square needs to be enclosed on north-east side to be successful
- Workspace courtyards will be shaded
- In principle, a series of carefully designed buildings with a humane industrial feel appears appropriate for Oxford North
- The concept of the red hall, as a hub for business and social activity with a distinctive form and appearance, is positive. The building's proposed colour is enlivening, though there are concerns about the lack of activity on the north-east elevation
- Workspace buildings should provide more activity onto the A40 and clearer fronts and backs
- Departing from traditional materials may well be successful here. However, both metal and glass are not conducive to human-scale articulation at ground floor level or to adaptation. The clay bricks are welcome.

7.26. At the 24 May 2018 review, the ODRP stated that the narrative for the project – a place for creating and making – and the industrial references for the architecture are sound concepts that have the potential to create a place that is full of character.

7.27. It felt that the urban design and landscape for the overall masterplan had progressed alongside the concepts for the principal spaces and buildings. It recommended that, to further refine the proposals for the masterplan, the neighbourhood might benefit from further enhancement of the focal point for activity, routes and spaces and more ecological connectivity between the key green spaces.

7.28. The panel raised strong concerns regarding the quality of the internal and external residential environment being proposed in phase 1a, and stated that it did not support the principle of a hybrid application which excludes the residential accommodation as it would set limits and constraints for this building before the wider design issues are resolved. The following points were made by the panel:

- We believe there is scope to increase the proposed heights and densities across parts of the site
- The development would benefit from further prioritisation of sustainable modes of transport
- The central street would benefit from more activation
- The concept for the three key open spaces and their role and function within this development is promising but they would benefit from further work to provide a clear hierarchy of spaces with individual characteristics. Smaller, more intimate spaces would provide more opportunities for relaxation and greening of routes
- Management of on-site roads and landscaping is critical to the success of the development

- The visuals for the commercial buildings appear promising, the repeated gables will create a memorable form whilst also making reference to Oxford's skyline. Drawing upon Oxford's industrial heritage is a sound approach which will create a district that has its own distinct character within Oxford
- Humanising the A40, installing the new link road and providing the red hall, a flexible workspace building, a residential building and new outdoor spaces make for a sound set of components to be delivered as phase 1a
- The environmental credentials for the scheme could be much stronger and we would recommend exploring potential for greens roofs and renewable energy etc. in this phase
- The concept of the red hall, as a hub for business and social activity with a distinctive form and appearance, is positive and the building's proposed colour is enlivening. There is concern over its location and relationship with the outdoor space as it is not visible from the principal public square and felt it would be better positioned adjacent to this key space.

7.29. These reviews, along with close work between the architects and the Council's urban design officer, have guided the design development.

Other context

7.30. In order to assist the Northern Gateway site to come forward for development, £5.9 million of Local Growth Fund money was allocated to improve transport in the north of the city by the Local Enterprise Partnership. It has been agreed this will be used to complete the A40 works that form part of this planning application. The work will be carried out by the County Council.

7.31. Oxford City Council applied for and was awarded £10 million of Homes England's Housing Infrastructure Funding (HIF) (Marginal Viability) to use for infrastructure to support this development. The fund is a capital grant programme used to provide the final, or missing, piece of infrastructure funding in order to get existing sites unblocked quickly or new sites allocated. The funding will be used at the start of the development, should permission be granted, to provide the infrastructure, such as internal roads, needed to deliver homes on site.

7.32. The City Council is part of the Oxfordshire Growth Board which agreed a £215 million funding deal with central government to support the ambition of building 100,000 new homes across Oxfordshire between 2011 and 2031, addressing the county's severe housing shortage and expected economic growth. The Council is therefore committed to growth in jobs and housing across the city and this strategic site would make a key contribution to this growth agenda.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan 2001-2016	Core Strategy	Sites and Housing Plan	Other planning documents	Emerging Local Plan 2036	Wolvercote Neighbour-hood Plan
Design	Paragraphs 117-132	CP1 CP6 CP8 CP9 CP10 CP14 SR7	CS10 CS18	HP9	Northern Gateway Area Action Plan (AAP)	DH1 H14 DH7	
Conservation/ Heritage	Paragraphs 184-202	HE2 HE3 HE7 HE10	CS4			DH2 DH3 DH4	
Housing	Paragraphs 34, 57, 59-76		CS22 CS23 CS24	HP2 HP3 HP12 HP13 HP14	Affordable Housing and Planning Obligations Supplementary Planning Document (SPD) Balance of Dwellings SPD	H1 H2 H4 H10	
Commercial	Paragraphs 80-82, 86-87, 112	NE4 EC1	CS1 CS27 CS31		OxLEP Strategic Economic Plan for Oxfordshire 2016		
Natural environment	Paragraphs 170-177	CP11 NE15 NE20 NE21 NE23	CS12 CS21			G2 G8 G9	GBS3 GBS5 GBS6
Social and community	Paragraphs 91-101	CP13	CS19 CS20			E4 RE5 V6 V7	
Transport	Paragraphs 102-111	TR1 TR2 TR3 TR4 TR5 TR7 TR12 TR13 TR14	CS13 CS14	HP15 HP16	Parking Standards SPD Oxfordshire County Council Local Transport Plan 4 2016	M1 M2 M3 M4 M5	CHS4 CHS6

Topic	National Planning Policy Framework	Local Plan 2001-2016	Core Strategy	Sites and Housing Plan	Other planning documents	Emerging Local Plan 2036	Wolvercote Neighbour-hood Plan
Environmental	Paragraphs 148-165, 178-183	CP17 CP18 CP20 CP22 CP23 NE14 RC12	CS9 CS11	HP11	Energy Statement Technical Advice Note (TAN) Natural Resources Impact Assessment SPD	RE6 RE7 RE8 RE9 V8	BES2 BES3 BES7 CHS3
Miscellaneous	Paragraphs 7-14, 38-46, 54-56		CS6 CS17	MP1	Wolvercote Neighbourhood Plan	S1 S2	

8.2. Paragraph 48 of the NPPF states that local planning authorities may give weight to relevant policies in emerging plans according to:

a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

8.3. The emerging local plan (the Local Plan 2036) is in Proposed Submission Draft format pending the Inspectors' independent examination into its soundness. It is therefore at examination stage. Weight can be given to the emerging policies; the level of weight is guided by the stage of the plan in the plan-making process and the objections made to relevant policies. Objections have been made to a number of policies and the Inspector has issued a number of questions to the City Council. Very limited weight is therefore attributed to these emerging policies.

8.4. The Wolvercote Neighbourhood Plan is also at examination stage, having received the Examiner's Report. Its boundary takes in the whole of the Oxford North outline application site. It has reached an advanced stage and therefore reasonable weight should be attached in particular to the spatial policies that, if the plan is made, will form part of the Development Plan. The plan will however only come into force (if approved) after a decision taken at the Referendum.

8.5. Accordingly, the policies in the emerging Local Plan 2036 and the Wolvercote Neighbourhood Plan are given limited but reasonable weight.

The relevant policies are referred to where appropriate in section 10 of this report.

8.6. In addition to the policies and documents above, National Planning Practice Guidance (NPPG) is also a material planning consideration.

9. CONSULTATION RESPONSES

9.1. This planning application has been subject to three public consultations.

9.2. For the initial submission of the application, site notices were displayed around the application site on 21 August 2018 and an advertisement was published in The Oxford Times newspaper on 23 August 2018. This is referred to as consultation 1.

9.3. Following receipt of further information, including further information required under Regulation 22 of The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended), site notices were displayed around the application site on 28 March 2019 and an advertisement was published in The Oxford Times newspaper on 28 March 2019. This is referred to as consultation 2.

9.4. The third public consultation followed receipt of a revised viability appraisal and Affordable Housing statement, as well as other amended and additional material. Site notices were displayed around the application site on 20 June 2019 and an advertisement was published in The Oxford Times newspaper on 20 June 2019. This is referred to as consultation 3.

9.5. The consultation comments received in relation to the application are summarised below. Officers would make Members aware that copies of all consultation responses listed below are available to view in full on the Council's public access website.

Statutory consultee comments

- **Canal & River Trust**

9.6. Financial contributions sought towards improvements to 320 metres of the Oxford canal towpath due to direct link from the site onto the Oxford canal towpath at bridge 234. The 320 metre stretch would be from bridge 234 to Godstow Road. The canal towpath is a popular cycling and walking route to access the town and rail station approximately 4km away; it is considered likely to be used by future occupants of the development thereby increasing usage. The figure to improve this length to a tar spray and chip would be in the region of £150,000. This figure is of course variable and dependant on a proper survey.

- **Cherwell District Council**

9.7. The AAP boundary abuts the south-western edge of the proposed site allocation for 530 dwellings at Land West of Oxford Road in the Cherwell Local Plan 2011-2031 (Part 1) Partial Review Submission Plan ("Policy PR6b") as well as the southern edge of land proposed to be removed from

the Green Belt (Policy PR3 (c)). This emerging Plan seeks to meet Oxford's unmet housing needs and it is clearly desirable to maximise opportunities for connecting links between Oxford North and the proposed residential allocations. A link within and up to the city's boundaries appears not be proposed as part of the current application. Such opportunities should therefore be further explored by the City Council in the consideration of this application (with connecting routes safeguarded) in the interests of achieving mutual benefits, including pedestrian/cycle connection to Oxford Parkway.

9.8. Oxford City Council should rigorously review the assumptions and findings of this appraisal to ensure that optimum levels of Affordable Housing are provided which both respond to the local level of need and ensure viable development can be delivered. It is the city's high Affordable Housing needs which have led to higher overall housing requirements for Oxford; requirements which cannot be met within its own boundaries. It is therefore imperative that developments within the city seek to meet those affordable needs and to deliver 50% of its housing as affordable wherever possible. The viability appraisal should be undertaken following current Government guidance. As submitted it contains a number of assumptions which require further clarification and scrutiny. Key areas include the approach to benchmark land values and the use of residual profit appraisal.

- **Environment Agency** (comment received during consultation 1)

9.9. No objection subject to conditions relating to land contamination and surface water drainage.

9.10. The Geo-Environmental Assessment of Ground Conditions report and associated monitoring confirm that the risks of land contamination are not particularly large, but not totally insignificant. Monitoring has identified some low levels of contamination, though nothing within the monitoring cause significant concern with regards to impact on controlled waters. As such we can confirm we would not be pursuing further investigation/remediation. Due to the presence of made ground and possible sources from the park and ride, hotspots of contamination may be encountered. As such a careful watching brief for contaminants should be maintained during any development.

- **Environment Agency** (comment received during consultation 2)

9.11. Upon further review of the site and its historical uses, we no longer wish to recommend the two conditions listed in our previous response.

- **Highways England** (comment received during consultation 1)

9.12. Highways England has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the strategic road network (SRN). The SRN is a critical national asset and as such Highways England works to ensure that it operates and is managed in the public interest, both in respect of current

activities and needs as well as in providing effective stewardship of its long-term operation and integrity. In the case of this proposal, our interest is in the A34.

9.13. There are number of matters and issues to be resolved with both the Outline and Full planning applications. We are continuing to work with Peter Brett Associates to resolve and for them to provide the necessary information to enable Highways England to determine the potential impacts to the safe and efficient operation of the A34. It is likely there will be a need for further meetings between all parties including Oxfordshire County Council, Oxford City Council and the applicants.

9.14. We request that you do not determine the planning application (other than a refusal) until we have received the additional information from the applicant and reviewed it accordingly. This will allow us to provide a formal response to the planning application in accordance with the Town and Country Planning (Development Affecting Trunk Roads) Direction 2018.

- **Highways England** (comment received during consultation 2)

9.15. We have been continuing engagement with the applicant and other stakeholders to enable Highways England to provide a substantive response to the application. This dialogue is ongoing and has progressed significantly in recent weeks but there are a number of outstanding items we are working with the applicant to agree.

9.16. We note there will be a number of further technical notes and other documents submitted by the applicant to inform decisions on this application. We request that you do not determine the planning application (other than a refusal) until we have received the additional information and documentation from the applicant and reviewed it accordingly. This will allow us to provide a formal response to the planning application in accordance with the Town and Country Planning (Development Affecting Trunk Roads) Direction 2018.

- **Historic England**

9.17. On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

- **Natural England** (comment received during consultation 1)

9.18. No objection.

9.19. Based on the plans submitted, Natural England considers that the proposed development will not have likely significant effects on the Oxford Meadows Special Area of Conservation and has no objection to the proposed development.

9.20. To meet the requirements of the Habitats Regulations, we advise you to record your decision that a likely significant effect can be ruled out.

9.21. Based on the plans submitted, Natural England considers that the proposed development will not damage or destroy the interest features for which Wytham Woods Site of Special Scientific Interest has been notified and has no objection.

9.22. It is apparent that there are Local Wildlife Sites within close proximity to the application site; you should consider the impacts of the proposed development on any local wildlife or geodiversity sites, in line with paragraph 174 of the NPPF and any relevant development plan policy. There may also be opportunities to enhance local sites and improve their connectivity.

9.23. It is noted that Chapter 7 of the Environmental Statement reports on Change in Biodiversity Value. We have not analysed the application of the DEFRA Biodiversity Metric to the site as reported, however we would like to highlight that the new NPPF published in July this year sets out a need for plans to demonstrate measurable net gains in biodiversity, thus the application of a metric is welcomed. However, it is of concern that the Environmental Statement reports that there would be an overall loss in biodiversity value at the site; we encourage the identification of further measures to achieve a net gain in biodiversity at the earliest opportunity. It may be possible for Natural England to provide advice on achieving biodiversity net gain for this proposal through our Discretionary Advice Service.

- **Network Rail**

9.24. Network Rail has no objection in principle to the above proposal but due to the proposal being next to Network Rail land and our infrastructure and to ensure that no part of the development adversely impacts the safety, operation and integrity of the operational railway we have included asset protection comments which the applicant is strongly recommended to action should the proposal be granted planning permission. The local authority should include these requirements as planning conditions if these matters have not been addressed in the supporting documentation submitted with this application.

- **Oxfordshire County Council** (comment received after consultation 3 on 13 September 2019)

9.25. The Oxford North development is recognised as an important key development for the city, providing both private and affordable housing and significant employment opportunities to support the Oxford City Local Plan.

9.26. As the Area Action Plan outlines, the development also faces several challenges being bordered by the strategic route of the A34 and having two major arterial routes of the A40 and A44 going through the development. However, there are also opportunities for good sustainable transport links to the city and surrounding areas.

9.27. Oxfordshire County Council has been engaged in discussions with the City Council and the developer Thomas White Oxford (TWO) regarding the

challenges faced by both the location and the viability of the development due to the infrastructure requirements.

9.28. The County Council has supported Oxford City Council in securing Local Growth Funding (£5.9m) and HIF Marginal Viability Funding (£10m) which provides some additional financial support to assist the viability of the development.

9.29. It is understood that only 25% of the housing proposed will be affordable. This falls significantly short of the City Council's adopted policy which requires 50%. The County Council strongly urges the City Council to secure a higher proportion of affordable housing to meet the significant housing need of Oxford. However, officers recognise the limitations in planning regulation afforded to the County Council, as the Transport and Education Authority, to comment on this issue.

9.30. It should be noted, to get to a more positive development viability and trying to achieve the policy compliant affordable housing allocation, the County Council has had to limit the extent of the transport measures that would mitigate the development. Oxfordshire County Council and the City Council have declared a Climate Change Emergency and Oxford is also branded as a Cycle City. We recognise that sustainable transport connections should be provided wherever possible even though our ability to require this is limited due to the legislation.

9.31. Due to funding, the County Council will not be asking for transport connections to Oxford Parkway station in favour of the developer funding other transport improvements on the A44 and A40. High quality sustainable connections would go a long way in setting good sustainable travel habits and less reliability on the car and pressure on the road network.

9.32. The County Council's position is to ensure the provision of school places and secure sufficient mitigation to minimise the traffic and environmental impact of the development.

9.33. Comments from relevant County areas of responsibility are summarised below.

9.34. Transport: No objection subject to conditions. The key issues are:

- The development is in compliance with Policies NG4, NG5 and NG6 of the Area Action Plan (AAP).
- The county council does not object to the planning application provided the delivery of the mitigation package is secured which includes:
  a. Works on the A40 and A44
  b. Bus service enhancements
  c. Improvements to walking route to Wolvercote Primary School
  d. Funding for a new CPZ in Upper and Lower Wolvercote
  e. Contribution to improvement scheme at Peartree Interchange

f. On-site parking controls

- The on-site link road will be dedicated as public highway but maintained by the developer as agreed due to the high specification materials proposed to be used. The link road will be governed by weight, parking and waiting restrictions.
- The county council has requested a number of conditions which ensure that the mitigation required comes forward in a timely manner to ensure that the impact of the development is managed.

9.35. Lead Local Flood Authority: no objection subject to conditions

9.36. Education: to mitigate the impact on the sufficiency of school capacity £2,738,560 is required for the expansion of Wolvercote Primary School to provide Primary and Early Education, plus £81,153 in financial contributions for Special Education Needs provision.

9.37. Local member views from Cllr Paul Buckley: Objection due to:

- Highways provision leading to traffic congestion on A40 and A44 as well as air pollution 'hot-spots';
- Cycling and pedestrian provision does not consistently follow recognised best practice in support of walking and cycling;
- Affordable Housing provision at 25% does not satisfy AAP requirement;
- Design of buildings too tall at 5 storeys in height and the Red Hall is not designed to a high enough aesthetic standard.

- **Thames Valley Police – infrastructure** (comments received during consultation 1)

9.38. Given the scale and significance of the proposal Thames Valley Police consider it appropriate that the developer should contribute towards the provision of infrastructure to mitigate the impact of the development. In order to mitigate against the impact of growth Thames Valley Police have calculated that the "cost" of policing new growth in the area equates to £104,913.20 to fund the future purchase of infrastructure to serve the development. This would cover the following elements: staff set-up, vehicles, mobile IT, Automatic Number Plate Recognition cameras, premises, radio coverage, control room and police national database capacity.

9.39. Thames Valley Police may also wish to discuss the possibility of an "on-site" touchdown type facility for officers being provided at nil cost. This could be in lieu (in part or whole) of the above request.

- **Thames Valley Police – Secured by Design** (comments received during consultation 3)

9.40. Note that comments were received from Thames Valley Police in relation to design issues during consultations 1 and 2. As some issues were resolved

through revised plans and a meeting with the applicant, this report summarises below the comments received during consultation 3 only.

9.41. Secured by Design (SBD): A pre-construction condition relating to SBD accreditation was agreed in principle and TVP repeats its request that the authority attaches an appropriately worded condition to any approval for this application.

9.42. CCTV: It was agreed that a strategy should be developed and it was noted that buildings in Phase 1A will be capable of operating independent or with a shared system. Future flexibility and adaptability should also be designed in at the earliest opportunity across the development.

9.43. Hostile vehicle mitigation: It was agreed that street furniture and landscaping could be used to prevent opportunistic vehicle intrusions, assisted by robust building fabric.

9.44. Canalside rear boundaries: The designs were explained in more detail and I now have no concerns in relation to this aspect as defensible space/planting will be provided between dwellings and the public realm.

9.45. Defensible space to homes on A40 frontage: Again, designs were expanded upon and I now have no concerns in relation to this aspect as defensible space/planting will be provided between dwellings and the public realm.

9.46. Market Square and Central Open Space vehicular access: It was agreed that provision of access control features will be considered at the detailed design stage. I repeat my recommendation that measures should be provided to prevent unauthorised intrusion on to these potentially vulnerable spaces.

9.47. Street furniture robustness: Where it is not appropriate/desired to have bollards providing casual intrusion protection, robust street furniture etc. should be provided to protect vulnerable areas.

- **Thames Water** (final comments)

9.48. No objection subject to conditions.

9.49. Outline part of application – waste: following initial investigations, Thames Water has identified an inability of the existing foul water network and surface water infrastructure to accommodate the needs of this development proposal. Two conditions recommended.

9.50. Outline part of application – water: following initial investigations, Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development proposal. Condition recommended.

9.51. Detailed part of application – waste: with regard to foul water sewage network infrastructure capacity, we would not have any objection to the

above planning application, based on the information provided. The application indicates that surface waters will not be discharged to the public network and as such Thames Water has no objection.

9.52. Detailed part of application – water: following initial investigations, Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development proposal. Condition recommended.

Non-statutory consultee and group comments

- **Campaign to Protect Rural England (CPRE) Oxfordshire**

9.53. Objection. We are concerned that the transport impacts of this application have been significantly downplayed, leading to underestimates in both likely congestion and air pollution, and the subsequent impacts for public and environmental health. We also have a concern about the impact of the proposed Red Hall design and its potential impact on Port Meadow and the SAC.

9.54. The impact of the additional cars on an already heavily congested road system will increase the journey time for those working elsewhere in the city, reduce the attractiveness of Oxford centre as a place to visit/ do business in, due to the traffic problems of getting there, increase the levels of airborne pollution.

9.55. Building new offices and other employment sites is unnecessary when there are so many empty sites on other half completed office and science parks around Oxford available.

9.56. The estimates provided by the applicant as to future emissions of NOX gases deriving from this development are based on a number of hypotheses of an exceedingly technical nature, but which quite obviously give rise to absurd results.

9.57. We are concerned that the design of this tall, bulky building [Red Hall] is inappropriate and unsympathetic to what is a semi-rural location overlooking Port Meadow and Oxford Meadows Special Area of Conservation (SAC).

- **Cyclox** (comments received during consultation 1)

9.58. Cyclox welcomes the emphasis on sustainable transport. Within the site under the control of Thomas White Oxford (TWO) there is cycle-user provision that is just adequate. We press for secure and covered cycle parking, differently designed for shorter-stay and longer-stay use, and with at least 10% of cycle stands to be suitable and easily accessible for inclusive cycling.

9.59. We are commenting on the transport aspects of the plan. We object to the plans, as there are no safe and attractive routes that follow natural desire lines from the site to and from schools, workplace, shops, train stations, on

continuous comprehensive cycle routes. We wish to see continuous, safe, segregated cycle access, built to Dutch CROW standards, in order to navigate the current barriers and impediments which are Peartree interchange (to Yarnton and Kidlington), and the Wolvercote roundabout.

9.60. They need to be kept fully segregated throughout their length, not shared with the pedestrian path, to accord with both the Oxfordshire Cycling Design Guide, OCDS and the Walking Design Guide.

9.61. The Wolvercote roundabout is a significant barrier that prevents this. A grade-separated route across the roundabout is the only workable solution that can fulfil Policies 03 […encouraging a greater proportion of journeys to be made on foot, by bicycle, and/or by public transport…] and 04 of LTP4 […prioritising needs of different types of users in developing transport schemes or considering development proposals…] Forcing people on foot or cycle to wait several times to cross each separate carriageway across this very heavily trafficked five-arm junction flagrantly breaches these Policies. An overbridge must be provided for those on foot and on cycle, that will link all five arms across a raised central circulation space above, and completely separated from, the motor traffic below it. The ramps and circulation space must be lit 24/7 and must be gritted when the weather freezes.

9.62. The proposed connections to the canal route once upgraded are welcome because they provide non-hostile cycling access to and from destinations to the south and north along NCN5. But a quiet route like this can only ever be a daytime route, because of the over-riding ecological objections to lighting it. This reinforces the need for grade-separation operating 24/7 at Wolvercote roundabout.

9.63. Connectivity of the Oxford North site to and from NCN51 including Oxford Parkway station is vitally necessary but is utterly unattractive and inadequate in the plans, since cycle users will be required to deviate via Five Mile Drive. Which future resident or commercial visitor will set off southwards, to reach a destination (Parkway) that is north of the site, being obliged to use a route that is 40% further (2.7 km when it could be 1.65 km or even less)? Access that accords with the natural desire line is essential from the northern margin of the Oxford North site, connecting to and from Parkway alongside the railway. Most of the necessary land is owned by Network Rail, who have an interest in promoting straightforward access to its railway station.

- **Cyclox** (comments received during consultation 2)

9.64. Cyclox recognises the imperative to create new residential and employment development but is concerned about and objects to the design for cycling as transport.

9.65. Furthermore, as a group campaigning for cycling as a mode, the urban design of the proposed place is also a matter of concern to us in that inactive frontages line the main streets.

9.66. Where segregated [cycle] provision exists, e.g. as Bus Stop bypasses, Cyclox welcomes this provision. However, Cyclox cannot accept that this limited provision then becomes a mere 'Advisory Lane' on the carriageway. The cycling facilities for cycling as a transport mode are disjointed and not adequate. No conformance or high-quality route, as set out in the County's Oxford Transport Strategy, is evident in the proposals.

9.67. Dual Network concept for 'confident cyclists' and then the shared-footway/cycle facilities provisions for others is obsolete. Certainty needed over colour and maintenance of cycle lane colour. There is inconsistency over cycle lane standards used.

9.68. Design and Access Statement does not refer to the A40 as a Cycle Super Route as per County guidance. The design does not comply with these requirements.

9.69. Cyclox welcomes Peartree roundabout improvements but has concerns about Park and Ride area crossing.

9.70. Plot/parcel principles section of the Design and Access Statement ignores the main streets and does not provide for an 'active frontage'. There is no reference as far as I can see to MHCLG's guidance on Design (2014).

9.71. The designs and Transport Strategy do not prioritise movement by bicycle and walking in that the main routes are inactive façades. The main routes have a hodgepodge of provision types which for cycling, do not make up a safe, segregated coherent provision which would enable a maximum share of journeys being made by bike. There are enhancements which are welcomed but these in sum, fall short of an enabling cycling route system usable by all. The connections into adjacent Oxford are compromised by their deference to the car.

9.72. A safe and desirable crossing of the Wolvercote roundabout is a basic starting point which fails to be addressed. Some kind of oversailing connection is one possibility. Along the lines of the Hovenring, Eindhoven.

9.73. Cyclox welcomes the vision of the connection to Oxford Parkway but is concerned that it is no more than a wish without serious effort to expedite its implementation.

- **Low Carbon Oxford**

9.74. Objection for the following reasons:

9.75. Energy: There is a huge opportunity for Oxford North to lead the way as an exemplar of a zero-emission site. We expect the standards to be well beyond the current building standards. We hope to see all the buildings on site being built to passive house standards. While we welcome commitment to minimising energy use, the ambition here should be to become a zero-emission site (or even a site that exports energy). Phase 1a BREEAM performance score overall meets 'excellent' rating (just). This is very disappointing. We would like to see a commitment from TWO to achieving

‘outstanding’ rather than the ‘excellent’. To commit to zero emissions no gas should be brought into the site. We would like to know where will the electricity will come from to run the heat pumps? If from the National Grid then it will not be low carbon. You state that solar PV can be installed ‘subject to roof design’. This is not acceptable and we object strongly to this. Roofs should be designed so that they are suitable for PV panels. Aesthetics should not win out over functionality here. You state that solar thermal is a potential. In your table 5.4 however all the criteria are traffic lighted green so more effort needs to be made to utilise this technology. We presume it is compatible with the district energy network.

9.76. Transport: We object to the plans for the road layout. There are no safe and attractive routes into and out of the site for people who walk and cycle. We also object to the fact that there is a through road crossing the site which will encourage rat running. The site should be designed along ‘mini-Holland’ lines with access only by motorised transport, but full permeability for people who cycle and walk. It is likely that there will be huge increase in journeys as a result of this development. The roads surrounding the area already at capacity and congestion and air pollution will increase if further vehicles are added to the roads. Wolvercote and Cutteslowe roundabouts are amongst the worst spots for air quality in the Oxford City AQMA.

9.77. Comments on the plans within the Oxford North site: A44 and A40 street boulevards: Within the site we note the desire that the A44 and A40 boulevards have continuous segregated cycle paths. The design of the cycle paths must be stepped as defined in the Oxfordshire Cycling Design Guide. They should be 2m wide. At all junctions where cyclists wish to turn right from the cycle path there must be signals, with frequent intervals between light changes. We strongly object however to the fact that all the segregated cycle paths become shared paths as they approach the Wolvercote roundabout. This is totally unacceptable. We wish to see continuous, safe, segregated cycle access, built to Dutch CROW standards, in order to navigate the current barriers and impediments which are Peartree Roundabout (to Yarnton and Kidlington), and the Wolvercote Roundabout. We do not believe that there is sufficient cycle parking for a site that is setting itself high environmental standards. It reaches minimum requirement. Also in line with accessibility legislation 10% of spaces need to accommodate non-standard bikes, e.g. child carriers, tricycles, tandems, trailers.

9.78. Comments on connectivity with off-site cycle routes: The connectivity between the Oxford North site with routes outside the site is a major impediment. The cycle network fails unless segregated bike routes are comprehensive and continuous with other feeder routes. No detailed drawings are presented however to inform our comments about this connectivity. The Wolvercote roundabout is a significant barrier. Surely the only solution is ‘grade-level’ separation, a pedestrian and cycle roundabout above the Wolvercote roundabout. A single bridge that goes straight over the Wolvercote roundabout to the Woodstock road would be a good alternative. A grade separated route over the roundabout would show that Oxford is truly in the 21st century. Other ways need to found to get onto the

site which don't involve the roundabout and minimise multiple signalised crossings. The routes to Joe White's lane to the canal provides a good option to get off the site, however unless the routes are lit, they would only be accessible in daylight hours. We are disappointed that the route to Parkway Station involves going via Five Mile Drive. There is opportunity to create a route northwards out of the site along the railway. Discussions with other landowners could be held to negotiate access. We welcome the proposal to signalise the Pear Tree roundabout.

9.79. Employment and housing: We cannot find any commitment to affordable housing in the documents. The application includes only 480 homes, fewer than the already modest number in the AAP. The requirement in the AAP was for 50% affordable housing, of which 80% should be social rented housing. As noted above, one of the main reasons for allowing this part of the Green Belt to be built on was 'poor housing affordability in Oxford and ….. backlog of housing needs'. We strongly object to the lack of provision of affordable housing, particularly social rented housing.

- **Merton College (owners of Red Barn Farm site situated to the north of the application site)**

9.80. Holding objection pending clarification that the existing vehicular access to Red Barn Farm from the A44 is not adversely affected by the development.

9.81. Overall support for the principle of development at Oxford North subject to ensuring that development is capable of being fully aligned with the Northern Gateway Area Action Plan (2015) and related development plan policies, and does not impact upon the deliverability of development at Red Barn Farm.

9.82. Not all land in the AAP boundary is included in the application but application states it would not preclude comprehensive development. Access to the Red Barn Farm parcel would not be until 8-10 years after permission is granted. Road access and servicing to the edge of other land parcels is welcome.

9.83. The application underestimates the development capacity of the Red Barn Farm parcel. Only 2,700 square metres remains of the AAP allocation for employment floor space.

- **Oxford Bus Company**

9.84. Support in principle subject to bus service contributions secured via Section 106 legal agreement. Objection to exclusion of Park and Ride site.

9.85. Due to traffic congestion in the area, demand management measures and sustainable transport opportunities must be at least sufficient to deal with traffic demand from the development.

9.86. The Council should ensure that the bus lanes could not run right up to the Wolvercote roundabout as this would provide enhanced bus priority.

9.87. Section 106 contributions for bus services are needed to mitigate increased travel demand. This would be for a bus service linking Parkway to the site, a “pick me up” service and a service through the Eastern Arc to Cowley Centre.

9.88. Improvements to the Park and Ride facilities are needed to encourage more users of the service which will in turn mitigate overall traffic congestion. The increased parking spaces at the Park and Ride were part of the transport mitigation measures in the AAP. The absence of one of the key measures will have an impact on traffic generation in the locality.

9.89. Concerns over the practicalities of delivering the management measures to prevent abuse of the Park and Ride. Management measures should be agreed prior to determination to ensure Park and Ride spaces are retained for their intended purpose.

- **Oxford North and West Green Party**

9.90. Objection. Oxfordshire Green Party (OGP) did not support the inclusion of the Northern Gateway site in the Core Strategy.

9.91. A key issue remains the extent of the proposed employment growth and the imbalance between this and the available housing. Such levels of employment growth will lead to increased demand for housing and exacerbate the existing housing crisis in the city.

9.92. There is no commitment to affordable housing. The requirement in the AAP was for 50% affordable housing, of which 80% should be social rented housing. One of the main reasons for allowing this part of the Green Belt to be built on was ‘poor housing affordability in Oxford and … backlog of housing needs’. We strongly object to the lack of provision of affordable housing, particularly social rented housing.

9.93. The aim should be to achieve a zero-emissions site, using the highest standards for energy efficiency and energy supplied solely by renewables. All buildings should be designed to minimise their environmental impact. There are bold claims about the sustainability of the buildings and systems on the site, but important opportunities have been missed and standards set too low.

9.94. Wolvercote and Cutteslowe roundabouts are amongst the worst spots for air quality in the Oxford City AQMA. Air quality legislation dictates that no development is permitted to make air quality worse within the AQMA, yet this development with its predicted extra car movements will make it worse. Key roads in the area, particularly the A40, are often at full capacity, even outside peak hours. The proposed housing developments around Eynsham, Kidlington and Yarnton will bring more car movements. Given the level of traffic moving between the A40 and A44, the proposed new road within the site will be used as a rat run.

9.95. We need to focus on reducing the need to travel and on walking, cycling and public transport. We want to see investment in these modes, not new

roads. We have many concerns about the cycling proposals, both within the site and connecting with the surrounding area. The proposals are far from best practice.

9.96. Concerns over surface water flooding in the low point towards the north end, close to the A34 roundabout, where Trax currently is situated. The development should be making much more use of rainwater harvesting, to conserve water and energy and reduce risk of flooding. We noted reference to harvesting water but only for commercial buildings.

9.97. The scale of the site and height of the buildings will result in major visual impacts, particularly for nearby residents. The view from Port Meadow will also be affected, although from the simulated image provided in the application, it is difficult to gauge how people will feel about this. The development will result in heavier use of Port Meadow, a SSSI and grazing land that is already under pressure from visitor numbers.

9.98. With the increase in residents, there must be additional provision made for local services such as education and health care. There should be access to allotments.

- **Oxford Preservation Trust** (comment received during consultation 1)

9.99. The Trust does not object to the proposals and recognises that the site is part of the Oxford Local Plan and is covered by the Northern Gateway Area Action Plan (AAP).

9.100. The Trust acknowledges the value of new business premises but suggests that these must be balanced with new homes that are greatly needed. We cannot support the idea of this becoming an out-of-town retail destination which is highly car reliant, and does not take account of the large shopping centre in the middle of the city, and other suburban centres.

9.101. The Trust's opinion is that while the overall package of transport measures proposed, appears not to worsen congestion, overall it is likely to result in an increase in vehicle movements, emissions and noise. There is some new segregated and on highway provision for cyclists, but this is of limited value because it is discontinuous and does not help them negotiate the main junctions. It is unlikely to lead to any modal transfer from car to bike.

9.102. This development however, in the Trust's opinion while altering key junctions in the area, does nothing to assist the future provision of a segregated bus rapid transport network protected from the queues and congestion that exists in this area for large parts of the day.

9.103. There is a significant amount of large scale building proposed for office and commercial use. It is important that the finish to these buildings is as sensitive as possible to the urban/rural edge location of the proposals and that the adjacent Green Belt is given sufficient consideration. The Trust is pleased to note the inclusion of public open space and amenity space to preserve some of the openness and inter-visibility that is a value of the green setting of Oxford. The Trust suggests that to ensure this openness,

and the appropriate conservation of the Setting of Oxford, these open spaces should be protected as 'Local Green Space' possibly a condition to the development consent.

9.104. The Trust draws attention to the Historic England: Assessment of the Oxford View Cones (2015), which is referenced in the Northern Gateway AAP. The Trust notes some reference to the long distance views and building heights having been considered through the application, but suggests that continue review of these impacts should be made with each iteration and application associated with this project.

- **Oxford Preservation Trust** (comment received during consultation 3)

9.105. The Landscape Addendum confirms that there would be localised significant visual effects on the western extends of Port Meadow, with minor effects also anticipated at the southern and northern vantage points. OPT would urge officers to carry out a full and robust assessment of these potential impacts. Port Meadow and Wolvercote Common are a SSSI, a Scheduled Ancient Monument and together with the nearby Yarnton and Pixey Mead a Special Area of Conservation (SAC) under the European Habitats Directive and as such require special consideration when the scale of development proposed could have the potential to detrimentally impact upon their character and views in and out of the identified area.

- **Oxfordshire Clinical Commissioning Group (OCCG)**

9.106. The 480 dwellings proposed will cause considerable pressure on the infrastructure for health. The four practices in the vicinity are experiencing considerable pressure on service provision, and this population increase of circa 1,200 people will significantly impact on their ability to manage further provision. OCCG therefore wish to apply for CIL or s106 funding to support their infrastructure requirements.

- **Sport England**

9.107. No objection. The site is not considered to form part of, or constitute a playing field as defined The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595), therefore Sport England has considered this a non-statutory consultation.

9.108. Sport England would encourage the Council to consider the sporting needs arising from the development as well as the needs identified in its Infrastructure Delivery Plan (or similar) and direct Community Infrastructure Fund monies to deliver new and improved facilities for sport.

9.109. Sport England would commend the use of the 'Active Design' (October 2015) guidance in the master planning process for new residential developments to promote healthy communities through good urban design.

- **Summertown & St. Margaret's Neighbourhood Forum**

9.110. The Forum believes that the Council should strongly resist pressure from the landowners and developers of Oxford North to reduce their affordable housing obligations. The viability analysis should be looked at again to critique various assumptions. It is difficult to believe that the Oxford North site, on the edge of one of the fastest growing and most prosperous areas of the South East, owned largely by a very wealthy Oxford College, and supported by generous grants for infrastructure, and with relatively few demands for community services such contributions to new schools or health centres (neither have been required), is not viable for 50% affordable housing – especially given the loose Government definition of affordable housing.

9.111. PBA have produced well thought out plans for cycle routes & footpaths alongside both the A40 & A44 within the application site. It is disappointing that they have not produced similar plans, in conjunction with other Oxford North landholders & Oxfordshire County Council (OCC), for cycle routes & footpaths outside the application site. These should link up with the rest of North Oxford, Oxford City & the surrounding area by means of completely redesigned & improved, fully segregated, cycle routes & footpaths. It is essential that these upgraded cycle routes & footpaths link to Wolvercote roundabout & routes to the city centre, Oxford Parkway station & Peartree Park & Ride & the north through Peartree interchange.

9.112. Wolvercote roundabout is key to Oxford North's connectivity. Major improvements have recently been completed on the roundabout but only minimal provision has been made for cyclists & pedestrians, who have to navigate laboriously through the junctions by means of light controlled crossings. The only way for cyclists to efficiently and safely cross the roundabout will be to separate motorised traffic from pedestrians & cyclists by means of grade level separation, ideally using the Hovenring principle or more simply, but less satisfactorily, using a cycle/footbridge as used on Sustrans 51 over the Northern Bypass.

9.113. Another very important link should be via Joe Whites Lane. This should be made into a Cycle Super Route linking through Upper Wolvercote to a Woodstock Road Cycle Super Route. It should have street lighting for safe winter commuting.

9.114. Links to the Peartree Park & Ride and Oxford Parkway Station are also crucial. The proposed link via Five Mile drive is less than ideal. A better route would be to follow the railway line. There needs to be discussions between the various landowners and OCC to facilitate this.

9.115. Peartree interchange is a significant obstacle to cyclists accessing to & from the north. There is currently nothing to help cyclists cross it. It is too dangerous for cyclists to use as it is. Light controlled crossings at each exit are proposed but underpasses would be better.

- **Sustrans North & West Oxfordshire group**

9.116. This response is on behalf of the Sustrans volunteer group that maintains the National Cycle Network north of Oxford. Sustrans is the national charity making it easier for people to walk and cycle.

9.117. National Cycle Network route 5 adjoins the site. This provides significant local amenity for traffic-free journeys between Woodstock, Begbroke Science Park, Oxford and other nearby destinations. It also provides an important leisure facility as a long-distance cycle route from Reading to Holyhead (marketed in this area as the Shakespeare Cycleway). NCN 5 follows the canal towpath south from the A44 at Yarnton, before branching off onto a separate traffic-free path to Wolvercote.

9.118. We therefore request that, as a condition of approval, the developers fund targeted upgrade works to the section of NCN 5 following the canal towpath between the A34 Western Bypass overbridge north to the A44 Woodstock Road crossing.

9.119. We also ask for more clarity as to the nature of the cycle link between Oxford North, NCN 5 and the towpath. The Design & Access Statement is inconsistent in promising "pedestrian and cycle connections to the canal towpath" on p205, but solely showing "pedestrian links" in the diagram on p211.

- **“Tripartite” (University of Oxford, Merton College and a local landowner)**

9.120. The Tripartite own and control the vast majority of land at Begbroke, which is proposed to be allocated as a “new urban neighbourhood” by Policy PR8 of the Partial Review of Cherwell Local Plan 2011-2031.

9.121. No objection.

9.122. It is important that there is good connectivity between north-south & east-west services so that people do not have to walk significant distances between stops. To allow for flexibility in terms of delivering bus services and optimising public transport improvements, options that could be considered include: public transport access being permitted by way of the link road; in the interim scheme, allow the right turn from the site to the A44 but restrict it to bus movements only; and look at bus stop provision on the A44 in the interim to support the interchange and wider public transport improvements.

9.123. It is clear that to achieve the target modal split that a strong emphasis on public transport will be required, which is supported by the Tripartite. It is considered that facilitating an interchange as described above will enhance options for sustainable and effective travel in the city and across Oxford by public transport.

9.124. Clearly it is important that the proposed transport mitigation measures are properly secured and delivered at the appropriate time. The Tripartite recognises that the full highway scheme will deliver significant public

transport, cycle and pedestrian improvements, for example, by addressing the current difficulties of cyclists negotiating the Pear Tree Roundabout, which acts as a deterrent to cycle travel between areas north of the A34, A44 and Oxford (and of course the development site). The earlier these improvements can be in place the better to promote travel by non-car modes, which will be necessary to achieve the target mode shares. Hence clarification on the timing of highway works is requested.

- **West Oxfordshire District Council**

9.125. No observations.

- **Wolvercote Neighbourhood Forum & Wolvercote Commoners' Committee**

9.126. Three representation were received which are summarised below. Objection on the following grounds:

9.127. The viability statement is unacceptable – the claim that the statement at the AAP hearing that the project was likely to be viable (4.3) was based on knowledge at the time and that true costs have only now become available is unconvincing. It is still our contention that the Benchmark Land Value could be reduced because the standard viability model is not appropriate.

9.128. The quantum of development should not exceed AAP thresholds.

9.129. Proper consideration has not been given to the residential impact of air pollution, vehicle noise and safety on quality of life for and health of existing and future residents.

9.130. The traffic proposals do nothing to mitigate the expected increase in the volume of traffic generated by the development. The link road does not fulfil the AAP requirement of accommodating HGV traffic and to be positioned to the north of the site.

9.131. Measures to prevent overspill parking from the development include a Controlled Parking Zone in Wolvercote. This will have a financial impact on Wolvercote residents having to buy permits.

9.132. Better cycle and pedestrian access is needed to neighbouring areas, in particular from the East parcel connecting into Cherwell land and Oxford Parkway. Better crossings at Peartree Interchange are needed for cycles and pedestrians. Grade separation is needed at major road crossings.

9.133. Development should show net gain in biodiversity, not net loss on site. Objection to the loss of hedgerows and trees. Objection to reduction in landscape buffer [June 2019 resubmission].

9.134. The development's scale and materials are out of sympathy with their surroundings and do not provide an appropriate entry to Oxford. Port Meadow is of extremely high value, and also highly susceptible, and yet the development will still be clearly visible from large areas of Port Meadow, especially in winter when the trees will not be able to obscure it to the same

extent. Views from the Wolvercote with Godstow Conservation Area are very intrusive and most unwelcome. The revised height reductions [June 2019 resubmission] provide some improvement but they still have an adverse effect on the views.

9.135. Red Hall cantilevered overhang roof is unnecessary. Aggressive industrial appearance and long-term weathering of materials make in unsuitable. Workspace building external staircases are poor design. Roof plant may be an afterthought which will not be well integrated.

9.136. Stated sustainability aspirations are not met. PV panels should be installed on all buildings. The proposed drainage is such that its effect will overwhelm flood storage capacity and result in additional uncontrolled flooding downstream in 1 in 100 year flooding events.

Public representations

9.137. There were 84 representations received from 76 addresses local to the site, further afield in Oxford and beyond the city. This included comments received from Cllrs Goddard, Gotch and Pressel, from County Councillor Paul Buckley as well as from Layla Moran MP. A complete list is included in **appendix 2**.

9.138. In summary, the points of objection that are material planning considerations were:

- no firm commitment to build affordable homes; unacceptable in the light of the housing situation in Oxford
- Oxford has low unemployment and doesn't require businesses, it needs more Affordable Housing
- development will add to housing shortages, as the demand for businesses isn't needed in Oxford, therefore the development is not sustainable
- if jobs are being created, most will commute because of insufficient new homes to accommodate them on site
- insufficient evidence to increase the use of public transport and cycling, is not enough to encourage public transport use, car sharing and cycling
- shared cycle and pedestrian routes are not safe. There should be a separate and dedicated lanes
- development lacks adequate road infrastructure
- development will impact on North Oxford in terms of traffic flow, in particularly at Wolvercote roundabout
- concerns over pollution from increased traffic and noise to neighbouring properties

- improvements need to be made to A40 & A34 before any development commences
- no cycle/pedestrian links from Oxford North to Oxford Parkway rail station
- provision for cycling is insufficient, it should at least meet the County Council's own standards
- development does not meet local amenity needs, e.g. school places
- development is needed but this is the wrong location
- development destroys an important section of the green belt between Oxford and Kidlington to the north.
- loss of open space between Oxford and Kidlington – lead to urban sprawl
- development is too high and not in keeping with the architecture of Oxford (in particular the Red Hall)
- concerns with the height of the buildings, these should be reduced (without gables), or screened in views from the east by tree planting
- colour of roofs is out of keeping with the area and needs to fit in with the landscape
- concerns over the effect of large scale project on the local environment and biodiversity

9.139. In summary, the point of support that is a material planning consideration was:

- development will create jobs and additional housing.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

a) Principle of development

b) Affordable Housing

c) Transport and highways

d) Impact on heritage assets

e) Design

f) Landscape and trees

g) Air quality

h) Ecology and biodiversity

i) Flooding, drainage and water

j) Energy and resources

k) Impact on neighbouring and residential amenity

l) Land quality

m) Phasing of development and delivery of infrastructure

n) Planning obligations

o) Other matters

10.2. As set out previously in this report, the hybrid application is made up of a full planning application and an outline application; a greater level of detail has been provided for those elements within the full planning application. This report discusses and assesses the outline and full elements separately under each issue heading below.

10.3. The reason for the submission of a hybrid application is that the detailed elements cannot be considered other than in the context of a comprehensive development of the AAP site. The applicant wishes to apply for those parts of the scheme that are sufficiently developed for them to be considered in detail. This would allow development to commence sooner.

10.4. Recommended planning conditions are also set out separately to relate to the full and outline parts of the application, as set out in **appendix 3**.

a. Principle of development

10.5. The NPPF in paragraph 11 states that planning decisions should apply a presumption in favour of sustainable development, meaning that development proposals that accord with an up-to-date development plan shall be approved without delay. In paragraph 47, it states that planning law requires that applications for planning permission be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

10.6. Policy CS6 allocates Northern Gateway as a strategic development site in the Core Strategy . This means that the Northern Gateway is of strategic importance to the delivery of the Core Strategy. The Core Strategy, adopted in March 2011, states that an Area Action Plan will bring the Northern Gateway land forward. The Northern Gateway AAP was developed after the Core Strategy and adopted in July 2015. The AAP adds the extra level of site-specific detail to support the Core Strategy allocation to assist developers in the submission of high quality proposals and to ensure the best outcomes for Oxford.

10.7. Appendix 3 of the emerging local plan lists Northern Gateway/Oxford North as a Category 1 employment site and thus affords protection of the site under emerging policy E1. It is also listed as an Area of Change in the emerging local plan at paragraph 1.23, anticipating that the site would come

forward during the plan period to 2036 within the parameters of the adopted AAP.

10.8. Policy CS6 and the Northern Gateway AAP together establish the principle of employment-led mixed use development on this site. It is noted that at paragraph 1.23, the emerging local plan states that Northern Gateway/Oxford North has already been allocated and is the subject of the Northern Gateway AAP which forms part of the Development Plan. It states that, whilst it is not subject to an allocation in this local plan it will nonetheless constitute an area of change in the context of the vision for the city. The Northern Gateway AAP has an end date of 2026 in line with the Core Strategy.

10.9. Policy NG1 of the AAP states that the parcel of land bounded by the A40, the A34 embankment, Joe White's Lane, and the rear boundaries of properties along Godstow Road is taken out of the Green Belt and is allocated for development as part of the Northern Gateway site. Therefore, there is no Green Belt land within the boundary of this planning application.

10.10. Policy NG2 of the AAP states that planning permission will be granted at the Northern Gateway for:

- up to 90,000m^2 (gross internal area) of employment development; and
- up to 500 new homes; and
- a range of local scale retail uses (up to a total of 2,500m^2 gross internal area); and
- a hotel with associated leisure facilities (up to 180 bedrooms).

10.11. The quantum of development for which outline permission is sought falls within these parameters and therefore the application complies with policy NG2.

10.12. As a large strategic site within Oxford's Core Strategy, comprehensive development is important to the realisation of the AAP vision for the area. However, the application's red line does not take in the whole AAP area: the Park and Ride, Red Barn Farm land to the north (owned by Merton College) and the Goose Green parcel to the south-west (owned by Oxford City Council) are notable omissions. This is disappointing for the realisation of the overall vision for Northern Gateway and, whilst it might have been expected that the land under other ownerships would come forward as a single application, the Council must assess the application as submitted.

10.13. Parameter Plan 01: Access and circulation includes provision for principal connection points to adjoining land to facilitate connections to these three parcels. Such provision is also recommended to be secured via the legal agreement. This would ensure the development be designed not to prejudice access to neighbouring land, and to provide access and servicing subject to a fair contribution. The access can be assessed at reserved matters stage and provisions will be included in the legal agreement to ensure that there are no material impediments to complementary

comprehensive development in the future. These measures are considered sufficient to ensure the Northern Gateway site can still be developed comprehensively.

10.14. As noted above, officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to assess the environmental impact of the proposal.

10.15. The principle of development accords with the Development Plan and is therefore acceptable.

Employment use

10.16. As set out in the AAP, the primary focus for this site is the provision of significant levels of employment-generating uses. The Core Strategy establishes that the site should have an employment focus, building on the strengths of Oxford's economy. The Northern Gateway is the city's only remaining opportunity to develop a new strategic employment site, and in that context it is important that it is developed in such a way to address the city's needs as closely as possible. The evidence shows that the city needs employment space to be focussed on Oxford's key strengths in the knowledge economy (science and technology, research, bio-technology and spin-off companies from the universities and hospitals). If the site were to be developed as a generic business park this would be in many ways a missed opportunity; instead it will be closely tied to the innovation and knowledge economies.

10.17. Policy NG3 of the AAP states that planning permission will be granted for employment development of up to 90,000 square metres where the intended uses directly relate to the knowledge economy of Oxford: science and technology, research, bio-technology, spin-off companies from the universities and hospitals or other intended uses that make a measurable contribution to these sectors. The policy states that applicants will be required to demonstrate how their proposals contribute to the knowledge economy of Oxford.

10.18. A planning obligation or condition is therefore recommended to ensure that prospective occupants are consistent with the employment types set out in the AAP.

10.19. The outline application is for 87,300 square metres of B1 floorspace, of which 15,850 square metres is proposed in the full element of the application. The quantum of floorspace falls short of the 90,000 square metres allocated in the AAP. The applicant has assumed that the Merton College owned land and Oxford City Council land will provide the additional 20 homes and 2,700 square metres of employment space in the AAP. It is noted that owners of the Red Barn Farm parcel, Merton College, consider that the application underestimates the development capacity of the Red Barn Farm parcel. However, the pro-rata approach used in the application

under consideration is not unreasonable and is justified; officers therefore see no reason to object to the quantum proposed.

10.20. The Design and Access Statements for the masterplan and the full application, as well as the plans for the Red Hall and two Workspace Buildings, show a clear design intention to create buildings to service knowledge economy businesses; the open gable ends of the three buildings reveal large research spaces. Subject to the recommended condition, the employment use proposed is therefore acceptable in relation to policy NG3.

Housing

10.21. In the AAP, housing is presented as one of the complementary uses to the main employment use for the site and a limit of 500 units is set. Objective 2 of the AAP states that the project provides the opportunity to deliver additional housing including Affordable Housing to help address the growing need in Oxford. Indeed, paragraph 4.2 sets out the justification for the removal of part of the site from the Green Belt which included poor housing affordability in Oxford and the imperative to meet a backlog of housing needs.

10.22. Natural England, through the Habitats Regulations Assessment process undertaken to support the AAP, imposed a limit on residential units of 500 homes. The Oxford Meadows Special Area of Conservation (SAC) contains a number of Sites of Special Scientific Interest (SSSIs). Part of one of the SSSIs that makes up the Oxford Meadows SAC, Port Meadow, contains a rare plant, creeping marshwort (*Apium repens)*. This plant is sensitive to increases in nitrates and phosphates associated with dog-walking. The limit of 500 homes is based on an estimate of the number of people likely to be dog owners, plus a higher proportion of open space within the development as mitigation so that dog owners have convenient options for places to walk their dogs.

10.23. No housing is proposed in the detailed part of the hybrid application, but up to 480 units are proposed in the outline. This falls short of the 500 units because the application red line does not take in the whole AAP area. A pro-rata allowance has been made by the applicant to take account of land owned by Oxford City Council and Merton College. The applicant has assumed that this land will provide the additional 20 homes and 2,700 square metres of employment space. Officers take the same view as noted above in relation to employment floorspace. Officers see no reason to object to this quantum of housing and its justification; there is other land within the AAP area that could deliver the remaining 20 units.

10.24. The delivery of 480 homes would make a significant contribution towards Oxford's unmet housing need and would contribute to the housing delivery set out in policy H1 of the emerging local plan Policy H1 states that provision will be made for at least 8620 new homes to be built in Oxford over the plan period 2016-2036. This equates to a delivery of 431 dwellings per annum. The policy states that housing delivery will be achieved

ensuring that all new housing developments contribute to the creation and/or maintenance of mixed and balanced communities.

10.25. The mix of dwellings specified in paragraph 5.18 of the AAP, and as set out in the Balance of Dwellings Supplementary Planning Document (SPD) is as follows:

Unit size	Percentage
1 bedroom homes	10-15%
2 bedroom homes	25-30%
3 bedroom homes	40-55%
4+ bedroom homes	10-15%

10.26. The emerging local plan does not have an overall strategic mix for housing specified.

10.27. The planning statement submitted, at paragraph 4.11, sets out an indicative mix of units which would accord with the AAP and the Balance of Dwellings SPD. The mix would be secured via the legal agreement to ensure that the development overall produces a balanced mix of residential units. This obligation would include flexibility for the mix to be altered over time by agreement with the City Council to meet housing need. For the avoidance of doubt, officers note that housing need does not necessarily equate to market demand.

10.28. It is noted that a number of public representations question the low level of housing in relation to employment floorspace. The reasons for the balance between the quantum of employment and residential accommodation are set out in the AAP and have been highlighted in this report.

10.29. Due to the complexity of this aspect of the application, Affordable Housing is discussed in the following sub-section of this report. The principle of providing this quantum of housing is acceptable.

Community, hotel, retail and services (shops and restaurants)

10.30. The AAP allows for a range of local scale retail uses (such as shops and cafes) and a hotel with associated leisure facilities to give new and existing residents and employees access to local facilities and services, making the new development more sustainable. In line with the Core Strategy allocation, it is important to limit the retail uses to a local scale rather than to create more destination shopping facilities which would attract more visits to the area. This approach is in line with the NPPF and with emerging policy V1, to which limited weight can be afforded, which seek to ensure the vitality of existing centres. Limiting the retail uses to a local scale on the Northern Gateway site ensures that the development does not compromise the vitality and viability of the Summertown District Centre.

10.31. As noted above, the level of retail provision proposed is in line with AAP policy NG2. In addition, the outline application proposes up to 550 square

metres of D1 floorspace, which could include a nursery or some kind of community space. Such a low quantum of floor space would not affect the viability of other community facilities in the city and is of a local scale; it is therefore an acceptable element in the wider scheme.

10.32. Parameter Plan 02: Land use sets out the areas where the hotel, shops, restaurants and D1 community uses could be located. Although this gives a very broad spread of possible locations, the Design and Access Statement: Masterplan indicates that many of these uses would be located within the Central parcel, along the link road, and close to the public open spaces referred to as The Square and The Green. Such uses would provide activity and animation of these focal spaces. Assessment of whether the type and location of uses is appropriate would be made at reserved matters stage.

10.33. The AAP sets out the existing facilities within reach of the site, particularly within neighbouring residential areas and Summertown District Centre, including GP surgeries, a library, a leisure centre and retail facilities.

10.34. The County Council as Local Education Authority is proposing to increase primary and early education provision through the expansion of Wolvercote Primary School from a 1.5-form entry to a 2-form entry school, subject to a full feasibility assessment, planning permission, and statutory approval processes. The County Council conducted an options appraisal which identified an appropriate accommodation solution, estimated to cost £2,738,560. It states that the school expansion is only necessary because of the pupil generation from this development and so the full cost of the expansion is sought in connection with the application. Safe routes to Wolvercote Primary are proposed with the development and these are discussed in the later section on transport and highways. A financial contribution is sought for special educational needs and disability (SEND) provision on a proportionate basis. Secondary school demand from the development can be met by the new secondary school, Swan School.

10.35. The Affordable Housing and Planning Obligations SPD states that, as a consequence of the Council's introduction of CIL, the use of Section 106 planning obligations for most types of infrastructure, other than Affordable Housing, will be much more limited than in the past. It goes on to state that CIL will replace planning obligations as the means of funding off-site infrastructure, such as additional school places, transport improvements and crossings or improved leisure facilities, which are associated with new development and consequent population or economic growth. It states that proposals for development that may require the provision of planning obligations should be made in accordance with the relevant policies of Oxford's local plan. No new primary or secondary school is required by the AAP. Given the scale and nature of the development, it is therefore not considered appropriate for a contribution to be secured by Section 106 legal agreement.

10.36. There is no CEB agreement to use CIL receipts for education infrastructure and so a request for CIL funding for education would need to go through the normal process. It is included on the unfunded supporting infrastructure

list (see **section 10m**). A decision as to whether primary and SEND education should be funded by CIL is not within the decision-making powers of this committee; it is a decision made in another forum.

10.37. No health services are required by the AAP as existing services are accessible with Summertown Health Centre 2.4km away and close to bus services. The Oxfordshire Clinical Commissioning Group, seeking infrastructure funding, commented that the development will cause considerable pressure on the existing GP practices in the vicinity. Any such funding would need to come from CIL funds.

10.38. Paragraph 5.11 of the AAP states that the City Council will work with landowners and occupiers to facilitate the refurbishment or redevelopment of existing built areas of the Northern Gateway site (at the Wolvercote roundabout and Peartree interchange) to further enhance the strategic approach to the city. It is noted that these planning units are outside the red line of the planning application and so such improvements would take place as planning applications come forward on these sites. There is a planning obligation recommended for the developer to use reasonable endeavours to assist neighbouring landowners to facilitate the refurbishment or redevelopment of existing built areas of the Northern Gateway site to further enhance the strategic approach to the city.

b. Affordable Housing

10.39. Paragraph 62 of the NPPF states that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless:

- off-site provision or an appropriate financial contribution in lieu can be robustly justified; and
- the agreed approach contributes to the objective of creating mixed and balanced communities.

10.40. In terms of the development plan, Policy CS24 of the Core Strategy states that residential developments on sites of over 0.25 hectares or over 10 units should generally provide a minimum of 50 per cent affordable housing. It is important to bear in mind that the policy goes on to say that, if it can be demonstrated by open book evidence that the affordable housing contribution from either residential or commercial development makes a site unviable then developers and the City Council will work through a cascade approach until a site is made viable. Developers will provide affordable housing as part of the proposed development unless the City Council, or the Secretary of State where appropriate, and the developer both consider that it is preferable to make a financial or other contribution towards the delivery of affordable housing on another site.

10.41. In line with policy CS24, policy HP3 of the Sites and Housing Plan also requires large sites to provide a minimum 50 per cent of dwellings on the site as affordable homes, specifying that a minimum of 80 per cent of these be provided as social rented, with remaining affordable homes provided as

intermediate housing. The policy also states that exceptions will be made to this policy if it can be robustly demonstrated that this level of provision makes a site unviable, in which case developers and the City Council will work through a cascade approach in the following order until a scheme is made viable.

10.42. The cascade approach outlined within the policy firstly reduces the percentage of affordable housing provided (to a minimum of 40 per cent of all homes) by reducing the intermediate housing element only. Secondly, at 40 per cent affordable housing, reintroduce an element of intermediate housing incrementally up to a maximum eight per cent of all homes. Thirdly, to make a financial contribution in lieu of on-site provision.

10.43. Officers would note that emerging policy H2, to which limited weight can be afforded, uses the same approach as adopted policy HP3.

10.44. Paragraph 5.17 of the AAP states that, owing to the specific and pressing need for affordable housing in the city, a minimum of 50 per cent affordable housing will be required, with 80 per cent of those provided as social rented and the remainder intermediate homes, in accordance with the policies of the Sites and Housing Plan. It states that the city's affordable housing policy contains a cascade approach that can be used when this policy requirement can be shown through open-book evidence to make the site unviable.

10.45. In terms of the Development Plan, officers would therefore advise members that whilst the starting point for Affordable Housing provision on a qualifying site should generally be to seek a minimum of 50 per cent Affordable Housing, the policies set out a legitimate position whereby exceptions to this level of provision can be justified following a full and robust assessment of viability.

10.46. As demonstrated by the Oxfordshire Strategic Housing Market Assessment (SHMA) (2014), and more recent post-SHMA work programme (2016), Oxford's housing need is greater than its capacity. It is therefore crucial that allocated sites achieve their housing allocation. As is set out in the emerging local plan, the provision of affordable homes is a key element of creating and maintaining mixed and balanced communities. One of the biggest issues facing residents in Oxford is the unaffordability of homes, to rent or to buy. Oxford is one of the least affordable places in the country, resulting from a combination of high land values, reducing land availability, and a shortage of homes. This means that housing is so expensive in absolute terms and compared to average salaries, that many people are priced out of the market. As such, delivering housing that is affordable in Oxford is a key priority of the City Council to help ensure that Oxford is a sustainable and inclusive city.

10.47. A Viability Appraisal and Affordable Housing statement both dated May 2019 have been submitted with the application. This was the result of lengthy and detailed discussions over the viability of the proposed development, including evidence gathering, scrutiny and testing. The

Affordable Housing statement concluded with a proposal to provide 25 per cent of the 480 housing units as affordable, with 80 per cent of those being social rented and 20 per cent intermediate housing. It also stated that 30 per cent overall could be provided if the tenure mix were altered to provide 60~~70~~ per cent social rented and 40~~30~~ per cent intermediate housing.

10.48. Subsequent to the submission of these documents, the issuing of the Council's viability advisers' report (**appendix 5**) and further negotiation, the applicant made the following final proposal on the 11 September 2019 in respect of Affordable Housing:

- 35 per cent Affordable Housing, equating to 168 of the 480 units;
- Affordable Housing tenure mix of 80 per cent social rented (135 units) and 20 per cent intermediate housing (33 units); and
- agreement in principle to a review mechanism.

Viability appraisal

10.49. As set out above, local plan policies allow for a cascade approach to Affordable Housing provision if it can be shown that provision would make the site unviable.

10.50. Paragraph 57 of the NPPF states that where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage. The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and the viability evidence underpinning it is up to date, and any change in site circumstances since the plan was brought into force. All viability assessments, including any undertaken at the plan-making stage, should reflect the recommended approach in national planning guidance, including standardised inputs, and should be made publicly available.

10.51. On the basis of local and national planning policy, it is therefore acceptable for the applicant to submit a viability assessment. The applicant, working with Council officers, has taken the approach of seeking to provide as much Affordable Housing on site as is viable, rather than seeking to make a financial contribution. This is welcomed given the large number of housing units proposed overall and would align with paragraph 62 of the NPPF.

10.52. The NPPG defines viability assessment as a process of assessing whether a site is financially viable, by looking at whether the value generated by a development is more than the cost of developing it. This includes looking at the key elements of gross development value, costs, land value, landowner premium, and developer return.

10.53. The NPPF requires that viability assessments follow the approach in the NPPG. This requires the applicant to set out what has changed in viability

terms since the viability assessment that informed the local plan. In its Viability Appraisal, dated June 2019, the applicant duly sets out that further investigative works into infrastructure requirements are the change that has occurred since the adoption of the AAP.

10.54. By way of background to the viability process, members should be aware that Savills are the viability advisers for the applicant and Gardiner & Theobald (G&T) their cost consultants; Jones Lang Lasalle (JLL) are the Council's viability consultants with Currie & Brown (C&B) as cost consultants. Savills and JLL both assess the development as a whole, reflecting the Development Plan requirement for comprehensive development. The nature of the commercial uses, and the infrastructure requirements that they generate, affect the viable level of affordable housing. This is unlikely to be repeated on other housing sites.

10.55. The JLL viability assessment has been carried out in line with the NPPG and with Royal Institute of Chartered Surveyors (RICS) guidance on Financial Viability in Planning. The RICS guidance requires an objective assessment of the scheme to be undertaken, and the circumstances of the particular applicant/developer to be disregarded.

10.56. The final report produced by JLL advising the Council (see **appendix 5**) includes an overview of the viability appraisal process which began during pre-application discussions in late 2016 and continued through the determination period of this planning application. In summary, the scrutiny of all inputs and details of viability for this development has been extensive, thorough and lengthy. It has been a collaborative and constructive process between the Council and advisers and the applicant and their advisers.

10.57. The original viability assessment prepared by Savills in November 2016 reported a significant negative Residual Land Value (RLV) of -£92.13 million. This appraisal assumed 50 per cent affordable housing but concluded that on the basis of the negative RLV, no affordable housing could be afforded. Indeed such a RLV indicated that the development was unviable and would therefore not come forward.

10.58. To improve the viability position and work towards a deliverable development, various areas were scrutinised and addressed, principally:

- Construction and infrastructure costs: at the start of the process, there was a significant difference in respect of costs assessed by G&T and C&B and hence this was subject to detailed interrogation between the respective parties' cost consultants/quantity surveyors. 'Value engineering' by the applicant sought to reduce costs while maintaining an acceptable level of design quality. There remains divergence between the two parties on costs, but the difference (before contingency) is around five per cent.
- Land value: benchmark land value (BLV) has been significantly reduced from the original estimate by the applicant. A BLV of £12.4 million was agreed between JLL and Savills in June 2018, prior to the

revised NPPG on viability. There is no set rule for calculating BLV but the starting point should be the existing use value of the site. Indeed, the viability assessors for the Housing Infrastructure Fund (HIF) grant used a BLV of £628,800. This lower BLV has been given due weight, as is discussed later in the report.

- Energy loop: there is a substantial cost to the infrastructure of installing this, but such systems yield revenue. There is disagreement over how much and this remains a point of difference between the two parties. The higher revenue is included in sensitivity tests carried out by JLL.
- Affordable Housing values: evidence of higher than expected values being achieved in the Oxford area for Affordable Housing improved this area of the appraisal.
- Seeking funding: a LGF grant of £5.9 million has been secured to cover the cost of the A40 works, and £10m of HIF Marginal Viability grant sought.
- Infrastructure requirements: through discussions with the County Council, as discussed elsewhere in this report, the infrastructure requirements of the development have been reduced to those which are judged to be essential.
- Use of CIL: the ability for developers to use infrastructure payments in lieu of CIL has been explored and a CEB resolution was made to use CIL receipts towards appropriate infrastructure.

10.59. The above measures and collaborative working significantly improved the overall viability of the scheme, moving it into the realms of a deliverable scheme. JLL and Savills reached a position where many areas were agreed, although key areas of difference remained, most notably costs. A viability appraisal was produced by Savills on the basis of 25 per cent Affordable Housing (of which 80 per cent is social rented and 20 per cent intermediate housing, i.e. 80:20) and this was checked by JLL. JLL then undertook a number of “sensitivity tests” or scenarios, altering certain inputs each time in the viability appraisal. Generally, viability appraisals give an output of residual land value (RLV) or return on risk (developer profit). In this case, the output is return on risk.

10.60. The results of the scenarios in the sensitivity tests were as follows.

10.61. JLL’s review of the Savills appraisal produced a return on risk of 11.76 per cent (scenario 1 in the JLL report). JLL would expect a scheme of this complexity to require a return of around 20 per cent (profit on cost) for a developer to be prepared to proceed and for it to be fundable. Therefore, based on Savills’s assumptions, the scheme is not viable with 25 per cent Affordable Housing.

10.62. In scenario 2, JLL changed the costs provided by G&T to the C&B costs and included the higher anticipated energy loop revenue. This produced an 18.56 per cent return on risk. JLL conclude that this level of return meant that the scheme was viable albeit at a profit level marginally below the 20

per cent which developer's traditionally seek. JLL's professional view is therefore that 25 per cent Affordable Housing is viable based upon their original view of the BLV, i.e. £12.4 million.

10.63. JLL acknowledge in their report that there is no set rule for calculating BLV, only guidance. They also note that in reaching agreement on the BLV, they had regard to what is now outdated advice, superseded by the NPPF 2019 and NPPF 2019. The guidance is to apply a premium to existing use value to reach a minimum at which a landowner would be willing to sell.

10.64. Homes England, in assessing the HIF bid for the site, used a dramatically lower land value of £628,800 based on existing use value plus 20 per cent. JLL's professional opinion is that this land value would not persuade a landowner to sell. Officers would consider this figure to be at the very lowest end of a reasonable interpretation of guidance on setting BLV. However, as a government body, it is reasonable and appropriate for the Council to give weight to the Homes England land value. Therefore, JLL produced a number of scenarios using this much lower BLV.

10.65. Scenario 7 in the JLL report demonstrates that, by using the Homes England land value, an Affordable Housing percentage of 35 per cent can be achieved. Using the higher £12.4 million BLV but altering the tenure mix from 80:20 to 70:30 also makes 35 per cent Affordable Housing marginally viable. Officers note that a lower profit level would also make a difference to the level of provision.

10.66. These scenarios were discussed with the applicant. Officers noted that with the Scenario 7 assumptions, 35 per cent Affordable Housing, with a 80:20 tenure split between social rented and intermediate housing appeared to be the maximum that the development could reasonably support. The applicant's offer dated 11 September 2019 of 35 per cent Affordable Housing based on a 80:20 tenure split reflects their acceptance of this position. The applicant has also accepted the need for a review mechanism that allows additional Affordable Housing or a financial payment to be made if the development proves to be more viable than expected.

10.67. Officers would note that JLL was requested to test a scenario whereby 50 per cent Affordable Housing is included (240 units). This produced a return on risk of nine per cent using the £12.4 million BLV and 12 per cent using the Homes England lower BLV. Both figures are significantly below the 20 per cent threshold for return on risk. In practical terms, a development would be unlikely to commence with this level of return on risk. In planning terms, having regard to the NPPF and NPPG, it would be unreasonable and unjustifiable to require a 50 per cent level of Affordable Housing for this development, or indeed a percentage above 35 per cent.

Reasons for marginal viability

10.68. JLL in its report states that there is no single factor that has impacted viability for this development, rather four principal reasons.

10.69. In spite of the site being greenfield, the cost of on-site and off-site infrastructure to release the site for development is significant, totalling approximately £80 million. This figure excludes the A40 works which are funded separately, CIL and Section 106 contributions. As previously noted, the scope of the works has been significantly reduced to create better value. These costs are over £1 million per gross acre. In JLL's experience, costs for strategic sites typically range from £100,000 to £500,000 per acre.

10.70. The nature and quality of the scheme is another factor. The majority of strategic sites provide lower density traditional housing development or offices in the format of business parks. In contrast, the proposals for Oxford North propose a higher density scheme comprising a mix of commercial and residential uses, and will seek to create a new urban quarter to the city.is development is a higher density scheme comprising a mix of commercial and residential uses, and will seek to create a new urban quarter to the city. The scheme is bespoke, high quality, mixed use and, as a consequence, the costs of construction are higher than more typical developments.

10.71. The provision of large single block offices at the scheme results in a significant finance burden. The buildings cannot be phased and must be completed before a tenant can move in. There is also a risk that the buildings may stay vacant for a time post completion. This contrasts with a standard housing scheme which provides a more steady flow of cost and income.

10.72. Given the extent of infrastructure and the bespoke nature of the scheme, which would create a new quarter of the City of a significant scale, the project carries significant risk for the applicant in terms of its viability and delivery. This is reflected in JLL's recommended return on risk of 20 per cent, which is higher than for more typical schemes where risks are lower. This has an impact on development viability.

Mix of dwellings

10.73. The Affordable Housing and Planning Obligations SPD and policy H4 of the emerging local plan both specify the mix of unit sizes for the affordable element of housing provision. The Affordable Housing mix for each reserved matters applications will need to be assessed against the standards current at that time. Similarly, applications will ensure that they meet standards for the proportion of homes to be accessible and adaptable. The location of the Affordable Housing units and market housing units cannot be determined at this stage; this would be considered as part of reserved matters applications.

Assessment of level of Affordable Housing

10.74. It is officers' considered professional view that, mindful of the conclusions of the Council's independent viability assessors, JLL, the applicant's proposal of 35 per cent Affordable Housing at a 80:20 tenure mix is the proper upper limit of what this development can justifiably be required to

provide. The application's Affordable Housing proposal has been robustly justified through viability evidence and is compliant with the provisions of the AAP, NPPF, the NPPG, adopted policies CS24 and HP3 and emerging policy H2.

10.75. As noted above, a review mechanism is recommended to be set within the legal agreement that would guarantee a minimum of 35 per cent Affordable Housing across the whole site and capture further opportunities to increase the Affordable Housing offer that might exist post planning consent, such as value uplift or cost savings.

c. Transport and highways

10.76. Paragraph 103 of the NPPF states that significant development should be focussed on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. Paragraphs 108 and 109 require that safe and suitable access to the site can be achieved for all users; and any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree; development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Paragraph 110 requires priority be given first to pedestrian and cycle movements; and that development creates places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles. Paragraph 111 notes that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

10.77. Policy CP1 of the Oxford Local Plan 2001-2016 requires development to be acceptable in respect of access, parking, highway safety, traffic generation, pedestrian and cycle movements, while policy CP10 requires developments to ensure that access to the site is practicable, with priority given to pedestrians and cyclists. Policies TR1 and TR2 of the Oxford Local Plan 2001-2016 require a transport assessment and travel plan to be submitted with applications likely to have significant transport implications. These policies state that the City Council must be satisfied that adequate and appropriate transport-related measures will be put in place.

10.78. AAP policies NG4, NG5 and NG6 cover requirements for travel and transport; more detail of these requirements is included later in this section of the report. NG4 and NG6 set out specific standards for cycle and car parking for the site, which take precedence over the local plan car and cycle parking policies.

10.79. Emerging policy M1, to which only limited weight can be afforded, requires development to minimise the need to travel and be laid out and designed in a way that prioritises access by walking, cycling and public transport. The

objectives of this policy are closely aligned with those of the AAP transport policies.

10.80. Emerging policy M2 would require a transport assessment, delivery and service management plan, and construction management plan for this development. These are either provided or required by condition or planning obligation.

10.81. The outline application provides detail of access, with other matters reserved. Therefore the application includes proposed highways drawings and access details for the wider site for vehicles, cycles and pedestrians and shows how these would fit into the surrounding access network. The application includes Parameter Plan 01: Access and circulation which indicates the link road between the A40 and A44; the key cycle and pedestrian connections; locations of junctions, tertiary streets; and links to third party land. Detailed highways drawings are included for the A40 and A44, the link road, plus the interim junction between the A44 and link road proposed in the detailed part of the application. The Design and Access Statements for the masterplan and the detailed planning application contain details and information relevant to transport, travel and highways.

10.82. As required by the AAP and any application of this size, the outline application includes a transport assessment and appendices within the Environmental Statement which considers the impact of the development at fully operational stage at 2031, and a framework travel plan. A supplementary transport assessment was submitted in March 2019 to set out the additional traffic modelling undertaken to satisfy the requirements of the County Council and Highways England. A Technical Note on traffic modelling was submitted in June 2019, as requested by Highways England, which gives updates to the 2021 and 2031 traffic modelling scenarios.

10.83. The transport assessment in the Environmental Statement follows the Institute of Environmental Management and Assessment guidance and parameters. The mitigation package proposed with the development has positive effects as it provides improved pedestrian facilities and more efficient junctions. Therefore, the assessment has not found any significant effects of the operational phase of the development.

Proposed transport mitigation

10.84. The application proposes a range of mitigation measures which are summarised below.

10.85. <u>Improvements to the A40</u> are proposed that will include:

- Eastbound bus lane – required to mitigate impact of congestion resulting from development at new junction on the A40 and Wolvercote roundabout. Bus lanes allow buses to bypass traffic and improve journey times of bus services

- Bus stops – two new pairs of bus stops with waiting facilities and Real Time Information displays. The cycle lane bypasses behind the bus stop creating a floating bus stop
- Cycle lanes – 2 metre wide cycle lanes in both directions. These will take the form of stepped cycle lanes providing a segregated facility
- Shared use paths – 3 metre wide paths on either side of the A40 to provide high-quality routes for pedestrians and cyclists
- Junctions to serve the Canalside and Central parcels
- Toucan crossings – controlled pedestrian / cycling crossings provided at the signalised junction on the A40 connecting with the on-site link road. A further controlled crossing provided towards Wolvercote roundabout to connect with the walking routes provided through the site connecting to the Public Rights of Way which lie to the south of the development site and connect with Wolvercote
- Speed reductions – speeds will be reduced to 30 miles per hour from Duke's Cut to Wolvercote roundabout to create a more pedestrian and cyclist friendly environment and change the function of the road from a strategic link to a local road with active frontage due to presence of development

10.86. As noted elsewhere in this report, the A40 works are to be funded by Local Growth Fund money. These works form part of the detailed part of the planning application.

10.87. Improvements to the A44 are proposed that will include:

- Temporary junction – temporary left out, right in, left in junction required as part of phase 1a directly related to the development
- Permanent junction – signalised junction provided to link with the Central parcel and a separate signalised junction to serve the Eastern parcel
- Bus lanes – southbound bus lane as existing and a northbound bus lane with bus stops. Tiger crossings across bus lane provided at two locations to link with the controlled crossings of the main carriageway
- Bus stops – existing bus stop close to Park and Ride to be upgraded and a new set of bus stops provided further south with waiting facilities and Real Time Information displays. The cycle lane bypasses behind the bus stop creating a floating bus stop
- Cycle lanes – 2 metre wide cycle lanes in either direction. These will take the form of stepped cycle lanes providing a segregated facility
- Toucan crossings – three controlled pedestrian/cycle crossings provided at the signalised junctions serving Peartree Park and Ride, Central and East parcels
- Speed reductions – speeds will be reduced to 30 miles per hour from Peartree interchange to Wolvercote roundabout to create a more

pedestrian and cyclist friendly environment and change the function of the road from a strategic link to a local road with active frontage due to presence of development

10.88. The A44 works are expected to be delivered by the developer who will need to enter into an agreement under Section 278 of the Highways Act 1980 to undertake the works on the public highway. These works will be subject to Technical Approval as part of the agreement. The part of the works that would have a wider public benefit are likely to be eligible for infrastructure payments (in lieu of CIL payments) under the provisions of Regulation 73A of the CIL Regulations if the Council decides to permit such an approach.

10.89. The temporary junction is required prior to occupation of phase 1a while the full scheme is required to be delivered prior to occupation of the next phases. This is because the footways, cycle lanes and bus lanes are required to realise the mode shares being targeted by the development as part of the transport strategy. These works and their timely delivery are proposed to be secured by either condition or legal agreement.

10.90. Measures are proposed to provide safer routes to school from the development to Wolvercote Primary School via localised widenings of the footway and pedestrian refuge provision on Godstow Road; and a zebra crossing on First Turn in front of the school. The works are expected to be undertaken via a Section 278 agreement. The works are likely to be eligible for infrastructure payments (in lieu of CIL payments) under the provisions of Regulation 73A of the CIL Regulations if the Council decides to permit such an approach.

10.91. Enhanced bus services are to be provided from the site to Headington as part of an “Eastern Arc” service from the north of the city, via the hospitals and on to Cowley. The developer contribution is for £2.88 million over an eight-year period to be secured by legal agreement with a mechanism to recover the contributions to the development should the service gain commercial viability sooner than expected.

10.92. The development would make a proportionate contribution towards a County Council scheme to make improvements to the Peartree interchange. Such a scheme would improve the capacity of the roundabout by increasing the entry and circulatory lanes, signalisation of the roundabout and provision of pedestrian/cycle crossing along the eastern side. This can be funded using CIL receipts from the development.

10.93. Parking controls in neighbouring areas are needed to prevent overspill parking within walking or cycling distance of the site. Contributions are therefore needed for the County Council to implement a Controlled Parking Zone in Upper and Lower Wolvercote and possibly parking controls in Yarnton. This can be funded using CIL receipts from the development.

Sustainable travel

10.94. Policy NG4 states that the City Council will work with delivery partners to facilitate pedestrian and cycle improvements including:

- Provision of three convenient cycle and footpath crossings of each of the A40 and A44 (at the new link road junctions, at the Wolvercote roundabout and at an additional location in between those two);
- Provision of a high quality cycle link to the new Oxford Parkway Railway Station (connecting with the Banbury Road cycle path, through Five Mile Drive);
- Provision of high quality pedestrian and cycle links from the site to nearby residential areas and facilities (including local schools) and connecting with existing Rights of Way.

10.95. Policy NG4 goes on to state that planning permission will not be granted for development that compromises the delivery of these pedestrian and cycle improvements, and that planning permission will only be granted for new roads within or serving the site if they are designed to prioritise pedestrian and cycle movements and access to public transport.

10.96. Policy CHS4 of the Wolvercote Neighbourhood Plan, to which limited weight is afforded, requires new development to ensure safe access to schools, community facilities and retail outlets where it is practicable to do so. It further states that proposed developments should consider the provision of routes connecting with adjacent streets and sites, including the commons. These routes should be made Public Rights of Way where practicable, or Permissive Rights of Way. It is considered that the proposal's safe routes to school improvements and overall movement network mean the development complies with this emerging policy.

10.97. Works to the Wolvercote roundabout, which have already been completed, provided cycle and pedestrian crossings on the A40 and A44. The application proposes three toucan crossing points on each road, conveniently placed for connecting cycle and pedestrian routes through the whole site and beyond. These are detailed on page 163 of the Design and Access Statement: Masterplan. This exceeds the requirements of NG4.

10.98. The question of grade separation for cyclists around Wolvercote roundabout was raised in a number of public comments. It should be noted that the Wolvercote roundabout is neither within the red line of development nor within the control of the application. Notwithstanding this, officers understand that a grade separation was considered by the County Council. Due to the limited amount of public highway available, a grade separated solution is not deliverable. The visual impact of such a large piece of infrastructure would need to be considered as well as whether such an arrangement creates a cycle-friendly environment for all cyclists and at all times of the day. Officers consider that the high-quality cycle infrastructure proposed on the A40 and A44 in conjunction with the change in character of the streets to urban streets will provide a cycle-friendly environment.

10.99. A comment from the Oxford Bus Company raises the question of whether bus lanes can run up to the Wolvercote roundabout to give greater bus priority. The County Council has informed officers that there is insufficient highway boundary space to do so. To reallocate the general traffic lanes to bus lanes would have a significant adverse impact of the operation of the roundabout and so cannot be pursued.

10.100. The on-site network of cycle routes connects with Five Mile Drive. A shared pedestrian/cycleway from Peartree Park and Ride is proposed to connect with the existing cul-de-sac serving 369-400 Woodstock Road and through to Five Mile Drive. Such a route would create a cycle route from all parts of the site to Oxford Parkway station via the Banbury Road segregated cycle path. Page 164 of the Design and Access Statement also sets out a potential cycle route north through the Park and Ride and alongside the railway line. This is beyond the control of the applicant, and in part outside Oxford City Council boundaries. Cherwell District Council has commented on the planning application, stating that it is "desirable to maximise the potential opportunities for connecting links with the Oxford North site" to achieve "mutual benefits, including pedestrian/cycle connection to Oxford Parkway". Parameter Plan 01: Access and circulation shows where a cycle connection could be located to the north of the East parcel where it meets the Park and Ride. In the interests of sustainable transport – both cycling and rail – it is recommended that the legal agreement secure an obligation on the developer not to prejudice the direct cycle link to Parkway and to work with neighbouring landowners to complete such a link.

10.101. The improved cycle lanes on the A40 and A44 provide connections towards the city. Pedestrian and cycle routes are proposed connecting from Oxford Canal Walk and Joe White's Lane (National Cycle Network route 5) in the west, through the site to the East parcel in the east. Upgrades to this route are not required as part of this application because high-quality cycle connections on the A40 and A44, which provide year-round cycle routes, have been prioritised. The Local Education Authority anticipates that all primary pupils will attend Wolvercote Primary School and so the County has worked with the developer on two schemes – localised widening of the footway and provision of a pedestrian refuge crossing on Godstow Road, and a zebra crossing on First Turn outside the primary school – which would ensure safe routes to school. These would be delivered directly by the developer and secured via legal agreement to ensure they are in place before residential occupation. The works are likely to be eligible for infrastructure payments in lieu of CIL should the Council decide to adopt this approach.

10.102. The link road has been designed to give cyclist priority within the slow moving street with wide footways for pedestrians. The masterplan sets out the cycle and pedestrian routes within the site which tie in with the location of bus stops on the A40 and A44 and the hugely upgraded cycle facilities on these trunk roads. The development's roads, within or serving the site, have been designed to prioritise pedestrian and cycle movements and access to public transport.

10.103. The question of whether the cycle provision for the development complies with the County Council's standards including Cycle Super Route standards was raised by a number of parties via public consultation. The County Council as Highways Authority has been closely involved through pre-application discussions as the applicant developed the highways proposals. The County Council raises no objection to the highways proposals which include stepped, segregated two-metre cycle lanes on the A40 and A44. Shared paths for use by pedestrians and cyclist are in addition to, not instead of, the segregated cycle lane provision.

10.104. Improvements to Joe White's Lane and a stretch of the canal towpath have been suggested via the public consultation process. As discussed elsewhere in this report, there has been a process of prioritising infrastructure requirements for the development. The improvement of these two routes is therefore included on the unfunded supporting infrastructure list (see **section 10m**) so that it can be delivered should sufficient funding become available.

10.105. Policy NG4 also sets out the cycle parking standards for the AAP site with which the proposed development would comply. This is discussed in further detail later in this report. Overall, therefore, the development would comply with policy NG4.

Highways and access

10.106. Policy NG5 of the AAP sets out that the City Council will work with delivery partners to facilitate transport improvement measures including:

- Provision of a new on-site link road between the A40 and A44 towards the northern edge of the development site, accessed by a new four-way junction on the A40 and a new four-way junction on the A44;
- Improvements to the Peartree interchange;
- Improvements to the Wolvercote and Cutteslowe roundabouts;
- Provision of enhanced bus services along the A40 and A44 corridors including bus priority, new bus stops, improved waiting facilities and opportunities for interchange;
- Provision of an enhanced Peartree Park and Ride facility with additional spaces, improved waiting facilities, and a decked car park.

10.107. The highway and access proposals with this application include a link road between the A40 and A44, with the full highways proposals including junctions on the A40 and A44. An interim 'left-in left-out' junction on the A44 is proposed as part of the full application, with the complete A44 junction onto the link road proposed to be carried out by the developer in a later phase of development.

10.108. The A40 works including the four-way junction are included in the full application as well as a give-way junction onto the A40 closer to the Wolvercote roundabout that would provide a second access to the

Canalside parcel. These works are to be carried out by the County Council as Highways Authority using Local Growth Fund money.

10.109. The complete A44 junction is a three-way junction since the proposed access to the East parcel, which is signalised, does not line up with the junction onto the link road. This is considered to be acceptable by officers and the Highways Authority.

10.110. The link road is proposed to be 6.5 metres wide with a speed limit of 20 miles per hour and a weight restriction to discourage HGVs routing through the site. The road width will widen at the junctions to allow for dedicated left and right turn lanes at either end.

10.111. The internal link road has been designed with cyclists in mind, allowing the use of the full width of the carriageway in the middle section to give cyclist priority within the slow moving street with wide footways that vary between 3 metres (to allow for parking bays) and 6.5 metres. Dedicated cycle lanes of 2 metres are provided from the exit lane leading to Advanced Stop Lines (ASLs) to allow cyclists to join the cycle lanes on the A40 and A44.

10.112. Several 2.5 metre-wide laybys are provided along the link road to provide short-stay on-street parking as well as dedicated loading bays. These are located away from the junctions to the A40 and A44 as well as away from the internal junctions and therefore do not obstruct visibility at the junctions.

10.113. The on-site link road will need to be constructed to an adoptable standard. In this instance it is the intention of the developer to construct the link road to a high specification with materials which are suitable for public highway that also allow the developer to create an exemplar place. The road would be dedicated as highway but not adopted (to allow for developer maintenance of the road) via an agreement pursuant to Section 38 of the Highways Act 1980. The agreement would also include waiting and parking restrictions, and weight restrictions to prevent through-HGV traffic on the link road. The Highways Authority requires the road to be operational and dedicated at occupation of 5,000 square metres of employment floorspace so that it can accommodate bus services.

10.114. The improvements needed to Peartree interchange are required to support wider growth and existing capacity issues. Therefore it has been calculated that this development should not be required to pay for the whole scheme. The development will provide a 12 per cent contribution towards a scheme that will be implemented by the County Council which seeks to increase capacity at Peartree interchange and provide safe crossings on the western side of the roundabout for pedestrians and cyclists. CIL receipts from this development can be used to make this contribution to the County Council.

10.115. Highways England has been closely consulted throughout the pre-application process and during the determination of the application. It is responsible for the strategic road network and ensuring that it operates and is managed in the public interest. The A34 is part of the strategic road network and therefore Highways England has focussed on the impact the

development may have on issues such as queuing on the A34. The most recent formal comment from Highways England is a request not to determine the application pending further information that has been sought. Officers understand that Highways England now have this information and that a final formal comment is due to be issued in the days following publication of this report; officers will provide a verbal update to committee.

10.116. Improvements to Wolvercote and Cutteslowe roundabouts have been delivered by the County Council through the City Deal funding secured in 2015/16.

10.117. The proposed A40 scheme provides two pairs of bus stops with waiting facilities and Real Time Information, while the A44 scheme provides a new pair of stops and upgrades the two existing bus stops with waiting facilities and Real Time Information. Bus priority is also provided on the A40 with an eastbound bus lane and on the A44 with north and southbound bus lanes. A financial contribution secured via legal agreement is recommended to ensure a bus route servicing the Eastern Arc from the site through to Headington is subsidised until such time as they become commercially viable. The County has estimated that payments shall be over an eight-year period totalling £2.88 million. However, officers recommend that regular reviews are included in the terms of the legal agreement so that payments would be tailored to reflect the degree to which services are becoming self-sustaining during the eight-year period. Any residual from the £2.88 million may be used towards unfunded supporting infrastructure for the scheme.

10.118. The red line site boundary does not include the Peartree Park and Ride and no improvements to the facility are proposed. Officers do not recommend that the development makes a financial contribution towards improvements. This is in part because there is no direct impact on the Park and Ride caused by the development, albeit that improvements to sustainable transport options would underpin and mitigate additional development in the wider AAP area. In addition, the marginal financial viability of the development means that officers have had to prioritise infrastructure requirements for the site and do not consider Park and Ride improvements to be a priority. Improvements to the Park and Ride facilities will be included on the unfunded supporting infrastructure list so that they can be delivered should sufficient funding become available.

10.119. The outline part of the hybrid application provides details of access (with all other matters reserved) which would be secured if planning permission is granted through the approval of Parameter Plan 01: Access and circulation and the various highway infrastructure drawings submitted with the application. Approved drawings for the detailed part of the application would be those setting out the A40 improvements and junctions into the site, the central street/link road and the interim left-in, left-out junction from the Central parcel onto the A44.

Highways impact and mitigation

10.120. Policy NG5 goes on to state that planning permission will not be granted for development that adversely impacts the safe and efficient operation of the local and strategic highway networks or that compromises the delivery of these highways improvements. Planning applications for built development must be accompanied by details of how proposed development will help facilitate the delivery of transport improvements and mitigation measures.

10.121. It is therefore necessary to consider trip generation foreseen as a result of the development, the traffic modelling work included in the application and the conclusions it draws in relation to predicted traffic impact, and finally the proposed mitigation measures.

10.122. The application follows an extensive period of pre-application consultation with the County Council as Highways Authority and with Highways England. Highways England is responsible for the A34 as part of the strategic road network while the County Council is responsible for the local highway network.

Trip generation

10.123. Trip generation estimates are based on the development fully built out and take into account the reduced level of car parking proposed on site and the proposed mitigation measures, such as high-quality bus and cycle lanes, new bus stops and enhanced bus services.

10.124. By 2031, it is predicted that the development will generate ~~2,686~~2,738 trips in the AM peak period (0700-1000) and 2,6~~24~~73 trips in the PM peak period (1600-1900) by non-car modes. A majority of these trips would be made by bus and cycle.

10.125. In comparison, 2,9~~23~~32 trips in the AM peak period and 2,819 trips in the PM peak are expected to be made by car drivers and those travelling as car passengers. This equates to approximately 974 trips in one hour in the AM peak and 939 trips in one hour in the PM peak by car.

10.126. The development site is located on a constrained road network. Therefore, it is critical that this development does not generate significant levels of traffic that would adversely impact the strategic road network. The mitigation package which focusses on sustainable travel enhancement is therefore crucially important in bringing this development forward.

10.127. Phase 1a is predicted to generate ~~411~~374 trips in the AM peak period and 339 trips in the PM peak period by sustainable modes. In comparison, 442 trips in the AM peak period and 399 trips in the PM peak period are expected to be made by car drivers and those travelling as car passengers. This equates to 147 trips by car in one hour in the AM peak and 133 trips by car in one hour in the PM peak.

Traffic modelling

10.128. The application includes ~~three~~ five traffic model scenarios:

- 2016 as a base year
- 2021 'interim year' reference (without development)
- 2021 'interim year' test (with Phase 1a development and proposed interim mitigation)
- 2031 reference (without development)
- 2031 test (with development and proposed mitigation)

10.129. It should also be noted that the highway modelling undertaken to assess the impacts of the development have not included transport strategy proposals or schemes which would be expected to support further mode shift away from private car travel. The results of the modelling should therefore be seen as a worst-case scenario. Schemes not modelled include the proposed A40 Eynsham Park and Ride and inbound bus lane scheme, as well as wider bus priority and cycle and pedestrian improvements proposed along Woodstock Road and Banbury Road corridors (beyond the development) with some elements already receiving Growth Deal Funding to deliver improvements by 2023. The County Council's Local Transport Plan proposals for further demand management in Oxford along with the City Council's emerging local plan proposals to restrict and, over time, reduce the amount of residential and workplace parking across the city, have not been taken into account.

10.130. The modelling shows a level of displacement of existing traffic using the local area as a result of the new development. This means that existing trips may use a different route or time their trips to avoid peak hours.

10.131. The modelling shows that there would be negligible impact on Loop Farm roundabout (the small roundabout immediately to the north of the Peartree interchange) in the AM peak period while an improvement in performance is expected in the PM peak period which can be attributed to the mitigation package being implemented with the development.

10.132. Peartree interchange is modelled as a signalised roundabout as proposed with the development. The scheme includes queue flushing loops on the off-slips from the A34 as required by Highways England. The results show that queues on the off-slips would be contained within the slip roads and not affect the operation of the mainline of the A34. It also shows that queues on the A44 North would increase in the AM peak but remain comparable to queueing without the development in 2031 in the PM peak period.

10.133. The modelling results for Peartree Park and Ride access junction shows an improvement in the operation with the development and the proposed mitigation package which includes signal optimisation at this junction. There would be an increase in queueing on the Park and Ride arm but not to a detrimental extent.

10.134. The modelling results for Wolvercote roundabout show that the operation of A44 North will improve in both the AM and PM peak periods. It shows a moderate impact upon the operation of Five Mile Drive, Godstow Road and Woodstock Road, while the operation of the A40 East and West are shown to improve.

10.135. The results for the A40 at Wolvercote roundabout need to be considered together with the modelling results for the A40 / Site Access junction as one impacts upon the operation of the other. The modelling results for this junction show the build-up of a 3km queue in the AM peak period. It is recognised that this level of queueing in the AM peak period is broadly comparable to the extent of queueing experienced before the improvements to Wolvercote and Cutteslowe roundabouts were completed in October/November 2016 based on the comparison provided with queue length surveys undertaken in 2008 (recorded queue length of 2.75km in the AM peak). In the context of the proposed improvements that would be provided through the development including the high quality foot and cycle ways along both sides of the A40 and the eastbound bus lane, the County Council as Highways Authority has found this level of impact acceptable.

10.136. The results at Cutteslowe roundabout vary from arm to arm. The A40 East shows a worsened impact in the AM peak period while A40 West shows a worsened impact in the PM peak period. However, these impacts are not expected to adversely impact the surrounding network.

10.137. Finally, the two site access junctions on the A44 are expected to operate with minimal queues building up and therefore would not impact upon the operation of Peartree interchange or Wolvercote roundabout.

10.138. Modelling for 2021 to assess the impact of the detailed phase of development for which planning permission is sought was requested by the County Council and Highways England. This work confirms that the delivery of the A40 works is beneficial and mitigation is required at Peartree interchange prior to development beyond the detailed part of the application is occupied.

10.139. Two mitigation options have been considered for Peartree interchange: the signalisation of A34 off-slip roads only or the full signalisation of the junction.

10.140. The network statistics do not vary greatly for the two options tested in the AM peak period but show less delay and higher speeds in the PM peak period with full signalisation. Full signalisation results shows less queueing on the A44 at Loop Farm and Wolvercote roundabout. On this basis, it is recognised that the scheme being promoted by Oxfordshire County Council for Peartree interchange (which includes full signalisation of the roundabout with increase in circulatory capacity) should be brought forward before any development beyond phase 1a ~~is fully occupied~~. The County Council and developer will need to discuss and agree timescales at the appropriate time. The Growth Deal money that will forward fund the scheme must be

spent by March 2023 but the County Council anticipates that the scheme will come forward before this.

10.141. Officers understand that Highways England will be lifting its holding objection to this application because it has been sufficiently demonstrated that there will be no severe impact or queueing on the strategic road network, i.e. the A34 in this location, due to the provision of signalisation of Peartree interchange. In the absence of formal confirmation, the officer recommendation to approve the application as set out in section 1 of this report is contingent upon no objection being raised by Highways England. Officers anticipate a comment being submitted before committee and, if this is the case, a verbal update will be made.

10.142. Finally, policy NG5 states that mitigation measures must be implemented in accordance with the agreed phasing of development, with full implementation prior to the occupation of the final development phase. Planning permission will only be granted for new roads within the site if they are based on low vehicle speeds giving priority to provision for walking, cycling and easy access to public transport. Roads other than the link road, which is to be dedicated highway, are not to be adopted or designated and so the legal agreement is recommended to secure unfettered public access on all on-site roads including pedestrian and cycle routes.

10.143. The phasing of the highway works proposed is for all A40 works, the link road and an interim junction onto the A44 to be implemented in phase 1a. The A40 works are being carried out by the County Council with Local Growth Fund (LGF) funding, which needs to be spent by March 2021. A memorandum of understanding (MOU) is being agreed between the LGF and County Council. This provides certainty on the delivery of these works. Notwithstanding that the A40 works included in the planning application are to be undertaken by the County Council, they will be secured via the legal agreement, ensuring that the works will take place to enable the development regardless of who delivers them.

10.144. The revised Design and Access Statement: Masterplan includes a more detailed appraisal of how a more direct cycle link from the site could be made with Oxford Parkway station (see page 165). While much of the link would be off-site, this shows a clear intent for a future connection. Officers recommend that the legal agreement secure a requirement that the development be designed so as not to prejudice a direct cycle link to Parkway.

Cycle parking

10.145. Policy NG4 sets ambitious minimum cycle parking standards, above those of the adopted Oxford Local Plan 2001-2016 and the emerging local plan. Each reserved matters application will be assessed as it comes forward against the AAP standard.

10.146. The detailed part of the application seeks permission for 15,850 square metres of employment use and therefore, at 1 space per 50 square metres,

317 cycle parking spaces are required. The detailed part of the application proposes an area of temporary car and cycle parking on the north side of the link road on a plot of land identified for phase 1f of the wider development. The cycle store will be secure, with access provided through a key card system, and contain two-tier cycle racks providing spaces for 248 cycles. Manufacturer's details have been checked to ensure there is sufficient space between racks for the two-tier system to operate correctly. Ninety uncovered cycle parking spaces are proposed throughout the public realm of phase 1a and on the link road. The total number of cycle spaces is therefore satisfactory.

10.147. The permanent cycle store for phase 1a is likely to be located between the Red Hall and adjacent development to the west. Details of this would come forward at reserved matters stage. Officers note public comments regarding provision of accessible cycle parking spaces; this would be expected as part of the reserved matters detail submitted. Emerging policy M5, to which limited weight can be afforded, would require and appropriate amount of parking for the needs of disabled people and facilities for electric charging infrastructure.

10.148. Showers and changing facilities are provided beneath the Red Hall for use by both the Red Hall and Workspace building users.

10.149. The cycle parking proposal would comply with AAP requirements and is considered acceptable.

Car parking

10.150. The AAP encourages sustainable travel choices and, accordingly, it seeks to strike a balance between providing sufficient car parking spaces to allow the uses to function effectively whilst reducing the number of cars on the local road network and the land take for car parking. Policy NG6 of the AAP sets maximum car parking standards below the Local Plan 2001-2016 parking standards as follows:

- residential car parking as set out in the Sites and Housing Plan
- employment car parking 1 space per 50 square metres
- hotel car parking 1 space per 2 bedrooms and 1 space per 2 resident staff
- retail car parking 1 space per 50 square metres

10.151. It states that residential car parking must include unallocated spaces, and non-residential car parking should be designed to maximise the use of shared communal facilities. Car parking should be integrated into the street design as far as possible. Applications for employment development must be accompanied by a full car parking management plan to be agreed with the City and County Councils. NG6 further states that the City Council will support the extension of Controlled Parking Zones to cover the site and neighbouring areas.

10.152. Emerging policy M3, to which only limited weight is afforded, sets no specific car parking standard for non-residential uses; the level should be determined through the transport assessment and travel plan. The site-specific AAP standard is therefore considered appropriate for this development.

10.153. The temporary car park, for which planning permission is sought as part of the detailed application, to be sited to the north of the link road would provide 253 car parking spaces, of which 13 are disabled bays, plus 19 motorised two-wheeler spaces. Ten per cent would have electric vehicle charging points. These spaces would serve the Red Hall and Workspace Buildings proposed in the detailed application and the quantum would fall below the maximum parking standards. The level of disabled parking spaces is compliant with the five per cent requirement and the electric charging points also comply with current standards.

10.154. Temporary parking is proposed because the permanent location would be within a decked system that is proposed to be constructed in a later phase of development. Eight permanent car parking spaces including three disabled bays are proposed on the link road, integrated into the street design as required by the AAP. These are unallocated visitor spaces.

10.155. The transport assessment recognises the value of limiting parking provision within the development to encourage the employees, residents and visitors of the site to travel to and from the site using sustainable transport. The applicant has therefore expressed an ambition to provide reduced levels of car parking over time as the development is built and occupied. The proposed mitigation package offers a number of alternatives to car travel.

10.156. The application sets out an ambition to reduce car use over time for trips to and from the site. This will need continual assessment as the development is built out and beyond, and sustainable travel options increase; a reduction in the number of car parking spaces is therefore proposed to be secured via legal agreement.

10.157. The wider car parking strategy for the whole development includes a mixture of parking typologies. Officers are concerned that some of the locations proposed in the car park phasing plan will not provide the required activity onto the A40 and A44. For example, a decked car park is proposed on the A44 occupying a significant stretch of road frontage, not contributing to street activity. However, the locations and format of car parking can be considered at reserved matters stages. The principle of a variety of car parking typologies including on-street parking is acceptable in compliance with the AAP.

10.158. Controls are needed to ensure those people using car parks on site are authorised to do so; this is likely to be done through a number plate recognition system. Details will be provided through the car parking management plans that are recommended to be secured by condition or legal obligation for each reserved matters application, as well as a plan for the detailed application. Similarly, controls to prevent site users from

parking at the Park and Ride are needed to ensure the facility retains capacity for its primary function of keeping vehicles at the edge of the city. This is recommended to be secured by condition.

10.159. Controlled Parking Zones (CPZs) and parking controls are considered appropriate to be introduced in Upper and Lower Wolvercote as well as in Yarnton to prevent those coming to the site from parking in these nearby areas and walking or travelling by bus to the site. Preventing such overspill parking will control the number of vehicles movements to the site, restricting this to the number of car parking spaces on site. This is a matter for the County Council to implement, as noted above. These measures align with the AAP; the cost of buying permits for residents is not a new material consideration that would counter the policy position regarding CPZs.

10.160. A car parking phasing and management plan is recommended to be secured either by condition or legal agreement. It is not necessary to secure car parking numbers for future phases because any reserved matters application will need to comply with the AAP and travel plan requirements in respect of car parking.

Travel Plan

10.161. A travel plan is a strategy and action plan, specific to a site or development, which leads to fewer journeys by private car to and from the site, and more travel by sustainable means.

10.162. The application's framework travel plan includes the following measures and targets:

- Target mode share which would see a reduction of approximately 12 per cent in trips made as a car driver / motorcycle rider and increases of 9 per cent and 2.4 per cent in trips made by active modes and public transport respectively.
- Appointment of travel plan coordinators
- Workplace travel plans
- Residential travel plans
- Implementation, monitoring and review process

10.163. Further developments to the framework plan are required by the Highways Authority and so a revised version is recommended to be required by condition or planning obligation which would secure individual workplace and individual travel plans. More ambitious mode share targets will be sought.

10.164. The provision of a framework travel plan will ensure the development complies with the Wolvercote Neighbourhood Plan policy CHS6, to which limited weight should be given, in relation to travel plans.

10.165. It is proposed that a transport fund will be made available to fund measures designed to ensure that the appropriate modal share is achieved.

Construction Traffic Management Plan (CTMP)

10.166. The impact of the construction phase can be managed through a CTMP, and conditions on the detail and outline applications are recommenced. The CTMP will be used to agree, in consultation with the County Council, the routing of heavy vehicles, timing of deliveries, type of deliveries, and construction worker travel so that any adverse impacts are mitigated.

Other transport matters

10.167. Merton College raised a holding objection pending clarification that access to their Red Barn Farm site from the A44 would be unaffected by the proposals. The access to Red Barn Farm is retained in the same location in the full A44 proposals.

Summary

10.168. The Highways Authority and Highways England have been closely involved with the applicant's work on traffic modelling and mitigation measures. The NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe; this is not the case. The mitigation measures and design of the proposed development support sustainable transport options and are in line with AAP transport policies. The application complies with local and national policy in respect of sustainable travel, transport and highways.

d. Impact on heritage assets

10.169. The NPPF in section 16 requires applicants to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. It states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, and the positive contribution that conservation of heritage assets can make.

10.170. Paragraph 189 of the NPPF states that where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation. This is supported by policy HE2 of the Oxford Local Plan 2001-2016. Emerging policy DH3, to which limited weight can be afforded, states that planning permission will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance character and distinctiveness of the heritage asset and locality. Emerging

policy DH4, to which limited weight can be afforded, seeks to protect Oxford's archaeological remains.

10.171. Policy HE10 of the Oxford Local Plan 2001-2016 seeks to retain significant views both within Oxford and from outside. It states that planning permission will not be granted for buildings or structures proposed within or close to the areas that are of special importance for the preservation of views of Oxford (the view cones) or buildings that are of a height which would detract from these views. Emerging policy DH2, to which limited weight can be afforded, seeks to retain significant views both within Oxford and from outside, in particular to and from the historic skyline. It states that planning permission will not be granted for any building or structure that would harm the special significance of Oxford's historic skyline but that it will be granted for developments of appropriate height or massing, supported by evidence.

10.172. Policy NG7 of the AAP requires the application to demonstrate that the development has been designed with an understanding of the area's heritage, setting and views. In particular, applications will be required to demonstrate how the Wolvercote with Godstow Conservation Area and how views of, into and out of the site have influenced proposals.

10.173. The archaeology and heritage section of the submitted Environmental Statement identifies the various heritage assets potentially affected by the development and their significance.

10.174. These are summarised below:

- Goose Green: helps to maintain the open, undeveloped nature of the settlements and from which there are important views to the hills that provide the backdrop to the city
- Manor Farmhouse, 26 Godstow Road: Grade ll listed 16th century or earlier stone walled farmhouse with linear plan; as with Church Farmhouse this building helps to define the character of the historic rural settlement of Wolvercote
- Church Farmhouse, Upper Wolvercote – Grade ll listed farmhouse – historically linked to surrounding agricultural land which includes the land which forms the site. The surviving building defines the historic rural settlement
- Port Meadow and Wolvercote Common: the site of continuous grazing for over 1000 years, openness of the common; Port Meadow being a Scheduled Ancient Monument (SAM); significance derived from its connection to and relationship with the city – providing continuous (over 1,000 years) grazing on the immediate edge of the city
- Canal bridges 234-Wolvercote Green and 235-Godstow Road: 19th century industrial structures which tell of the relationship with the canal and are integral elements of this 19th century transport method and are symbolic of the innovation of that time

- St Peter's Church: its 14th century tower is symbolic of the significance of the church and its importance to post-medieval rural settlement. It identifies the heart of the historic settlement from a distance, across Port Meadow and from the original bounds of the city (before the suburban development of Woodstock Road)

10.175. Part of the site in the south-west of the Canalside parcel lies within Wolvercote with Godstow Conservation Area.

10.176. Officers requested further work on the appraisal of Port Meadow and Wolvercote Common, the two listed farmhouses, and Wolvercote with Godstow Conservation Area. Consequently, a revised heritage statement was submitted in March 2019 with a further view study of the views north-eastwards from Port Meadow. Broadly speaking, officers consider the assessment of significance sufficiently detailed and robust so as to comply with the NPPF in this regard.

10.177. Much of the heritage impact of the proposed development relates to the introduction of urban form of a significant scale within the setting of Port Meadow and the Wolvercote with Godstow Conservation Area. The character of Port Meadow is shaped by a view of the city when looking south, and otherwise preserves an important rural character. This has changed with the arrival of the railway, the building of the ring road and the expansion of Lower Wolvercote. However, views north from Port Meadow preserve a semi-rural feel thanks to the tree cover and the village scale of the visible buildings.

10.178. The additional view study of sequential views taken across the northern part of Port Meadow is helpful in showing that, whilst the development will clearly be evident in these views, it will sit beyond the intervening open spaces of the Canalside, protected open space and the open space that sits along the south western edge of the site. These images show how important the choice of materials, in particular their tone, will be in reducing the impact of the visual intrusion that the proposed buildings will have on the currently rural character of land beyond the northern edge of Wolvercote and indeed the city, a character that is reinforced by the nature of the site in its current form. Recognising that the proposed development will be evident, it is proposed to mitigate the impact that it will have in such views through the application of a materials palette that errs to the dark end of the colour and tone spectra. This considered design approach is intended to have the impact of muting the appearance of both individual buildings and the development when seen in views looking both into and out of the city. This design approach will be particularly helpful in mitigating the distracting quality of relatively large buildings when glimpsed in views from significant places such as Port Meadow, Wolvercote Common and other parts of Wolvercote and Godstow Conservation Area as well as seen as more distant objects in longer views from recognised, publicly accessible high points in the city such as the tower of the University Church, St Mary's.

10.179. It is proposed that each cluster of buildings should have a focal building performing a similar function to that which The Red Hall is intended to do in

phase 1a. The Red Hall is designed to have a prominence that signifies its importance within the first cluster of development but also the site as a whole. This importance relates not only to its role associated with the surrounding buildings but also its relationship to the largest element of open space which sits at the heart of the development. Therefore the fact that this building will be visible in glimpsed views from beyond the site, and quite prominently in views within the site, is entirely appropriate. It is also envisaged that this building should have a public function, beyond the use of the residents and workers on the site. Because it is to be located within the Central parcel and at a height of 92.85 metres AOD, it will be screened in views from the south-west by development along the A40, including by the two Workspace Buildings which are to have a height of ~~be~~ 91.75 metres AOD~~in height~~. Similarly, as the development is built out, the new buildings will screen the Red Hall in long views of the site.

10.180. The development proposes to create a new place that is connected to Oxford, redefining the built-up edge of the city, as per the AAP. The retention of open space at the south-western edge of the development, fixed via the parameter plans, is critical in preserving the significance of the conservation area. It is this separation that preserves Wolvercote's historic origins as a rural settlement outside the city. In addition, the scale and form of the primarily residential buildings proposed for the south-western edge of the development enables a more gentle transition than had there been an immediate leap into four-to-five storey buildings. There will be glimpsed views of the development from both Wolvercote and Port Meadow but the harm is to be mitigated through the siting of new development away from the heritage assets and the careful transition from mid-height residential to the taller commercial and residential buildings to be sited along the main roads and in the central sector of the site. Officers do not consider there to be harm to the significance of the Conservation Area and to Port Meadow; they would retain their inherent character as rural settlement and historic grazing meadows respectively.

10.181. The harm to these heritage assets that would arise is in the changes to views from and to those assets, therefore impacting on their settings and thereby their significance. This is to be mitigated by the considered design of the development including the proposed building heights, which are generally lower than the AAP parameters, and the form of the buildings (broken massing and traditional roof profiles taking reference from the 19th and early 20th century architectural forms of North Oxford). Any harm must therefore be considered to be less than substantial at a moderate level within this classification.

10.182. With regard to the canal bridges, there is sufficient separation proposed on the parameter plans between the canal and canal bridges for their significance as industrial infrastructure in a semi-rural setting not to be harmed.

10.183. The development will result in the loss of agricultural land which provides the setting and historic functional connection to the Manor Farmhouse. This connection has already been substantially eroded by residential

development around the farmhouse and non-residential development such as the hotel on Godstow Road. In part, the further harm to the setting of the listed building that would occur through the visual presence of the development in place of what is currently the residual agricultural land would be mitigated through the inclusion of high-quality open green space, particularly that proposed for the south-western edge of the development, and the design of road corridors. There would be substantial elements of green of a sufficient scale to register and inform the character and appearance of these spaces, as well as significant tree planting. Whilst this replacement is clearly not agricultural land and therefore cannot be seen as preservation of the setting of the listed building, the design of the spaces within the proposed development is such that the harm to setting and thereby significance of the heritage asset would be less than substantial and on the low end of this classification.

10.184. Paragraph 196 of the NPPF states that, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. Paragraph 193 states that, when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be).

10.185. In conducting this balancing exercise, considerable importance and weight must be given to the statutory test of preserving the setting of listed buildings or their setting or any features of special architectural or historic interest which they possess, and special attention has be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area in accordance with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which it is accepted is a higher duty.

10.186. The following harm is identified to the significance of designated heritage assets as a result of the proposed development:

- Harm to the setting of Wolvercote with Godstow Conservation Area including Port Meadow and the contribution that this makes to the significance of these heritage assets: the harm would result from an overtly urban development replacing surviving, historically agricultural land which currently provides a green gap and permits uninterrupted views from these assets to the rural hillside backdrop beyond the city to the north west and north-east. The introduction of buildings to the south-west of the A40 resulting in built development encroaching closer to the settlement of Wolvercote than at present which would harm the surviving character and appearance of a rural settlement. This harm, given the mitigating impact of separating open space purposefully designed into the proposed development, must be considered to be less than substantial and to be a moderate level of this category.

- Harm to the setting and by consequence significance of both Manor and Church Farmhouses: the harm would result from the loss of the surviving agricultural land which covers much of the proposed development site. The setting of both listed buildings has already been harmed through the 19th and particularly 20th century development that has occurred around them, subsuming them into the settlement of Wolvercote and effectively separating them from their agricultural land. The loss of the remaining agricultural land would remove that last vestige of function from the buildings. This harm, given that it would be to heritage assets that have already been harmed in respect of their settings, must be regarded as less than substantial harm and on the lower end of this category of harm.

10.187. Officers consider the principal public benefits of the proposal to be:

- Housing including Affordable Housing: the provision of up to 480 units, of which 168 would be affordable, makes a significant contribution to the acute housing need in Oxford. The proposal would deliver much of this strategic site allocation as set out in the Council's Core Strategy. This aligns with the Government's objective, set out in NPPF paragraph 59, of significantly boosting the supply of homes. Government HIF grant funding has been secured to facilitate the delivery of these homes. Significant weight is attributed to this benefit.
- Public realm and transport improvements: the transformation of the A40 and A44 in slowing traffic, greening, and improving bus and cycle infrastructure would deliver significant public benefits, humanising this hostile environment. Local Growth Fund money has been secured to facilitate the A40 works.
- Economic: the proposal provides 87,300 square metres of B1 employment floorspace relevant to the knowledge economy of Oxford as a key driver in the UK's knowledge sector. The delivery of this use will help to contribute towards Oxford's continued excellence in research, development and economic growth deriving from proximity to educational institutions. As noted above, the proposal would deliver much of this strategic site allocation as set out in the Council's Core Strategy. In accordance with paragraph 80 of the NPPF, significant weight must be given to this benefit.

10.188. It is considered that these three significant, broad-ranging and strategic public benefits would clearly and demonstrably outweigh the less than substantial harm that would be caused to the significance of heritage assets by the development. The harm has been justified and mitigated through considered and careful design. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10.189. A condition is recommended to require details of lighting for the detailed application including along the A40, as well as for reserved matters applications to include lighting details. This is to minimise light spill which would impact long views during the hours of darkness. In addition, a

condition is recommended to approve samples of external materials for the detailed part of the application to ensure they are not visually prominent, but rather recessive.

Archaeology

10.190. A desk based assessment was produced for part of this site in 2009 followed by a heritage assessment for the whole site in 2014. The subsequent geophysical survey did not identify any clear archaeological anomalies and the field evaluation did not record any significant archaeological features, seemingly confirming the geophysical survey results. The evaluation clarified that there is very low potential for the nearby Wolvercote palaeo-channel to cross into the site and failed to identify any significant archaeology in the phase 1a area. Officers would therefore not require any further archaeological work in the phase 1a plot.

10.191. With respect to the wider outline site area, bearing in mind the results of the geophysical surveys, targeted archaeological evaluations and the details supplied in the submitted heritage statement, officers would recommend a condition to require a written scheme of investigation for future phases of development.

10.192. The heritage and archaeology section of the Environmental Statement considers the likely impact of the development on the Port Meadow Scheduled Monument (SAM), which is designated on account of a series of prehistoric features preserved within the meadow as shallow earthworks and buried archaeology. Officers agree with the assessment that the development, whilst resulting in change to the peripheral setting of the SAM, is unlikely to affect one's appreciation of the SAM's significance in relation to the reasons for its scheduling. No harm is therefore identified.

10.193. The remaining site is largely clay and alluvium surface geology and therefore a less attractive option for prehistoric settlement. However the size of the development and proximity of the site to known activity areas leaves open the potential for archaeological remains. Officers therefore recommend that further targeted trenching be undertaken by condition followed by appropriate mitigation if required.

10.194. The presence of medieval ridge and furrow on the East parcel is identified. This is considered a locally significant heritage asset and its retention desirable. A condition is therefore recommended to require reserved matters applications for development on this parcel, within the public open space proposed within the parcel, to provide justification for any loss or removal of these earthworks.

e. Design

10.195. Paragraph 127 of the NPPF requires local planning authorities to ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

10.196. Policy CS18 of the Core Strategy requires development to demonstrate high-quality urban design that responds appropriately to the site and surroundings; creates a strong sense of place; attractive public realm; and high quality architecture. The Oxford Local Plan 2001-2016 requires development to enhance the quality of the environment, with policy CP1 central to this purpose. Policy CP6 emphasises the need to make an efficient use of land, in a manner where the built form and site layout suits the site's capacity and surrounding area. Policy CP8 states that the siting, massing, and design of new development should create an appropriate visual relationship with the built form of the surrounding area. Emerging policy DH1, to which limited weight can be afforded, requires developments to be of high quality design that creates or enhances local distinctiveness.

10.197. Policy NG7 of the AAP states that planning permission will only be granted for developments that demonstrate compliance with the AAP Design Code. Paragraph 7.2 of the AAP sets out a number of urban design principles up on which the Design Code is based; it states that the Northern Gateway should:

- be accessible and permeable, to ensure easy access to and through the area for all users, but particularly for pedestrians and cyclists
- be legible, a pattern of routes should be established that is easy for people to understand and to find their way around
- respect the character of natural features of the site
- have its own identity, create a distinctive and contemporary setting for future investment, uses and activity

- have high quality streets and open spaces that provide the setting for a lively, attractive, distinctive and safe public realm
- have continuous and connected streets, with well-defined building frontages
- have a clear distinction between the public and private realms, to create comfortable and well defined streets and secure, private spaces at the rear of properties
- have buildings which face onto the street, with doors and windows allowing people to come and go or look out onto the street

10.198. The AAP stresses the importance of high-quality architecture in paragraph 7.4, stating that, "Buildings and spaces should demonstrate architectural excellence, in keeping with Oxford's profile and the function of the development as a key part of Oxford's dynamic economy."

10.199. The principal application documents that deal with the scheme's design are:

- Design and Access Statement: Masterplan
- Design and Access Statement: Phase 1A
- Public Realm Strategy: Masterplan
- Public Realm Strategy: Phase 1A
- Parameter plans
- Illustrative masterplan
- Detailed drawings for the full application

Masterplan: site layout and urban design

10.200. The Design and Access Statement: Masterplan sets out the overarching principles for the masterplan (section 8), the spatial principles (section 9) and access principles (section 10). These feed into the illustrative masterplan and other illustrative material (section 11).

10.201. The site forms part of the rural northern edge to the city providing a setting for the 20th century suburban ribbons of housing that presently define the built-up edge of the city. The design of the masterplan seeks to take references from the city, to enable the new place to have some sense of "Oxfordness". The illustrative masterplan does so by setting out a series of urban blocks whose outside edges create robust streets but whose central spaces make reference to the Oxford quads and the city's distinctive, historic grain.

10.202. This layout gives the potential for beautiful open spaces offering alternative, interesting routes through and across the development. The masterplan presents a hierarchical network of routes through and across the site, offering intriguing back-lanes routes as well as the more open formality of avenues via the calming of the A40 and A44 trunk routes that run through the site. These calmed roads reflect the more formal streets in the city,

such as High Street, Parks Road and St Giles. Importantly, there is an intention to allow for both direct routes to destinations as well as more indirect routes (shown on page 129 of the Design and Access Statement: Masterplan). The smaller streets compare with Turl Street, Holywell Street, Merton Street and the smaller more hidden lanes such as Blue Boar Lane, Bulwarks Lane and Queens Lane. This hierarchy of routes is fundamental to creating a complex urban place with multiple layers, as well as to the new place having an Oxford character. It is therefore vital that access is retained through each of the blocks via the back lanes and that these connect to provide interesting routes, just as happens in the rest of the city. Access is proposed to be secured via legal agreement.

10.203. The masterplan layout is made up, largely, of peripheral, linear blocks on the Canalside and East parcels where open spaces are fewer but larger and the buildings run in long stretches around them. The central area is comprised of urban clusters, the form based loosely on college quad examples. These principles are clearly set out in section 9.9 of the Design and Access Statement: Masterplan where a series of diagrams show how the principles would be intended to be applied. The design addresses the principle of connections between and through clusters with permeability being an important consideration, reinforced by the use of views, incidental and designed, stop-end views and glimpsed views of attractive spaces beyond buildings and streets. Importantly, the Design and Access Statement also looks at the different types of frontage expected. Active, urban frontages are proposed principal streets and open spaces. There are proposed to be distinctive visible frontages that provide important markers within the development, and looking in from principal routes. Finally there are frontages that are responsive to landscape edges; these would relate to and be seen across the important open spaces on the edges of the development such as from Joe White's Lane and the proposed Canalside park.

Masterplan: heights and massing

10.204. A heights parameter plan is included in the outline application (Parameter Plan 03). This shows maximum height parameters within which future phases of the development would be built. These heights are driven by the AAP Design Code, the Landscape Visual Impact Assessment (LVIA) within the Environmental Statement and the illustrative masterplan. The LVIA has studied views of the site from important viewpoints such as Port Meadow and Wolvercote as well as applying a zone of theoretical visibility to the surroundings of the site, i.e. from where would the site be visible. These viewpoints and massing studies have informed the height parameters adopted in the masterplan. In order to mitigate the visible impact of development on its surroundings, the heights parameter plan proposes lower overall heights on the south-western edge and higher possible heights to the northern edge of the development, adjacent to the raised A34. The LVIA has also informed how the careful design of buildings using articulated profiles can reduce the impact of taller elements even in sensitive views.

10.205. The proposed parameter plan heights to achieve the proposed quantum of development as shown in the illustrative masterplan would be slightly lower than the maximum heights in the originally submitted Parameter Plan 03. This plan was amended during the course of the application to lower the maximum heights because the height of the modelled buildings on the illustrative masterplan was falling significantly below the maximum heights. Because the illustrative masterplan has been worked up based on the floor space for which planning permission is sought, it was not considered necessary to have such a margin between the illustrative masterplan and parameter plan heights. The reduction in maximum heights from the originally submitted parameter plan would also reduce the potential impact in long views from Port Meadow.

10.206. Parameter Plan 03 places the taller buildings as a cluster in the northern part of the central area with a spike towards the north-east corner which would allow the character or sense of place to be immediately evident on approaching the site from the north. As the A34 is raised on an embankment, and given the relationship of the northern portion of the site to the A34 there is certainly an argument to say that buildings of 5 or 6 commercial storeys in this location would not seem incongruous with the immediate surroundings. The transition from the rural, southern edge of Kidlington and Yarnton which lie on the north side of the A34 will be sharp, however the intervention of the A34 and the existing conglomerate of commercial activity around Peartree Services provides an intermediary character that is already distinctively different from the rural character to the north. The development will alter the perception of arrival in Oxford from the north and west with an immediate sense of the urban rather than the current more gentle suburban transition.

10.207. The transition coming in to the city along the A40 would arguably be more acute with the distinctly rural character presently continuing east of the embanked A34 to the Wolvercote roundabout at Jurys Inn. Here the presence of an urban place would be more marked, and the masterplan indicates taller buildings at 4 and 5 storeys on the Central parcel, with lower, more domestic scale buildings on the A40 frontage to the Canalside parcel. The development's taller buildings are placed along the trunk road corridors where the width of the space created by the roads and their relatively generous margins will permit a greater height without creating chasms.

10.208. Parameter Plan 03 accords with the principles in the AAP Design Code building heights guidance, in that a variety of heights are proposed across the site with taller buildings focussed in the Central parcel. Officers consider that the height parameters for the outline application have been reasonably justified and provide a sound basis for reserved matters applications.

Masterplan: access and movement

10.209. Parameter Plan 01: Access and circulation and the illustrative masterplan set out the proposed movement network and how it connects the various open spaces. The sense of connecting green spaces is clear and offers a

robust and clear hierarchy of routes for cyclists, pedestrians and vehicles. For cyclists and pedestrians there are clearly choices depending upon need for directness or the possibility of meandering, drawn by the views created through the site. The areas safeguarded on the parameter plan for access to third party land (to Red Barn Farm, Goose Green and the Park and Ride for a cycle link) are considered to be suitably located and flexible. In addition to the parameter plan, third-party access would be secured by legal agreement.

10.210. The proposed design for the A44 and A40 is such that it should reinforce the sense of a new place with avenues of trees, generous footpaths and separately defined space for cyclists.

10.211. There is a danger that the central street could feel very much a vehicular route first and foremost, when the design aspiration suggests the street is analogous to Broad Street. The design should minimise the sense that this is simply a through route and that it is actually somewhere to stop and experience activities, retail, recreation. Officers feel there is inconsistency between the illustrative material in which the street seems to favour sustainable transport, and the plans in which the street reads as engineered for the car. The balance needs to clearly step in favour of alternative means of movement. This can be achieved through a kerb-free, single level surface with distinction between vehicle carriageway and footpath/cycleway being made in colour of surfacing material. Conditions are therefore recommended to require detailed drawings of hard landscaping for the central street, and samples of materials to be used.

10.212. Subject to a condition to require the surfacing detail of the central street, the proposals for access and circulation, including Parameter Plan 01 are considered an appropriate structure for the development of the overall site that achieve the design objectives set out in paragraph 7.2 of the AAP.

Masterplan: mix of uses

10.213. Parameter Plan 02: Land use accurately captures the parameters discussed above, including the landscape area in the south-west of the site which creates separation from Wolvercote. It identifies the four key areas of public open space and fixes the location of the central street. The plan locates commercial development (with no residential) close to the A34, and residential development only in the south-western part of Canalside closest to Wolvercote. This reflects the neighbouring uses and is considered entirely appropriate. The remaining areas of each of the three parcels are designated for mixed use. A revised iteration of the Parameter Plan 02 was submitted. This reduced the size of the small landscape buffers between proposed and existing development on the A40 and A44. This was to ensure the proposed development knits with the existing urban areas. The parameter plan provides a high level of flexibility for reserved matters applications but the parameters that the plan fixes are considered appropriate for this stage of such a large application site. Car parking is included within the developable areas of the parameter plan, and therefore the detailed locations are a matter for reserved matters applications.

Masterplan: architecture and materiality

10.214. The Design and Access Statement: Masterplan discusses the architectural approach to the masterplan. The roofscape is a key feature of the architectural character, with reference taken in places from the distinctive gable fronted buildings that define the present North Oxford Victorian Suburb. This reference makes a connection with the existing architectural language of North Oxford allowing it to feel like a logical extension of the city's northern edge. This architectural form also offers a strong visual reference on approaching the city from the north. An articulated, rather than flat, roof form across the site provides visual interest, particularly in long views of the site from Port Meadow and the A34.

10.215. The application's architectural character draws on the city's industrial heritage. This aspect of Oxford is frequently overlooked in favour of the city's more obvious cultural and educational distinctions and recognition of it is considered to be a welcome aspect of the proposal, and appropriate for the edge-of-city location.

10.216. The masterplan aspires to achieve a particular place that would be identifiable through the use of a specific material palette. The suggestion is that materials would draw on an "Oxfordness" but with particular stress on the industrial and making history of the city. All of this is laudable and offers a logical reference for the intended architecture of this new part of Oxford. In addition, there is a high-quality detail in the proposed use of materials that is found both in the 17th and 18th century college and university buildings in the centre of the city but also in the high Victorian Gothic, Arts and Crafts and Domestic Revival buildings of North Oxford. This is encouraging as a set standard for materials and architectural detailing.

10.217. The materials palette tone errs to the dark end of the spectrum in order to both reinforce the industrial reference as well as to mute the appearance of the buildings and the development when seen in views both into and out of the city. This will be particularly helpful in mitigating the distractive quality of large buildings in glimpsed views from important places such as Port Meadow, Wolvercote Common and other parts of Wolvercote and Godstow Conservation Area.

10.218. In terms of street edges, the suggested colonnades detailed in the Design and Access Statement: Masterplan offer a thoughtful transition between public and private or indoor and outdoor which would work very well and make an important reference to the cloisters of Oxford's medieval colleges. Walls as boundaries which are then pierced to varying degrees ultimately resulting in a colonnade is an exciting principle that will help to tie this new place to Oxford. It will also offer the important glimpsed view into more private spaces (as with views into college quads and gardens), and offer a degree of interest and intrigue that will help to define the character of the public routes and streets.

10.219. The masterplan proposes façade design that offers a strong visual connection between inside and outside for commercial buildings; there

would be a clear expression of the activities that are taking place within the buildings through the use of large areas of glazing. This also reinforces the importance of a high level of people-permeability through the whole site and particularly through the commercial and mixed use spaces at ground and upper levels. It is important that this principle is carried through all development phases because it will really help to make this a really interesting, engaging and exciting place.

Masterplan: Oxford Design Review Panel (ODRP) comments

10.220. The ODRP's comments are summarised in **section 7** of this report. Paragraph 129 of the NPPF states that local planning authorities should have regard to the recommendations made by design review panels.

10.221. The applicant followed the advice of the panel in submitting a hybrid application including illustrative masterplan and parameter plans. It advised against omitting residential from the detailed part of the application but officers understand that there is additional design work needed on the residential element which should not be hurried.

10.222. The work on the Design and Access Statement: Masterplan to develop it into a design code for future phases was a recommendation of the panel. Developments in the illustrative masterplan in layout and height variety, in addition to these design principles have ensure that the framework is in place for a clearly urban district, rather than campus, suburban or business park character. The diagrams setting out the principles of frontages, blocks and connections on pages 165 and 167 of the Design and Access Statement: Masterplan form the basis for this.

10.223. The panel welcomed the energy loop solution and pushed the design to have higher standards of sustainability. Officers take the view that the design could go further to meet high sustainability ambitions, but this must be balanced against policy requirements and other objectives of the scheme, including providing Affordable Housing. **Section 10j** of this report concludes that the scheme's energy proposal complies with local and national policy. The final design review acknowledged the progress of the urban design and landscape proposals.

10.224. The panel's support for 'humanising' the A40 and A44, and the need to work towards a connection northwards to Oxford Parkway station have been integrated into the application and are to be included in the legal agreement. The phasing and reduction of car parking over time is set out on pages 244 and 245 of the Design and Access Statement: Masterplan.

10.225. Overall, officers consider that the applicant has responded constructively and had due regard to the comments of the ODRP.

Masterplan: summary

10.226. The application seeks to mitigate any harm that would result through change by creating a distinctive, identifiable place that takes references

from particular aspects of the city in order to try to make it feel as if it is a part of Oxford. The architectural and historical references to the city are evident in the illustrative masterplan.

10.227. The various elements of the Design and Access Statement: Masterplan discussed in this section provide a more detailed and developed structure for the site than the AAP Design Code. Officers and the applicant envisage that this document will provide the basis for all phases of development to ensure coherence and design quality across the site. It will be expected, for example, that a future reserved matters application would set out how that parcel of development complies with the overarching masterplan principles (pages 104 to 106), with the site-wide approach to materiality (pages 133 to 137), and to the plot and parcels principles (pages 162 to 167). Consistency of key principles across the large outline application site and over time can be achieved in this way. A condition is therefore recommended on the outline application to require the design and access statements for reserved matters applications to demonstrate compliance with part B, C and D of the Design and Access Statement: Masterplan. This should include a materials palette and plan for each reserved matters application.

10.228. Robust overall site management is critical to the success of the development and therefore a management and maintenance plan for the operation of the development is recommended to be secured by condition or legal agreement to deal with such matters as parking controls, landscaping, rubbish collection and public open space.

Detailed application: site layout, urban design, architecture, materiality

10.229. The detailed part of the planning application proposes two Workspace Buildings with adjacent courtyard gardens and a central building, the Red Hall, which combines a café, reception and amenities with flexible incubator space. In addition, phase 1a includes the new link road between the A40 and A44, a temporary car and cycle park and “The Green” central public open space. The transformation of the A40 into a tree lined street and a temporary junction between the central street and the A44 are included as well as temporary footpaths connecting the parcel with Joe White’s Lane and the A44.

10.230. It should be noted that the application is for *part of* phase 1a. The full phase 1a that is set out in the indicative phasing plan would exclude the temporary car and cycle park and include residential space with retail units and a nursery at their base. This element is expected to come forward as reserved matters at an early stage, should planning permission be granted.

10.231. The site naturally falls away to the north and east with the highest point being on the corner of the central street and the A40. The design of the cluster for which detailed planning permission is sought has been developed to provide active frontages – open, fully glazed façades – to the A40. There are important views out of this part of the site, and in particular from the two Workspace Buildings south toward the city and the open space of Port Meadow and Oxford canal. Primary office and research

buildings in this phase of development have been sited to address these views.

10.232. The Red Hall is designed to have a clear relationship with the open space in the heart of the cluster, i.e. the Green, as well as to front the secondary/tertiary route that runs alongside the Workspace Buildings. It is noted that the building design means that the Red Hall does not provide much surveillance on the north-east elevation. However, the masterplan indicates that other buildings will come forward to provide natural surveillance and this factor can be considered at reserved matters stage.

10.233. It is evident that the Red Hall references a large, single-volume industrial shed. The roof is a strong element. It follows the traditional, pitched, gabled pattern that is a key feature of the site and clearly evident in the design of the Workspace Buildings. The use of a single distinctive colour to define a shared hub building across the development has a clear logic and will provide a strong identity in key views from within the development. The ODRP supports the concept of the Red Hall as a hub of activity with a distinctive form and appearance. The panel considered the colour to be enlivening.

10.234. The relatively narrow, horizontal window strips clearly express the building's storeys whereas the large, fully glazed gable ends express a single-volume. The metal cladding of the building appears as an enveloping skin, enclosing and protecting the open internal functional spaces, whether the public ground floor or the incubator spaces at upper floors.

10.235. The Workspace Buildings use a family of architectural language with linear strips of continuous windows in side façades; a relatively modest break in the solid, wrapping façade; strongly vertical, gabled ends which create a rhythm and reflect the North Oxford Victorian villa vernacular. Glazed and lightweight gabled ends which emphasise the sense of a single overall volume, albeit broken internally with floors, reference the scale of the industrial buildings of 19th century Oxford.

10.236. The simple design of the cycle store using cedar cladding and transparent roofing is considered acceptable.

10.237. Architectural details and sample materials, including information about how materials will be maintained and how they will weather over time are recommended to be required by condition.

Detailed application: Oxford Design Review Panel (ODRP) comments

10.238. The ODRP supported the architectural approach to the Workspace buildings and Red Hall, stating that they will create memorable forms, drawing on Oxford's industrial heritage to create a district with its own distinct character.

10.239. The panel's concerns about the phasing – with development on the north side of the link road not yet coming forward – are difficult to overcome on a

phased development. Initially, activity is likely to be focussed around the rear of the Red Hall which would give out onto the Green and the Workspace building courtyard gardens. The applicant has worked to improve activity along the A40 by adjusting internal floor levels in the Workspace buildings.

10.240. As noted above with regard to ODRP comments on the masterplan, officers consider that the applicant has responded constructively and had due regard to the comments of the ODRP about phase 1a.

Secured by Design

10.241. Paragraph 127 of the NPPF states that planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

10.242. Officers and the applicant have engaged with the Secured by Design officers at Thames Valley Police over a number of areas of concern raised by the police. Some of these relate to secure access points to the buildings or cycle store due to the concept of the buildings being shared by multiple tenants. Concerns were also raised about protection of the buildings from 'hostile vehicles'. Street furniture is proposed to be used as protection. Some comments relate to the illustrative masterplan and outline part of the application, where the detailed design is not yet under consideration. Officers consider that all matters can be adequately dealt with by condition or will be considered in detail at reserved matters stage.

10.243. Various conditions are therefore recommended including a requirement for Secured by Design accreditation prior to occupation of each phase; lighting plan for the detailed part of the application and for each reserved matters application; and details of CCTV and other security measures to ensure they are of appropriate design.

Summary

10.244. As set out above in this section of the report, the considered design proposals for this site have adopted and further developed the AAP Design Code principles summarised in paragraph 7.2 of the AAP. The height, access and land use parameters that the application would set for the development of the full site are appropriate and justified, while the illustrative masterplan and Design and Access Statement give confidence that the development would have a high-quality urban character. The detailed part of the application puts these principles into action with innovative building design and use of materials referencing Oxford's industrial heritage, as well as the large area of landscape at the centre of the development. The proposals comply with local and national policy in relation to design and placemaking, subject to the conditions and obligations discussed in this section and set out in **appendices 3 and 4**.

f. Landscape and trees

10.245. References to landscape and public realm design are included within local and national policy on design, outlined at the start of **section e** above. In addition, Oxford Local Plan 2001-2016 policy NE15 prevents the removal of trees, hedgerows and other valuable landscape features that have a significant adverse impact upon public amenity or ecological interest. It also requires soft landscaping, including tree planting, to be undertaken whenever appropriate. Landscaping schemes should take account of local landscape character and should include the planting of indigenous species where appropriate. Where necessary, the City Council will seek long-term management plans, which will be secured through planning conditions or a planning obligation. Oxford Local Plan 2001-2016policy CP11 sets out the Council's requirements for landscape design and maintenance and requires protection of existing trees.

Landscape

10.246. Emerging policy G9, to which limited weight can be afforded, requires proposals to demonstrate how green infrastructure features have been incorporated within the design of the new development where appropriate. This applies to protected and unprotected green infrastructure features, such as hedgerows, trees and small public green spaces.

10.247. Policy NG7 of the AAP requires the development to provide usable, well designed and good-quality publicly-accessible green open space. At least 15 per cent of the total site area must be provided as green public open space; this must be distributed so that at least 15 per cent of any parcel proposed for residential development is green public open space. The quantum of open space is higher than that generally expected on other sites due to the need to provide dog walking areas for residents to discourage dog walking on Port Meadow due to its environmental impact.

10.248. The masterplan public realm strategy sets out five key open spaces, and this complies with the AAP objective of providing a variety of open space:

- Canalside Park
- Residential Square
- The Green
- The Market Square
- Eastside Park

10.249. The diagram below indicates the location of each:

10.250. Each of the three sectors of the site has a principal open space at its heart whose character and quality is set out in the public realm strategy. The parks in the East and Canalside parcels are primarily for use by residents in the immediate area, as well as forming part of legible green routes through and beyond the site. The Green would provide a broader function as a key public space in this part of the city.

10.251. The Green, Eastside Park and Residential Square would meet the requirement in the AAP for medium parks and small parks. The cycle and footpaths connect the open spaces and there are connections from the site through to Cutteslowe Park and Five Mile Drive Recreation Ground via the quiet road connection on the A44 to Five Mile Drive and beyond.

10.252. The Green is included in the detailed application while the other key public open spaces are shown on the parameter plans with an area of deviation to allow for some movement in location at reserved matters stages.

10.253. Adjacent to the Green, the Market Square would be a hard landscaped urban square, rather than a green space. This contained space, connecting at its south-eastern edge to the larger, open green space, is intended to replicate a town square. It is proposed to be surrounded on three sides by active retail, commercial and cultural uses and to include a pavilion for ad hoc events. It is suggested that the square might provide space for a market or similar temporary uses. The question arises as to conflict between the use of this space and the use of spaces in and outside the Red Hall, however it is understood that the Red Hall offers space that would be for uses directly linked to the business and research activities taking

place on the site and that the Market Square would be used for recreation for both users, occupiers, inhabitants and visitors. This differentiation is clear and it would seem reasonable to have space for both types of use. The Square is a hard space which makes a complimentary contrast to the open space of the Green.

10.254. Officers note that the aspiration through the design evolution of the Square and Green is of a destination for the city and surrounding places. While the spatial design would support such an aspiration, officers consider that a high-level strategy for the curation of events and activities is needed to ensure the space is lively and vibrant. Accordingly, a condition is recommended.

10.255. Informal, natural areas are provided within the green spaces. Most notably, Canalside Park provides a naturalistic buffer between the development and the wilder green space beyond; a semi-wild transition through to Joe White's Lane.

10.256. Three areas for children's play are proposed in the Public Realm Strategy: Masterplan; within Eastside Park, The Green and Residential Square. These would meet the standards of Locally Equipped Areas for Play (LEAPs).

10.257. The masterplan's Overarching Principles 6 and 7 refer to the hierarchy "between the public open spaces (park and square) and publicly accessible open space (courtyards within clusters)" and creating "incidental open spaces… to enrich the experience for visitors". This is carried through in the public realm strategy for the masterplan, with various on plot open spaces proposed to be dispersed throughout the site. These could be providing amenity for the immediate occupiers of the cluster or residential area, and they could be at ground floor level or terraces at an upper level. Such incidental outdoor spaces occur across the city and so their inclusion in the masterplan principles reinforces "Oxfordness" in the character of this proposed new part of the city. The two courtyard spaces adjacent to the Workspace Buildings proposed in the detailed application are examples of these on plot spaces.

10.258. Thus there is a sense that the design offers a space or series of spaces within each cluster or block that would be publicly accessible which is good but it is important that these spaces link or combine to form the secondary or tertiary routes through and across the site. This can be reviewed with each reserved matters application. While the public realm strategy is not clear about the level of public access to the on plot open spaces, given Overarching Principles 6 and 7, it is assumed that the aspiration would be for full public access to such spaces. It is recognised, however, that there may be instances in a particular cluster where full public access and permeability would create unacceptable intrusion to the occupiers and so a condition is recommended to ensure full public access to outdoor spaces that come forward via reserved matters applications, unless an acceptable justification is provided to the satisfaction of the local planning authority.

10.259. It is noted that policy GBS3 of the Wolvercote Neighbourhood Plan, to which limited weight is afforded, states that new developments of more than 10 dwellings must include provision for children's play areas that are safe, and nearby (within 100 metres). The residential element of the development is not yet submitted in detail but, from Parameter Plan 02: Land use, it would appear to be achievable for all residential units to be within 100 metres of one of the three key green public open spaces proposed. This can be assessed through reserved matters applications.

10.260. The key parcels of public open space and their provision of children's play areas and recreation are considered an essential part of the overall development proposal for the reasons provided by the AAP. Their delivery, management and retention will be secured via legal agreement, as well as ensuring public access at all times. The public consultation responses included a suggestion to designate the land as Local Green Space. This is only possible via the Local Plan process and the obligations in the legal agreement will provide the necessary protections.

10.261. Details of lighting and street/public space furniture are recommended to be required by condition to ensure there is consistency and appropriate quality and quantity as well as acceptable visual impact.

Trees

10.262. The application's baseline arboricultural site information and the Arboricultural Implications Assessments (AIA) of the proposed development, both outline and full elements, are contained in the Environmental Statement Appendices

10.263. The purpose of an AIA is to assess the impacts on the site's tree stock from the proposed development and to indicate which trees are intended to be retained and which will require removal. Across the entire outline site there are a total of 49 individual trees, 26 tree groups and 20 hedgerows, totalling 95 items. Forty-five items have been identified as being of the category B quality (Moderate) items; 42 as category C quality (Low) items. The remaining 8 were category U quality (remove irrespective of development) items. There are no veteran trees on the site. There are no trees or groups of category A quality (High).

10.264. This is a relatively low number of arboricultural features for the land area involved, which reflects the site's land use as field pasture; vegetation is confined to the hedgerows of the field boundaries. More than 50 per cent of the site's tree stock is composed of common ash; it should be noted that this native species is now potentially vulnerable to the emerging ash die-back disease.

10.265. The arboricultural implications of the proposed development are relatively low in scale. These impacts can be adequately mitigated by appropriate protection measures for retained boundary trees and hedgerows, and replacement planting as components of the landscape masterplan details; these will result in a net gain in tree numbers.

10.266. The tree proposals for the outline application are found within the public realm strategy. The proposed areas of tree planting have been categorised into character groups reflecting their locations and function. These comprise:

- urban street trees
- secondary urban street trees
- public realm trees
- riparian trees
- predominantly native boundary trees
- courtyards trees
- individual or small groups of trees which form a focal point
- broad leaved trees to be retained

10.267. Detailed landscape proposals would come forward at reserved matters stage. It is expected that trees would be planted as heavy standards, i.e. in excess of 3.5m in height at planting. The eventual heights at maturity will vary, depending on their locations, between 12 and 20 metres. To ensure landscape and tree proposals accord with the overall public realm proposals, a condition is recommended for reserved matters applications to adhere to the principles in the submitted Public Realm Strategy document. Timing of planting of trees site-wide needs to be considered in order that the trees reach maturity as soon as possible. This will need to be balanced against phasing and construction requirements and will be dealt with by condition and via reserved matters applications. This is the same condition as is recommended to ensure future design proposals adhere to the principles of the Design and Access Statement: Masterplan.

10.268. The detailed application has a species palette for street and open spaces trees. This contains a relatively small number of tree species; these are predominantly native species augmented by a scattering of ornamental exotic species intended to provide additional visual interest, e.g. introducing strong red autumn colours. Of the 12 species there are eight native species (excluding proposed containerised trees around the temporary car park). The Ash trees originally included in the species palette have been omitted. The detailed application is for a very small part of the overall site, and future reserved matters will provide an overall greater variety of tree species within the tree character groups set out in the master public realm strategy. Notwithstanding this, it is officers' view that an evergreen conifer component should be included in The Green, such as black or Scots pine, which would provide some visual interest during the winter months and give the space an urban park character. Accordingly, a condition is recommended.

10.269. A Technical Note has been submitted which sets out the proposed design principles and parameters for the specimen tree planting elements to the A40 and A44 highway corridor in relation to street lighting. The trees will be

adopted by the County Council as Highways Authority and therefore the design has to accord with Highways requirements.

10.270. The species list for this part of the tree planting strategy is composed of large growing trees (Hornbeam, Field Maple, Swamp Spanish Oak, Small Leaf Lime) of 10-12 metres in height with a crown diameter of 8-14 metres. These will provide a strong structural element to the main transport thoroughfares in the public realm.

10.271. Tree planting trenches and structural rootcell materials under hard surfaces (excluding the highway carriageway) will be used to maximise space and conditions for root development. A separate utilities zone, defended by root barrier, is set out in the designs, which will allow maintenance and installations to be carried out without major disturbance to tree roots. An irrigation system is to be installed within the central reservation for safe and convenient watering, necessary for establishing the trees.

10.272. Because the Technical Note sets out parameters rather than specific details for areas that are within the detailed application red line, officers recommend a condition to secure a final plan based on the principle of the Technical Note to be approved prior to the works commencing.

10.273. Subject to the various conditions referred to, both the detailed and outline proposals are acceptable in landscape and arboricultural terms and would accord with the NPPF and adopted and emerging local plan policies.

Public art

10.274. The Design and Access Statement: Masterplan sets out the proposed approach to public art for the site. The applicant has been encouraged to take a broad interpretation of public art to include temporary installations, events and bespoke play areas. This is envisaged to overlap well with the curation of public events proposed. It should ensure the site has its own identity as an innovative district linked with the research and activities taking place within the commercial buildings. This would align with the Design Code objective. An overarching strategy for public art including public events is recommended to be secured by condition or legal agreement. Each reserved matters application would need to set out how it would contribute to and interpret the public art strategy. Individual physical artworks may be subject to individual planning applications, and events would be subject to the usual licensing requirements, separate from planning.

g. Air quality

10.275. Paragraph 181 of the NPPF states that planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and

travel management, and green infrastructure provision and enhancement. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.

10.276. The NPPF in paragraphs 105 and 110 supports incorporating facilities for charging plug-in and other ultra-low emissions vehicles into developments.

10.277. The Oxford Local Plan and the AAP took account of air quality implications when allocating the site and setting out a range of supporting policies on infrastructure and other issues. Policy CP23 of the Oxford Local Plan 2001-2016 guards against development which would have a net adverse impact upon the air quality in the Air Quality Management Area. Emerging policy RE6, to which limited weight can be afforded, similarly states that planning permission will only be granted where the impact of new development on air quality is mitigated and where exposure to poor air quality is minimised or reduced.

10.278. Policy NG7 of the AAP states that planning permission will only be granted for residential development where it has been demonstrated that it is acceptable in terms of noise and air quality.

10.279. The whole of Oxford is an Air Quality Management Area with the main source of air pollution in the city, and at Northern Gateway, being road traffic. As well as the issues related to poor air quality on human health it is also important to consider its impact on the Oxford Meadows Special Area of Conservation.

Construction phase

10.280. The number of daily heavy goods vehicle (HGV) movements during the ten-year construction phase falls within indicative limits with regards to air quality impacts. There are uncertainties with making such a long-term assessment as it is possible that there are individual days when the daily limit could be exceeded and air quality impacted. Officers are recommending conditions for a construction traffic management plan (CTMP) for the detailed application and any reserved matters application. To deal with air quality issues, the conditions shall require the developer to pursue best practice working methods and processes, such as using at least Euro VI emission standard HGVs and ensuring regular fleet maintenance.

10.281. To deal with dust impacts of the construction phase, a Construction Environment Management Plan (CEMP) containing a dust assessment and resulting dust mitigation measures is recommended to be secured by condition.

Operational phase

10.282. It is proposed that all buildings will be connected to a site-wide energy sharing loop network, linked to ground source energy systems (GSES) in

the form of boreholes in the ground. This technology is emission free and will hence not impact air quality.

10.283. Officers consider the submitted traffic model, which predicts traffic flows and emissions when the development is predicted to be complete in 2031, to be robust; its predictions in relation to traffic emissions are the result of a series of conservative approaches. The air quality model demonstrates that the development would not lead to any exceedances of the current UK legal limit values for the concentration of major air pollutants.

10.284. Along the A40 and A44 some exceedances of the nitrogen dioxide annual mean limit value were identified at ground floor level on the façades of the buildings in the modelled scenario, which would be unsuitable for residential accommodation. However, there are no predicted exceedances at first floor level. Parameter Plan 02: Land use allows for residential development within the mixed use category to the east of the A44 and west of the A40 which would include the areas of nitrogen dioxide exceedance. A condition is therefore recommended to ensure no residential development shall take place in those areas of exceedance of the nitrogen dioxide annual mean limit values, unless an updated air quality assessment demonstrates that acceptable levels of air quality have been achieved in those areas.

10.285. Due to the existing nitrogen dioxide concentrations being below the threshold and the distance of the site from the railway being over 15 metres, Local Air Quality Management Technical Guidance is not triggered in relation to emissions from the railway. There are therefore no air quality concerns in relation to the site's proximity to the railway.

10.286. The Environmental Statement predicts oxides of nitrogen concentrations and nitrogen and acid deposition changes on sensitive ecological receptors, i.e. Wytham Woods SSSI and Oxford Meadows SAC. The results of the modelling work, which officers consider to be conservative, point to a slight improvement of the nitrogen load within 40 meters of the A34 at Wytham Woods SSSI in 2021, with the development in place. For Oxford Meadows SAC, nitrogen and acid deposition changes are considered to be insignificant, with changes not causing significant effects in a way that would affect the vegetation.

10.287. Policy BES2 of the Wolvercote Neighbourhood Plan, to which limited weight is afforded, requires proposals for residential development to identify the present state of air quality in the immediate vicinity of the site and the ways in which the potential impact of new development on the health and well-being of existing residents in the immediate locality can be mitigated through both design, layout and construction. It is considered, as discussed above, that the proposal has complied with this emerging policy.

10.288. The Institute of Air Quality Management (IAQM) guidance recommends at least one electric vehicle (EV) charging point per 10 residential dwellings and/or 1,000 square metres of commercial floorspace. Where on-site parking is provided for residential dwellings, EV charging points for each

parking space should be made. Policy M4 of the emerging local plan, to which limited weight can be afforded, would require EV charging points for each residential unit with an allocated parking space, and 25 per cent of non-residential and non-allocated residential spaces shall have EV charging points. Policy CHS3 of the Wolvercote Neighbourhood Plan, to which limited weight can be afforded, requires new homes and commercial premises to include charging points for electric vehicles. The outline proposal is for at least 10 per cent of non-residential parking spaces to have EV charging points, and for each residential unit to have the potential for at least one EV charging point. In the detailed application, 26 of the 253 spaces in the temporary car park would have EV charging points. The proposal therefore complies with the IAQM guidance, emerging policy CHS3, but not emerging policy M4. Given that this is a temporary car park, likely to be in place for less than 4 years, it is considered acceptable that the EV charging points meet current standards. When future reserved matters applications come forward, they will need to respond to the policies in force at that time.

10.289. A condition is recommended to ensure that provision of EV charging points and appropriate cable provision (ducting) is made to all the site's future commercial and residential uses to prepare for increased demand in future years. The quantum of charging points required for each reserved matters application shall accord with the relevant policies and guidance in place at the time.

10.290. Air quality was raised a number of times through public comments on the application. It is of note that the comment made by the Campaign to Protect Rural England (CPRE) focusses in some detail on the air quality assessment submitted with the application. Officers have examined each of the points made in the CPRE comment and, where necessary, sought additional information from the applicant, such as a plan of air quality receptors and road links referred to in the air quality assessment (Figure 12.4 in the resubmitted Environmental Statement). The comment does not raise any issues of concern that would alter the above assessment of the application in respect of air quality.

10.291. The hybrid application demonstrates that there will be no negative air quality impacts over current and future receptors as a result of the proposed development. The proposal, subject to the recommended conditions, would therefore comply with policy CP23, emerging policy RE6 and the NPPF in respect of air quality.

h. Ecology and biodiversity

10.292. Paragraph 170 of the NPPF requires planning decisions to contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes and sites of biodiversity value, and to minimise impacts on and provide net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

10.293. Policy CS12 of the Core Strategy states that development will not be permitted if it results in a net loss of sites and species of ecological value. Where there is opportunity, development will be expected to enhance Oxford's biodiversity.

10.294. The AAP states that the City Council will seek active habitat creation on the site, linked to the provision of green infrastructure. Given the proximity of the Oxford Meadows Special Area of Conservation (SAC), a Habitat Regulations Assessment (HRA) was carried out for the Core Strategy, and that work was supplemented by a more detailed assessment to support the AAP. The HRA concludes that the policies of the AAP can be implemented without having an adverse effect on the integrity of the SAC.

10.295. Policy NG8 which seeks to protect the Oxford Meadows SAC states that, unless the applicant for planning permission can demonstrate that the development is not likely to have a significant effect on the Oxford Meadows Special Area of Conservation, the application will be subjected to appropriate assessment under the Habitats Regulations and permission will be granted only if it is ascertained that the development will not adversely affect the integrity of that Special Area of Conservation, in terms of recreational pressure, the hydrological regime and air quality.

10.296. The Environmental Statement submitted with the application includes a section on ecology and biodiversity plus appendices, and the development's ecological proposals are summarised within the Design and Access Statement: Masterplan. The parameter plans include landscape areas of higher biodiversity value, including the alluvial ribbon within Canalside, which are not part of the developable area.

10.297. A suite of protected species and habitat surveys have been undertaken across the site between 2015 and 2018, providing a thorough picture of the ecological value of the site during this period. Ongoing ecological walkover surveys of the site have confirmed that site characteristics have not significantly changed in this time. Officers visited the site on 29 August 2018 and agree with this overall assessment of ecological value provided.

10.298. Ecological assessments have confirmed the site supports a relatively common assemblage of species, including bats, birds, badger, small mammals and low numbers of reptiles and common amphibians. Notably however, brown hairstreak butterfly has been identified as breeding within the full application site area and a single bat roost has been identified in Tree T22 within the Central parcel close to the A40, for which a Natural England Mitigation Licence will need to be obtained to facilitate its removal. Up to date assessment will be required to inform licence applications to Natural England in respect of bats following receipt of full planning permission.

10.299. The Local Planning Authority in exercising any of their functions, have a legal duty to have regard to the requirements of the Conservation of Species and Habitats Regulations 2017 which identifies four main offences for development affecting European Protected Species (EPS):

- Deliberate capture or killing or injuring of an EPS
- Deliberate taking or destroying of EPS eggs
- Deliberate disturbance of a EPS including in particular any disturbance which is likely to impair their ability to survive, to breed or reproduce, or to rear or nurture their young; or, in the case of animals of a hibernating or migratory species, to hibernate or migrate; or to affect significantly the local distribution or abundance of the species to which they belong.
- Damage or destruction of an EPS breeding site or resting place.

10.300. As noted above, a single bat roost has been identified in the Central parcel and therefore an EPS is likely to be present. The proposed development is likely to result in an offence under the Conservation of Species and Habitats Regulations 2017. Officers therefore have a duty to consider whether the proposal would be likely to secure a licence. To do so the proposals must meet with the three derogation tests which are:

- There are imperative reasons of overriding public interest (e.g. health and safety, economic or social);
- There is no satisfactory alternative; and
- The action will have no detrimental impact upon population of the species concerned e.g. because adequate compensation is being provided.

10.301. The allocation of the site within the Core Strategy, with an adopted AAP, as a strategic development site for housing and employment space provides the overriding public interest. No other site of this scale or capacity is available to meet such a requirement. The AAP in paragraph 2.9 states that the Northern Gateway is the only undeveloped strategic employment-led allocation in the city and it is the last opportunity to deliver employment development on this scale as part of the 'knowledge spine'. The site is critical to the delivery of the wider Oxfordshire Strategic Economic Plan 2014.

10.302. The identified bat roost is a transitional roost for two Soprano Pipistrelle bats. Although fully protected, the species is of relatively low conservation concern. Officers are satisfied that the three tests can be met and a licence obtained from Natural England for its closure. An updated survey will be required, which will inform the licence application and full mitigation measures will be agreed with Natural England.

10.303. Within the outline application boundary, an active badger sett has been identified. Updated assessment of this sett will be required and a licence obtained from Natural England for its closure for development purposes and the creation of a replacement sett. Badgers and their setts are protected under the Protection of Badgers Act 1992, therefore in order to proceed, a licence must be obtained from Natural England. A new sett will be created prior to closure of the existing sett. An updated survey of the site will be required prior to commencement of any works; therefore full

mitigation measures will be established following the results of this survey and agreed with Natural England. Additional measures will be agreed to protect badgers commuting through the site during both construction and operational phases via the Construction Environmental Management Plan recommended to be required by condition.

10.304. In advance of each phase of the development, updated protected species surveys will be required by condition to provide an up-to-date assessment of the presence or likely absence of protected species within the site.

10.305. The south-western hedgerow within Canalside is to be retained; following discussions with the applicant, it has been agreed that additional bolstering of this boundary will be provided with a view to also provide an enhanced buffer from the adjacent local wildlife sites (Canalside Meadow/Oxford Canal Marsh and Meadow north of Goose Green). As noted later in this report in discussions about surface water drainage, an overall reduction in geocellular attenuation tanks in favour of natural sustainable drainage features has also been achieved during the course of the application, increasing available aquatic habitat on site.

10.306. Biodiversity net gain is where development leaves biodiversity in a better state than it was before. To demonstrate that there has been no net loss in biodiversity as a result of a development and that a measurable net gain will be achieved it is useful to use a biodiversity impact metric or ‘calculator’. Such a tool works to quantify the change in biodiversity by using habitats as a proxy for biodiversity value, measured in biodiversity ‘units’.

10.307. The field of calculating biodiversity units is still developing, with ongoing updates to available metrics. Overall the use of a metric is a valuable tool in guiding decisions on how much and what kind of compensatory habitat may be required, but must be used in conjunction with ecological expertise. The metric doesn’t take into account the needs of species, therefore an understanding of how biodiversity is affected, based on sound ecological data, is also required.

10.308. It is acknowledged that there will be an overall net loss of biodiversity of 6.99 biodiversity units within the site as a result of the proposals. This was apparent during pre-application discussions and so officers looked with the applicants for options of where off-site biodiversity enhancements could be delivered. A large area of Cutteslowe Park can be improved to create new habitats and thereby deliver suitable mitigation. An area of 3 hectares will be enhanced to provide species-rich neutral wildflower meadow. The existing grassland has the same geology and soil type as the site, and is anticipated to reach good condition within 10 years. The compensation site is local to the development and within the ownership of the City Council, therefore there is certainty over its delivery and maintenance. This is in line with emerging policy G2 which states that offsetting measures are likely to include identification of appropriate off-site locations/projects for improvement, which should be within the relevant Conservation Target Area if appropriate, or within the locality of the site. When assessing whether a site is suitable for compensation, consideration will be given to the access,

enjoyment and connection to nature that the biodiversity site to be lost has brought to a locality. While the exact quantum of enhancements is yet to be calculated, overall it is anticipated that a net gain of 10 per cent will be achieved. Should further compensation be required if the enhancements fall short, the developer can buy into a scheme such as Environment Bank to reach the appropriate level. The quantum of enhancements required would be secured via the legal agreement, along with the creation and maintenance in perpetuity of the Cutteslowe Park scheme and on-site habitats.

10.309. The off-site habitat creation as mitigation for the net loss would comply with policy GBS5 of the Wolvercote Neighbourhood Plan, to which limited weight is afforded, in that it would be on a like-for-like basis elsewhere within the Wolvercote Neighbourhood Plan Area. The scheme would also be compliant with policy GBS6 of the Wolvercote Neighbourhood Plan, to which limited weight is afforded, in that it would increase public access to green space and, overall, enhance biodiversity.

10.310. Overall, it is anticipated that the development would result in a minor net gain in linear habitats on site (+5.02 biodiversity units), with enhancement of species and structural diversity of new hedgerows. Hedgerow planting will include Blackthorn, providing enhanced opportunities for Brown Hairstreak Butterfly.

10.311. In line with the requirements of the Conservation of Habitats and Species Regulations 2017, it is noted that a likely significant effect on the Oxford Meadows Special Area of Conservation can be ruled out. This conclusion is supported by Natural England and is based on the following evidence:

- Chapter 10 of the Environmental Statement, in particular the section on Hydrogeology and Environmentally Sensitive Habitats, which indicates that the only area of the site with potential ground water connectivity with the SAC is the ‘Alluvial Ribbon’ in the south west, which the illustrative masterplan indicates will not contain built development, as it forms part of the greenspace.
- Chapter 12 of the Environmental Statement, in particular paragraphs 12.5.14 to 12.5.20 and Table 12.8.4 of the Air Quality Appendices to the Environmental Statement which demonstrate the extent to which the scheme will contribute to critical levels of Nitrogen Oxide, critical loads of Nitrogen deposition and acid deposition at Oxford Meadows SAC.
- Chapter 15 of the Environmental Statement, in particular paragraphs 15.6.14 to 15.6.15 which set out measures to help meet the recreational needs of new residents on site.

10.312. Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust were consulted on the application but no comments were received.

10.313. The habitat creation on site, and off site in Cutteslowe Park, complies with local plan policies, the AAP and the NPPF, as well as with emerging policy

G2. The scheme will have no likely significant impact upon the Oxford Meadows SAC or other statutory sites of nature conservation importance and therefore would comply with policy NG8; the on-site open space would minimise the potential for additional recreation pressure on the SAC. The potential presence of protected species and habitats has been given due regard and officers have no objection to the proposals, subject to inclusion of a number of recommended ecological conditions. Conditions are recommended for landscape and ecology management plans during construction and for long-term management, lighting to protect light-sensitive wildlife, and for on-site biodiversity enhancements. A planning obligation secured by legal agreement in relation to off-site habitat creation to offset the overall net loss of biodiversity is recommended.

i. Flooding, drainage and water

10.314. The NPPF in paragraph 163 states that when determining planning applications, local planning authorities should ensure that flood risk is not increased elsewhere, supported where appropriate by a site-specific flood-risk assessment. Paragraph 165 states that major developments, as this application is, should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should:

a) take account of advice from the lead local flood authority;

b) have appropriate proposed minimum operational standards;

c) have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and

d) where possible, provide multifunctional benefits.

10.315. The NPPF and Core Strategy policy CS11 state that developments over 1 hectare, as this application is, must be accompanied by a full Flood Risk Assessment (FRA), which includes information to show how the proposed development will not increase flood risk. Necessary mitigation measures must be implemented. Unless it is shown not to be feasible, all developments will be expected to incorporate sustainable drainage systems or techniques to limit runoff from new development, and preferably reduce the existing rate of run-off. The policy states that development will not be permitted that will lead to increased flood risk elsewhere, or where the occupants will not be safe from flooding.

10.316. The AAP states that development must be designed to manage surface water through the use of sustainable drainage systems (SuDS), a system that stores the water and then releases it slowly into a watercourse or sewer at a later date. It states that Flood Risk Assessments will be required to accompany the outline planning application and qualifying detailed planning applications. The City Council will continue to work with the

County Council as the Lead Local Flood Authority (LLFA) to find a workable and appropriate SuDS solution for the development.

10.317. The site lies within Flood Zone 1 so is not at risk of fluvial flooding, but the northern part of the site of both the Central and East parcels is prone to surface water flooding. There is a watercourse that runs east to west along the southern part of the Park and Ride before being culverted under the A34. This watercourse will not only receive flows from the proposed development via the proposed drainage ponds, but also receives existing offsite flows.

10.318. Concerns have been raised by the County Council as LLFA with regards to this surface water flooding, and that it may pose a risk to development within the affected areas or to the attenuation features located there. The applicant's consultants, PBA, submitted a supplementary note suggesting that the flow in the unnamed watercourse would be throttled by culverts upstream of the site, therefore the flow would be unlikely to be such that it would affect the site. The LLFA has however requested that further investigation is undertaken in order to ascertain the true characteristics of the watercourse and subsequent flooding, the effect on the development, and for mitigation to be proposed where necessary. This can be provided by condition, prior to the commencement of any fixed development within the areas shown at risk of flooding.

10.319. The drainage strategy initially submitted was considered by officers to be too dominated by underground tanks and pipes which are less sustainable because they do not provide the multiple benefits of sustainable drainage systems (SuDS) – i.e. biodiversity, amenity, and water quality, and increased potential for flooding by greater scope for blockages and subsequent increased maintenance demands. Pre-application advice was given requiring surface conveyance and storage to be utilised, in order to create a truly sustainable drainage system. Best practice, along with the local and national planning policies highlighted above, also encourages sustainable drainage and so an amended drainage strategy for the site was submitted.

10.320. The resubmitted drainage strategy reduced the amount of tanked storage, while not eliminating it entirely. The size of the attenuation ponds has been increased and larger areas of permeable paving introduced. The proposed drainage strategy can be summarised as follows:

- Canalside parcel: the southern section slopes steeply towards the south and therefore naturally flows southwards where it either ponds or infiltrates into the alluvium and contributes to groundwater recharge, which feeds environmentally sensitive off-site receptors. The proposed strategy mimics this by providing a development platform including lined permeable paving and underground attenuation, which drains into an attenuation basin in the lower part of the site at a controlled rate, where it may infiltrate or overtop into the adjacent ditch to mimic natural conditions for groundwater recharge.

- Central parcel: this parcel incorporates a combination of lined permeable pavements, underground and open attenuation features, with a controlled discharge to the ordinary watercourse along the northern boundary.
- East parcel: surface water drains from south to north via a combination of lined permeable pavements for the access road and external hardstanding areas which drain to open attenuation features within the centre and north-western corner of the site. The open central area incorporates an open depression which fills in higher order rainfall events and an underlying gravel layer. The attenuation basin in the north-western corner of the site has a controlled outfall to the ordinary watercourse to the north.
- Detailed part of the application: the proposed surface water drainage strategy utilises lined permeable pavements and underground cellular attenuation with a piped network to further attenuation storage within the phase 1a parcel. The network then discharges at a controlled rate to the watercourse along the northern boundary of the wider site.

10.321. The drainage strategy for phase 1a may require the use of a small attenuation pond to the north of the site, dependent on detailed design. If this is to be the case, the pond should be located outside the area shown at risk of surface water flooding, or otherwise no work should be undertaken until the investigation and mitigation (if required) work has been undertaken and approved by the LLFA. This can be secured by condition.

10.322. A detailed drainage design, pursuant to the drainage strategy submitted with the full planning application, should be submitted prior to commencement of development. For each later phase, a detailed drainage design should be submitted and approved prior to commencement of subsequent phases. These requirements are recommended to be secured by condition.

10.323. The drainage strategy for the whole site demonstrates that the proposed run-off rates for the impermeable areas do not exceed the pre-development (greenfield) run-off rates in rainfall scenarios up to the 1 in 100 year +40% climate change event. This is acceptable.

10.324. The drainage strategy as initially submitted was somewhat disappointing in terms of sustainable design, and also not in accordance with SuDS principles, local guidance, and the pre-application advice given. The revised strategy addresses the concerns to some extent, removing a number of underground tanks. However it is regrettable that a more sustainable strategy was not proposed utilising more above ground storage and conveyance, given the greenfield nature of the site. However, having regard to the constraints of the site and overarching requirements of the illustrative masterplan, the approach is considered to be justified. It is recommended that the condition that requires submission of detailed drainage systems for future phases should also explore opportunities to incorporate more sustainable features.

10.325. Policy BES7 of the Wolvercote Neighbourhood Plan, to which limited weight is afforded, requires developments to demonstrate that they do not decrease rain water infiltration and requires all run off water to be infiltrated into the ground using permeable surfaces (SuDS), or attenuation storage, so that the speed and quantity of run off is decreased. Proposals for new development should ensure that there is no increased risk of flooding to existing property as a result of the development. The proposal, for the reasons discussed above, is considered compliant with this emerging policy.

10.326. The Environment Agency responded to the application and did not raise an objection nor recommend conditions.

10.327. In summary, according to Environment Agency modelling, the site is not at risk of flooding from fluvial sources, however there are areas shown at risk of surface water flooding which can be addressed via condition. The submitted drainage strategy limits discharge from the site to pre-development (greenfield) rates, therefore flood risk will not be increased as a result of discharge from the development. Further exploration of concerns over surface water flooding to the north of the site and any mitigation required can be secured by condition to ensure flood risk is not increased. Further detail of the surface water drainage scheme for the detailed part of the application, and for each subsequent phase of development are recommended to be required by condition. The application is therefore considered acceptable in relation to drainage and flood risk, in compliance with the NPPF and policy CS11. It would also comply with emerging policy RE3 in relation to flood risk management and policy RE4 in relation to sustainable drainage, surface and groundwater flow.

Water and sewerage infrastructure

10.328. Policy NE14 of the Oxford Local Plan 2001-2016 states that planning permission will only be granted for developments that would increase the demand for on and off-site service infrastructure where sufficient capacity already exists or extra capacity can be provided in time to serve the development that will ensure that the environment and the amenities of local residents are not adversely affected.

10.329. Thames Water has commented on the application requesting that standard conditions be imposed on any planning permission to ensure that the water and waste networks will have sufficient capacity prior to occupation of the development. With regard to foul water sewage network infrastructure capacity, Thames Water has stated that it would not have any objection to the above planning application. Subject to these conditions, therefore, the development would comply with policy NE14.

10.330. Policy V8 of the emerging local plan, to which limited weight can be afforded, requires developers to have explored existing capacity (and opportunities for extending it) with the appropriate utilities providers. The policy also requires provision for high quality digital facilities for B1 employment. Section 5.5 of the Design and Access Statement: Masterplan

sets out the utilities investigations carried out by the applicant and concludes that all major services are available within the vicinity of the site and no issues have been highlighted regarding connection. This section also notes that BT has shown an interest in providing the site with superfast broadband. The application would therefore comply with emerging policy V8 and with NPPF paragraph 112 which states that advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being.

j. Energy and resources

Energy

10.331. Paragraph 148 of the NPPF states that the planning system should support the transition to a low carbon future in a changing climate. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions and support renewable and low carbon energy and associated infrastructure.

10.332. Core Strategy policy CS9 states that all developments should seek to minimise their carbon emissions and should demonstrate sustainable design and construction methods and energy efficiency through design, layout, orientation, landscaping and materials. The proposal exceeds the policy's threshold for qualifying developments and so it must achieve the target of 20 per cent renewable or low-carbon energy and incorporate recycled or reclaimed materials.

10.333. Policy NG9 of the AAP requires a district/shared energy scheme to be delivered at the Northern Gateway, the proposal for which must demonstrate that this would not have a significant air quality impact on the integrity of the Oxford Meadows SAC. Paragraph 7.21 of the AAP states that at the Northern Gateway buildings will be required to be constructed to the standards in place at the time of the subsequent reserved matters applications and thereby factoring in any tightening of requirements over time.

10.334. The application is accompanied by an energy statement covering details and calculations for the full part of the application and the energy strategy for the wider site. A Natural Resource Impact Assessment is also included.

10.335. A fundamental part of the energy strategy for the proposed scheme is a site-wide energy sharing loop network. High efficiency water to water heat pumps would provide space heating and cooling for all buildings, as well as domestic hot water (hot tap water for residential and commercial). These heat pumps will be linked to the site-wide energy sharing loop connected to ground source energy boreholes.

10.336. The proposed energy loop network is innovative and offers a low carbon solution, being based on ground source heat pumps. The system is easier to modularise than, for instance, a Combined Heat and Power (CHP) system; the energy strategy states that infrastructure will be put in place to

allow for future phases of the Oxford North development to connect into the energy sharing loop. This will improve the efficiency of the system by increasing the options for energy sharing between buildings with different energy profiles, such as residential and commercial buildings that need heating at different times of day. The solution proposed is also desirable for this site as it avoids the combustion of gas, and consequent air quality impacts, that would be required in a CHP plant. Photovoltaic (PV) panels are part of the wider energy strategy for the whole site and these would be wired into the local power network to reduce the consumption of grid electricity by the energy loop pumps and other electrical loads.

10.337. The Design and Access Statement: Masterplan states that the applicant is committed to designing buildings which meet ongoing improvements in energy efficiency standards, following a hierarchy of passive design measures, followed by active design measures, and then low and zero carbon technology. In drawing up the illustrative masterplan, the applicant has considered solar aspect, shade and shelter in positioning buildings. Such a commitment is recommended to be secured by legal agreement and is included in the Heads of Terms (**appendix 4**).

10.338. The detailed part of the application includes the energy loop infrastructure for this phase. In addition, heating and hot water in the Red Hall basement changing rooms will be provided by air source heat pumps. No PV arrays are proposed on the workspace or Red Hall buildings although PV panels are anticipated on the phase 1a residential buildings, which are not included in the detailed application.

10.339. The outline scheme complies with the AAP with respect to its requirement for a district/shared energy scheme.

10.340. The detailed part of the scheme is compliant with the 20 per cent target set out in policy CS9 by achieving a 25.7 per cent reduction in energy consumption compared with the level that would be achieved by meeting the minimum compliance threshold for Building Regulations. Emerging local plan policy RE1, to which limited weight can be afforded, has higher targets for carbon reduction than current local policy. However, future phases of the development will need to comply with the planning policy current at the time of the reserved matters applications.

10.341. It is welcome that BREEAM Excellent is being targeted for the buildings in the detailed part of the application, which would be in excess of the minimum Building Regulations requirements. This is sufficient to comply with the NPPF and policy CS9, and aligns with emerging local plan policy RE1.

10.342. Both the energy loop itself and a requirement to continue to meet evolving best practice in relation to sustainability credentials and energy efficient building techniques are to be secured via legal agreement. A condition is recommended to ensure both the detailed part and outline part of the development is carried out in accordance with the submitted energy

statement. Drawings of the energy loop infrastructure should also be required by condition.

Waste management

10.343. Paragraph 8 of the NPPF states that minimising waste forms part of the environmental objectives for sustainable development. Policy CS10 of the Core Strategy states that all new developments will be expected to have regard to the waste management hierarchy during design, construction and final occupation.

10.344. The application is accompanied by a waste strategy which identifies the overarching hierarchical approach to waste for construction and operational phases. A construction site waste management plan and an operational waste management and servicing plan will be required at reserved matters stages and for the detailed part of the application. The County Council has raised no objection to the approach to waste management and welcomes the waste management strategy. This matter is considered to have been given due regard in compliance with policy CS10.

k. Impact on neighbouring and residential amenity

10.345. Policy HP14 of the Sites and Housing Plan states that development should provide reasonable privacy and daylight for the occupants of both existing and new dwellings and guards against overbearing development. Policy CP10 of the Oxford Local Plan 2001-2016 requires development proposals to be sited in a manner which meets functional need, but also in a manner that safeguards the amenities of other properties. Policies CP19 and CP21 protect against unacceptable nuisance and noise. Emerging policy H14 protects residential amenity in a similar way to adopted policy HP14, while emerging policies RE7 and RE8 also protect neighbours against environmental impacts of development. Limited weight can be afforded to these emerging policies.

Amenity for nearby residents

10.346. Numbers 396-400 Woodstock Road lie north of the Wolvercote roundabout between the railway line and the A44. These houses are accessed via a cul-de-sac from Five Mile Drive, which is adopted highway. The planning application includes proposals for this cul-de-sac to be opened up to form a pedestrian and cycle connection between Five Mile Drive and Peartree Park and Ride. There would be no through vehicle access, with the road wide enough to carry occasional vehicle movements to service 396-400 Woodstock Road as well as cycles and pedestrians. A greater level of detail of this part of the A44 proposals would be required by condition prior to commencement of the works.

10.347. The parameter plans propose development in the land between 396-400 Woodstock Road and Peartree Park and Ride. A neighbourly ten-metre landscape buffer is included on Parameter Plan 02: Land use where the site abuts these properties. The illustrative masterplan suggests houses

with gardens would back onto this landscape buffer, although this would be a matter for determination at reserved matters stage. The parameters of the outline application are sufficient to safeguard residential amenity for these properties with detailed design to be considered at reserved matters stage.

10.348. The site's red line runs along the rear boundary of 30 Godstow Road, but the small segment of land at this point is proposed as a landscape buffer area on Parameter Plan 02: Land use. This does not present any neighbouring amenity concerns for residents along Godstow Road and the cul-de-sacs to the north of Godstow Road.

10.349. Other residential properties such as those in Lakeside, Linkside Avenue, Carey Close and Five Mile Drive are not considered to be harmfully impacted. They are separated from the development by the railway line and, although their views will change, a change in view is not a material planning consideration in terms of residential amenity. The change in views has been discussed in the overall assessment of the visual impact of the development earlier in this report. Public representations have been made by residents in this area requesting tree screening be planted along the site's boundary with the railway line. The detail of landscape planting would not come forward until the reserved matters application for that part of the development (phase 4), however the overall tree planting strategy plan contained within the submitted Public Realm Strategy: Masterplan indicates that, the perimeter of the site will comprise predominantly native tree and shrub species with understorey planting to form a green buffer to the site. These would be a mixture of single and multi-stem trees, closely arranged. It is not considered necessary or reasonable to impose a condition to require tree screening planting along this boundary, although it would appear to be the developer's intention to propose such planting in due course.

10.350. It is noted that Red Barn Farm, which lies in the parcel of land to the north of the Central parcel and south of the A34, contains no residential uses.

Noise and vibration

10.351. Policy NG7 of the AAP states that planning permission will only be granted for residential development where it has been demonstrated that it is acceptable in terms of noise and air quality. Policy NG10 of the AAP requires Construction Environmental Management Plans covering matters including noise, traffic and dust during the construction phase to support any reserved matters planning applications.

10.352. The primary source of noise at the Northern Gateway site is road traffic from the A40, A44 and A34, and the Oxford to Bicester railway line that runs through the site is a secondary source of noise. The railway is also a source of vibration. Employment land uses are less sensitive than residential uses to noise, so for this reason the AAP expects employment uses to be located in the areas more affected by noise and for the design and layout of the employment elements to act as a buffer to help protect the more sensitive residential uses.

10.353. Officers consider that the Environmental Statement has correctly identified the most significant sources of and receptors for noise and vibration impact and has applied appropriate standards and methodologies to predict and quantify them.

10.354. The Environmental Statement sets out how noise constraints guided the design development, such as via offset distances from the A-roads and the proposed central street, and the potential effects from trains on the adjacent railway. The arrangement of building facades integrates an element of acoustic screening within the scheme, such as the larger Workspace Buildings proposed in phase 1a positioned along the A40. The constraints plan in section 5.5 of the Design and Access Statement: Masterplan shows the areas that have been identified as noise buffers to residential uses.

10.355. The assessment of the potential noise and vibration effects associated with construction and operation of the site within chapter 13 of the Environmental Statement are considered to be acceptable and in line with current good practice. It is essential, however, that subsequent reserved matters applications adhere to these assumptions and recommendations and so conditions are recommended for both the full and outline applications. In conclusion, the Environmental Statement is comprehensive and appropriate with regard to noise and vibration.

10.356. Policy BES3 of the emerging Wolvercote Neighbourhood Plan, to which limited weight is afforded, requires new developments to demonstrate the ways in which they have responded to the most up-to-date technical guidance on noise pollution relevant to the proposed development. It is considered, as set out above, that the proposal is compliant with this emerging policy.

10.357. A number of conditions are recommended to deal with noise and vibration issues and to protect residential amenity. A Construction Environmental Management Plan would be required with each reserved matters application to deal with noise and vibration, as well as a scheme to manage construction noise. Details of mechanical plant and extraction equipment for the full application and subsequent reserved matters applications, where relevant, are recommended to be required by condition to safeguard amenity.

l. Land quality

10.358. Oxford Local Plan 2001-2016 policy CP22 states that, where necessary, the City Council will require prospective developers to submit details of an investigation of the site and any remedial measures that need to be carried out. The City Council will, where necessary, require the developer to carry out remedial measures and to verify that the approved measures have been carried out. There are no specific policies relating to land quality in the AAP. Emerging policy RE9, to which limited weight can be afforded, requires investigations to assess the nature and extent of contamination of land and appropriate mitigation.

10.359. The application includes a Geo-Environmental Assessment of Ground Conditions and appendices within the Environmental Statement which demonstrates that there do not appear to be any significant contamination risks associated with the site. The Environment Agency raised no objection and did not recommend conditions. Officers and the Environment Agency are satisfied that, subject to conditions on both the full and outline applications, the application is satisfactory in relation to land quality.

m. Phasing of development and delivery of infrastructure

10.360. Policy CS17 of the Core Strategy states that planning permission for new development will only be granted if it is supported by appropriate infrastructure at a timely stage. Developer contributions will be sought where needs arise as a result of new development. The City Council will work in partnership with infrastructure providers and other delivery agencies in preparing Area Action Plans (and any supporting Supplementary Planning Documents).

10.361. Accordingly, and subsequent to the Core Strategy adoption, the Affordable Housing and Planning Obligations Supplementary Planning Document (SPD) was adopted in September 2013 and the Community Infrastructure Levy (CIL) came into effect in Oxford on 21 October 2013. The Affordable Housing and Planning Obligations SPD states that, as a consequence of the introduction of CIL, the use of Section 106 planning obligations for most types of infrastructure, other than Affordable Housing, will be much more limited than in the past. It goes on to state that CIL will replace planning obligations as the means of funding off-site infrastructure, such as additional school places, transport improvements or improved leisure facilities, which are required in connection with new development and consequent population or economic growth. It states that proposals for development that may require the provision of planning obligations should be made in accordance with the relevant policies of Oxford's local plan. For this application, which lies within the Northern Gateway AAP boundary, policy on infrastructure contributions is found in the AAP, which was adopted in July 2015.

10.362. Policy NG10 of the AAP requires that the phasing of the site has regard to the aim of creating a sustainable employment-led development from the outset and as the development progresses. A phasing strategy must be submitted with the outline planning application for approval by the local planning authority.

10.363. A phasing strategy is included in the Design and Access Statement: Masterplan. This sets out the development in four phases including sub-phases over a ten-year period following a grant of planning permission. Officers consider that it makes for a logical programme with infrastructure coming forward at appropriate phases to support a balanced mix of housing and commercial floor space. The County Council is seeking the delivery of A44 works at an earlier stage than the applicant had proposed. Initial phases focus development on the highways infrastructure and development along the link road which is to form the heart of the new area. The phasing

of infrastructure is recommended to be secured by condition or via legal agreement, as appropriate, with capacity to agree amendments.

10.364. Paragraph 8.11 of the AAP sets out a number of funding sources for the infrastructure requirements of Northern Gateway. These are listed below, with notes on funding that has been secured:

Funding source	Notes
Developer funding secured through the Community Infrastructure Levy (CIL)	There is a CEB resolution to apply the CIL receipts generated in order to fund investment in highways/transport infrastructure to support the delivery of the Northern Gateway strategic site allocation.
Developer funding secured through a Section 106 agreement	The Heads of Terms (see **appendix 4**) set out the obligations to provide elements of the infrastructure that are required to serve the development and financial contributions towards bus service subsidies on the Eastern Arc (up to £2.88 million), travel plan monitoring fee (£6,000), and variation of Traffic Regulation Order (£5,000) to create safe routes to school.
City Deal funding already secured for the Northern Gateway area	This funding delivered the Cutteslowe and Wolvercote roundabout improvements which are now complete.
Local Growth Fund monies bid via the Oxfordshire Local Enterprise Partnership	£5.9 million has been secured to fund the A40 highway works, to be delivered by the County Council
City and County Council funding (for example via capital programmes and funds secured from other sources)	£10 million of HIF Marginal Viability Fund has been secured from Homes England; the Peartree interchange improvements are a wider County Council project to which this development would make a contribution; future funding opportunities will continue to be targeted by the City Council

10.365. The items of infrastructure that are to be funded by the CIL generated from the development are:

- commuted sums for the maintenance of the A44 and A40 by the Highways Authority;
- a financial contribution towards the cost of a scheme to improve Peartree interchange; and
- funding for the creation of Controlled Parking Zones in Upper and Lower Wolvercote and Yarnton.

10.366. The following infrastructure is to be delivered directly by the developer. These items are likely to be eligible for infrastructure payments (in lieu of CIL payments) under the provisions of Regulation 73A of the CIL Regulations if the Council decides to permit such an approach.

- the parts of the A44 works that provide a wider public benefit, such as the northbound bus lane, landscaping and tree planting, street furniture, drainage; and
- two road crossings to provide safe routes to Wolvercote Primary School.

10.367. Policy NG11 states that there must be suitable arrangements to provide and phase the infrastructure, services and facilities that will make the scheme acceptable in planning terms. The Heads of Terms of the legal agreement (**appendix 4**) and relevant conditions (**appendix 3**) set out how each element of infrastructure is to be secured. The proposed means of securing each item of infrastructure specifically listed in policy NG11 is summarised below:

Infrastructure	Means of securing
Affordable Housing	Obligation in legal agreement
Restricting the occupation of the employment uses through a 'Gateway Policy Agreement'	Condition or obligation in legal agreement for occupiers to be consistent with the employment types set out in the AAP
Provision and maintenance of public open space and children's play facilities	Obligation in legal agreement
Highways and transport infrastructure to serve the development, including new junctions on the A40 and the A44, the construction of an on-site link road between the A40 and the A44, and public transport interchange/waiting facilities	Obligation in legal agreement
Pedestrian and cycle links to serve the development	Obligation in legal agreement
Travel Plan	Condition and obligation in legal agreement, including monitoring
A district/shared energy scheme	Obligation in legal agreement
Sustainable drainage systems, water and wastewater and any other utilities measures required to serve the development	Obligation in legal agreement and conditions
Any specific measures required to prevent or mitigate potential impacts on the Oxford Meadows SAC or on other areas designated for their nature conservation value.	No specific measures were found to be required because no likely significant effect was identified on the SAC or other designated area. On-site public open space provides the mitigation to deal with recreational impact on the SAC. Note that biodiversity off-setting beyond the red line is to be secured by legal agreement.

10.368. The AAP in paragraph 8.5 points out that large-scale development of this kind will offer a range of training and job opportunities particularly in the

construction phase. Where there are chances to link local people and businesses to the economic opportunities arising from the development or associated supply-chains, the City Council will be encourage their uptake. This ties in with emerging policy E4 (Securing opportunities for local employment, training and businesses), to which limited weight is afforded. A Community Employment Plan is proposed to be secured via legal agreement both for the construction and operational phases of the development.

10.369. Requests were made by the Clinical Commissioning Group and Thames Valley Police for funding as a result of this development. As discussed above, CIL is the normally used to secure off-site infrastructure which is required in connection with new development and consequent population or economic growth. This would cover medical facilities and policing infrastructure, neither of which are specified as an infrastructure requirement in the AAP. Careful prioritisation of infrastructure means that these two requests cannot be put ahead of the infrastructure required by the AAP, such as Affordable Housing and sustainable transport measures for this development.

10.370. Thames Valley Police have suggested the inclusion of a police “touchdown” facility on site. Officers consider that the nature of the development proposal, being mainly commercial and with on-site management proposed, means that such a facility is unlikely to be appropriate.

10.371. Through pre-application discussions, officers at the City and County Councils have sought to identify the infrastructure needed to support the development into that which must be guaranteed and that which, subject to review, should be provided. This exercise has been carried out in order to optimise viability and maximise the quantum of Affordable Housing. This has led to the deferred provision of some items of infrastructure. These items of unfunded infrastructure are recorded below so that, should additional funding become available from this development, from other developments within the AAP boundary, surplus CIL monies, or the recirculation of grant, these items can be considered for funding:

- cost of expanding Wolvercote Primary School
- Special Educational Needs financial contribution
- contributions to off-site footpath and cycle links including, cycle routes on Woodstock Road, canal towpath improvements, enhancement of Joe White’s Lane, cycle route improvements to Oxford Parkway via Five Mile Drive and Banbury Road
- contribution towards the provision of an enhanced Peartree Park and Ride facility with additional spaces, improved waiting facilities and the installation of a decked car park

n. Planning obligations

10.372. It is considered that the planning obligations listed in **appendix 4** need to be secured in order for the development to be acceptable. The provisions of CIL Regulation 122 have been considered and it is believed that all of the obligations meet the relevant tests and can therefore be taken into account in determining the application.

10.373. It is noted that in order for the planning obligations to be delivered there will need to be an agreement with the applicant, the County Council and the City Council about the use of CIL and other monies. The grant of permission should be conditional on appropriate arrangements having been documented.

o. Other matters

10.374. As the application site is located in close proximity to the railway line, Network Rail was consulted as part of the application. In their response they raised no objection but requested a number of conditions be applied to the planning permission. The conditions suggested fail to meet the statutory requirements detailed in paragraph 55 of the NPPF for conditions and therefore an informative has been included requiring the applicant to liaise directly with Network Rail to ensure the development complies with the requirements as set out by Network Rail. It is noted that the applicant responded substantively to the points raised by Network Rail in the resubmission covering letter dated 21 March 2019.

10.375. Emerging policy RE5, to which limited weight can be afforded, states that proposals will be supported which help to deliver strong, vibrant and healthy communities and reduce health inequalities. This is not a specific objective of any adopted policies but it is a theme of the NPPF in section 8. Planning obligations are therefore recommended to be secured via legal agreement to ensure that the principles of good design for health and wellbeing are embedded into the design of the development and to explore new and innovative strategies for working in partnership across sectors to deliver the best possible wellbeing outcomes for current and future tenants and residents.

11. OTHER MATERIAL CONSIDERATIONS

Equalities Act

11.1. The application has been assessed against the relevant sections of the Equalities Act 2010, and it is not considered that the application discriminates against people with protected characteristics specified in the Act. The protected characteristics are:

- age
- gender reassignment
- being married or in a civil partnership

- being pregnant or on maternity leave
- disability
- race including colour, nationality, ethnic or national origin
- religion or belief
- sex
- sexual orientation.

Human Rights Act 1998

11.2. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

Section 17 of the Crime and Disorder Act 1998

11.3. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with Section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.

12. CONCLUSION

12.1. Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004). The National Planning Policy Framework represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application. This includes the presumption in favour of sustainable development found at paragraph 11 of the Framework, which requires approving development proposals that accord with an up-to-date development plan without delay.

12.2. Section 2 of the NPPF lists the three dimensions to sustainable development: economic, social and environmental. These roles are interdependent and need to be pursued in mutually supportive ways to achieve sustainable development. These roles will now be considered in weighing up the benefits and dis-benefits of the proposed development relative to all material considerations discussed in this report.

Economic impacts

12.3. The Northern Gateway is a key strategic site which has been allocated in the Core Strategy for employment space focussed on Oxford's key

strengths in the knowledge economy – science and technology, research, bio-technology and spin-off companies from the universities and hospitals. One of the objectives of the OxLEP Strategic Economic Plan for Oxfordshire 2016 is to deliver flagship gateway developments and projects that stimulate growth. Northern Gateway is identified as such a project.

12.4. This application would bring significant economic benefits through provision of employment space tailored to the needs of the city, supporting economic growth, underpinned by the necessary infrastructure to deliver the site. Paragraph 80 of the NPPF states that significant weight should be placed on the need to support economic growth and productivity and therefore this economic benefit of the proposal is afforded significant weight.

Social impacts

12.5. The application would provide up to 480 new homes including 168 affordable homes of which 135 units would be social rented and targeted to those in greatest housing need. The urgent need for more homes and the constrained supply in Oxford is well documented and understood; therefore this contribution on an employment-led development would be significant in addressing the shortfall in housing and of clear social benefit. It would support the Government's objective of significantly boosting the supply of homes as set out in paragraph 59 of the NPPF.

12.6. The illustrative masterplan and details within the Design and Access Statement: Masterplan demonstrate the proposal's high-quality urban design. The overall landscape proposals and public spaces further assure that the development would be well-designed, thereby providing high-quality public realm and supporting social well-being. As required by the NPPF, officers have had due regard to the supportive comments of the ODRP in assessing the design quality of the proposed scheme.

12.7. The overall sustainable transport benefits that the development would bring include hugely improved cycle and bus infrastructure on transformed stretches of the A40 and A44 within the application site. Improved bus services via the Eastern Arc would be delivered, and an obligation to work collaboratively to create a cycle link northwards to Oxford Parkway would be secured. These improvements to sustainable transport bring social benefits by offering healthier travel options and increasing connectivity and accessibility of facilities.

12.8. The dis-benefit of the development in social terms is the impact on heritage assets (the setting of both Wolvercote with Godstow Conservation Area and the Manor and Church Farmhouses) set out in **section 10d**. The balancing exercise required by the NPPF for less than substantial harm to heritage assets concluded that the public benefits of the development significantly outweigh the harm. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Environmental impacts

12.9. The social benefit of the transformation of the A40 and A44 in slowing traffic, greening, and improving bus and cycle infrastructure would also deliver significant environmental benefits, transforming what is currently a hostile environment and providing much improved sustainable travel options.

12.10. Similarly the high-quality urban design and landscape proposed would bring environmental as well as social benefits.

12.11. As set out in the report, air quality, vehicular traffic, noise and drainage can all be appropriately managed to prevent any harmful impact and the proposals comply with the relevant local and national planning policies.

12.12. The proposed energy loop provides a significant environmental benefit in bringing power to the development without the need for gas or to produce emissions. The system would be modular allowing each phase to connect to the loop, and has the potential to grow beyond the site.

12.13. In ecology terms, there would be a gain in linear habitats on site but a net loss of biodiversity within the site. The latter is a dis-benefit which is to be mitigated through the creation of off-site habitats in nearby Cutteslowe Park. This is anticipated to result in an overall net gain in habitats, as required by the NPPF. Any shortfall would be dealt with through financial contributions to an appropriate scheme, secured by legal agreement.

12.14. Overall, the proposed development would bring significant public benefits that accord with the three strands of sustainable development set out in the NPPF. Having taken into account the provisions of the Development Plan, the policies in the NPPF, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval subject to the planning conditions set out in **appendix 3** and a Section 106 legal agreement whose Heads of Terms are set out in **appendix 4**.

12.15. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Acting Head of Planning Services) of a legal agreement under Section 106 of the Town and Country Planning Act 1990.

13. APPENDICES

- **Appendix 1** – Site location plan
- **Appendix 2** – List of addresses of public commenters
- **Appendix 3** – Recommended conditions
- **Appendix 4** – Heads of terms of Section 106 legal agreement
- **Appendix 5** – JLL viability report
- **Appendix 6** – Oxford Design Review letters

This page is intentionally left blank

Appendix 8

Minutes of a meeting of the WEST AREA PLANNING COMMITTEE on Tuesday 24 September 2019

www.oxford.gov.uk
OXFORD CITY COUNCIL

Committee members:

Councillor Cook (Chair)
Councillor Gotch (Vice-Chair)
Councillor Corais
Councillor Donnelly
Councillor Harris
Councillor Hollingsworth
Councillor Upton
Councillor Clarkson (for Councillor Iley-Williamson)
Councillor Simmons (for Councillor Wolff)

Officers:

Adrian Arnold, Head of Planning Services
Anita Bradley, Monitoring Officer
Andrew Murdoch, Development Management Service Manager
Nadia Robinson, Principal Planning Officer
John Mitchell, Committee and Member Services Officer

Also present:

Stephen Ashworth, Dentons, Legal Adviser
Chanika Farmer, Oxfordshire County Council, transport & highways
Nigel Simkin, JLL/HLD viability consultant

Apologies:

Councillors Iley-Williamson and Wolff sent apologies.

37. Declarations of interest

Councillor Cook stated that as a Council appointed trustee for the Oxford Preservation Trust and as a member of the Oxford Civic Society, he had taken no part in those organisations' discussions or decision making regarding the application before the Committee and that he was approaching the application with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Upton stated that as a Council appointed trustee for the Oxford Preservation Trust and as a member of the Oxford Civic Society, she had taken no part in those organisations' discussions or decision making regarding the application before the Committee and that she was approaching the application with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Clarkson stated that she had been an undergraduate at St John's, the applicant in this case, had had no contact with the college about this application, approached it with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Donnelly stated for transparency that although he did not have a disclosable pecuniary interest he was currently studying at St John's College but had had no discussion with college about this application, approached it with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Simmons stated that he was aware that the Oxford North & West Green Party had made a representation about the application but confirmed, for the avoidance of doubt, that although he was a member of Oxford East Green Party he was not a member of Oxford North & West Green Party and had taken no part in submitting the representation.

38. 18/02065/OUTFUL: Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road, Wolvercote, Oxford, OX2 8JR

The Committee considered a Hybrid planning application (18/02065/OUTFUL) comprising:

(i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m2 (GIA) of employment space (Use Class B1), up to 550 m2 (GIA) of community space (Use Class D1), up to 2,500 m2 (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

(ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the

site. (Amended plans and additional information received).

Councillor Gotch observed that the summary he had requested prior to committee for one of the affordable housing options of the application had only been made available within the previous 24 hours. This was an important application and he considered that more time was needed to understand this summary fully. He therefore proposed that the matter be deferred. Officers noted that sufficient information was contained in the substantive report to enable the Committee to make an informed decision. The proposal was seconded. On being put to a vote the proposal to defer was lost (5:3).

The Planning Officer introduced the report. This was a hybrid application and its approval would give permission for the detailed part of the application to proceed. The rest of the site was just in outline with access details; detailed proposals for those sections of the site would come forward as reserved matters applications in due course.

She provided two verbal updates

1. Page 62, paragraph 10.47 – the offer of 30% affordable overall was based on a tenure split of 60:40 not 70:30

2. Page 86, paragraph 10.179 – the two measurements (92.85 and 91.75) refer to heights above sea level. The Red Hall is actually proposed to be 24.35m in height from ground level and the Workspace buildings 23.5m.

It had yet to be decided whether certain requirements in the report would be best secured by condition or legal agreement. The Committee was therefore being requested to delegate the ability to take that decision to officers.

Highways England had now submitted its final comment on the application and raised no objection subject to two conditions, both of which were already included in the report in Appendix 3.

Notwithstanding the number of appendices and associated documents in the application the report was comprehensive and distilled all the information necessary to enable the Committee to determine the application.

She went on to address four key issues: affordable housing, transport, sustainability and design.

<u>Affordable Housing</u>

The application sought permission to build 480 homes overall, an important contribution to addressing Oxford's housing need. It was important to note that while the Council's affordable housing policies start at 50% on-site provision, if a site was demonstrated to be unviable with 50%, the policy then requires a cascade approach to work through until a site becomes viable. This process had been followed by officers and the Council's advisors JLL over the last two and a half years. The applicant's viability work had been thoroughly scrutinised and

tested in an effort to make the overall development viable, as well as maximising the amount of affordable housing on site. This work followed National Planning Guidance as well as guidance on financial viability from the Royal Institute of Chartered Surveyors (RICS).

The viability appraisal could not take into account the particular circumstances of the applicant or of any price paid for land. The conclusion of the assessment was that that the development could only afford 25% affordable housing. However, on the basis of the lowest feasible land value, 35% affordable housing was just viable which the applicant had accepted and now proposed. An upwards only review mechanism was also included in the heads of terms of the legal agreement so that any future improvement in the viability could be captured to improve the percentage of affordable housing.

Transport

The visualisations of the proposals for the A40 and A44, demonstrated the intention of transforming them into “humanised streets”, or urban boulevards through speed limit reductions, tree planting and bus, cycle and pedestrian infrastructure plus the buildings providing activity onto the street. This would of course be significantly different from the present hostile environment; these changes were integral to the proposal and would have wide public benefits. The proposals had been shaped through input from Highways England, which is responsible for the A34, and the County Council as local highways authority. It was important to note that the Wolvercote roundabout was not part of the application, the County Council having completed works to the roundabout in 2016.

Sustainability

A fundamental part of the energy strategy was a site-wide energy sharing loop network. This was an innovative and low-carbon solution, based on ground source heat pumps which was easy to modularise. The development would seek to meet BREEAM Excellent standards and there would be a Carbon Offset Contribution if they fail to meet those standards.

Design

Consideration had been given to the impact of the development from a number of viewpoints. The development would be visible from Wolvercote and Port Meadow but there was a significant separation between the two. The photomontage and wireframe views shown to the Committee demonstrated that the impact on the setting will be less than substantial. The report set out how the public benefits of the scheme clearly outweighed this low level of less than substantial harm. Officers were also recommending conditions to control lighting as well as materials to minimise the impact.

The application as a whole complied with the development plan policies and the policies of the AAP and would deliver the objectives of the AAP.

The AAP inspector’s report noted “the need to provide employment-led development, which is critical to the knowledge spine, the absence of alternative sites within Oxford,

the opportunity to deliver up to 500 homes, and to address traffic issues." The application would deliver employment space estimated to create 4,500 jobs and £150m value into the local economy, the much-needed highways improvements and 'humanised' A40 and A44, 480 homes, including 168 affordable homes, in a new urban district for Oxford. These are significant public benefits that add up to sustainable development. When an application complies with the development plan, the NPPF requires the Council to approve it without delay. Officers were therefore recommending approval subject to the planning conditions and a legal agreement as set out in appendices 3 and 4.

County Councillor Paul Buckley, City Councillor Liz Wade, Robert Colenutt (local resident), Adrian Arnbib (local resident) and Richard Lawrence-Wilson (local resident) spoke against the application.

David Jackson (Savills) spoke in favour of the application. Other representatives were present to answer questions.

The Committee sought clarification about a number of matters from officers and other representatives at the table which included but were not limited to the following.

It was important to note that many detailed aspects of this hybrid application would be dealt with subsequently. A previous, unrelated, proposal for a 4 lane link road was not part of this application and the AAP made it clear that such a road was not required. The AAP included requirements relating to employment; it was not possible to reduce the amount of office space with a view to increasing the amount of affordable housing as that would reduce viability. The balance of office accommodation (and therefore jobs) and houses was driven by the AAP.

The viability of the scheme took account of the risks and complexity of its atypical nature and had to be based on the assumption that it was being promoted by a 'typical developer'. No account could be taken of the fact that, in this case, the developer was not typical and the landowner too. The proposed review mechanism to guarantee a minimum of 35% affordable housing and capture further opportunities to increase the affordable housing offer would take account of changing costs or values as the result of inflation.

The pedestrian/cycle link to Oxford Parkway would be dependent on the proposed legal agreement to require the applicant to negotiate with the relevant landowners. HGV use through the site would be restricted by enforceable weight restrictions and other vehicle use would be inhibited by traffic calming and design to encourage pedestrian and cycle use. The application did not seek (and it was not its purpose) to resolve the A40 pinchpoint of the Wolvercote roundabout, it did however seek to introduce significant works to the A40 and A44 to calm traffic speeds and transform them into urban boulevards with upgraded cycle and bus lanes. The emerging Local Plan was referenced throughout the report where relevant but it was not, yet, in force and so only limited account could be taken of it.

The benefits of adjusting the phasing of the project had been (and continued to be) closely looked at. The alignment of buildings as indicated on the master plan was not final, and there would be opportunities to realign some to maximise the potential benefit

from solar panels. In the context of the Council's declaration of a climate emergency, the application took full account of current policies relating to environmental matters. The scheme had, from the outset, taken full account of the importance of ensuring that the needs of those with protected characteristics would be met.

Members of the Committee made a number of comments about the application, which included but were not limited to the following.

There were concerns about the likelihood of increased traffic volumes which did not sit comfortably alongside the Council's declaration of a climate emergency and a view that the number of proposed parking spaces was inadequate. The need for housing was considered to be greater than the need for jobs. The potential for spin out enterprises from both universities on the site was welcome. One of the objectives stated in the AAP was to "deliver a low carbon lifestyle"; would the application deliver that?

There remained significant concerns about the question of viability and the percentage of affordable housing. While the judgements about viability might be applicant blind, it was not unreasonable to take account of decisions made by the applicant. The final proposal of 35% affordable housing with a parallel review mechanism begged questions about the nature of the mechanism and the likelihood that it would, in practice, deliver a higher percentage over time. The presentation had included a slide which summarised the scenarios discussed in 10.62 to 10.67 of the report. Option G of those scenarios (providing 50% affordable housing) was currently assessed as being unviable. Councillor Hollingsworth, while being very supportive of the principle of the development, proposed that the decisions sought of the Committee be deferred to give time for option G to be revisited and adjusted to take account of inflation

The Head of Planning Services advised the Committee of the risks associated with deferral which included an appeal against the decision; the possible reduction of the current offer of 35% affordable housing; and the possible loss of Homes England Housing Infrastructure Funding of £10m.

Councillor Hollingsworth noted the advice but maintained that the previously expressed concerns warranted deferral as a means of securing as fair a deal as possible from the Council's point of view. On being put to a vote, the proposal to defer was carried (8:1).

The West Area Planning Committee resolved to:

Defer consideration of the application pending further information on the following:

a) Further modelling work around scenario G that looks at the level of affordable housing that could be provided if both cost and value inflation is included; and

b) A clear review mechanism that captures future improvements in value across the development .

39. Minutes

The Committee resolved to approve the minutes of the meeting held on 10 September as a true and accurate record.

40. Forthcoming applications

The Committee noted the list of forthcoming applications.

41. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6.00 pm and ended at 8.50 pm

Chair …….. **Date: Tuesday 8 October 2019**

This page is intentionally left blank

United Kingdom | October 2019

Oxford North

Impact of Inflation on Scenario G (50% Affordable Housing, £628,000 BLV)

29 October 2019

Contents

1 Introduction	3
2 Impact of Cost Inflation and Value Growth on Development Viability	4
3 Findings and Analysis	8
4 Other Issues Raised	10
5 Summary & Conclusions	13

Appendix 1 – JLL Development Viability Appraisal Scenario G – with Inflation
Appendix 2 – JLL Development Viability Appraisal Scenario E – with Inflation

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

1 Introduction

Overview

This note provides an addendum to our **9 August 2019** report entitled 'Financial Viability Assessment (FVA) for Oxford City Council'. This Addendum has been produced in response to the resolution of the West Area Planning Committee on the **24 September 2019**.

The resolution of this meeting required further sensitivity testing to be undertaken to assess the impact of inflation in the development viability appraisal.

The West Area Planning Committee resolved to:

> *'**Defer** consideration of the application pending further information on the following:*
>
> *a) Further modelling work around Scenario G that looks at the level of affordable housing that could be provided if both cost and value inflation is included; and*
>
> *b) A clear review mechanism that captures future improvements in value across the development.*

This Addendum addresses the requirement set out in limb a) only of the above committee Resolution. We understand that limb b) of the Resolution is dealt with separately. This report concludes that a review mechanism can address any improvement in viability arising as a consequence of differences between value and cost inflation.

This Addendum also considers other issues raised with planning officers in relation to viability and the way that the Savills and JLL FVAs have been undertaken. Although some of these issues were debated at Planning Committee on the **24 September 2019**, we have provided a written response to these issues within this report to assist Planning Committee's reconsideration of the viability of the planning application.

The next section sets out the additional research that we have undertaken to inform our sensitivity test of the impact of cost inflation and value growth on Scenario G.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

2 Impact of Cost Inflation and Value Growth on Development Viability

Our **August 2019** Report assessed the viability of the scheme on a 'current cost, current value' approach in line with standard valuation methodology.

Whilst it is recognised that the development of Oxford North will span a significant period of time (given the quantum of residential and commercial development proposed), inflation in costs and revenues is difficult to predict. In most multi-phase developments, where there is a policy or other justification for it, future movements in both costs and values are crystallised at a later point in time by a review mechanism.

RICS Guidance

Paragraph 3.6.5.1 of the RICS guidance 'Financial viability in planning' (1st Edition) published in **2012** promotes the validity of projection models for capturing future market growth as ***an alternative*** to the reappraisal approach (i.e. which would reappraise the viability of the site in the future, at the costs and values at that point in time).

The RICS Guidance Financial Viability and Planning (2012) also states at **Paragraph D.3.3** that:

> *'For larger schemes with a lengthy development period, or for even larger schemes where phased development is likely, the effect of inflation (or deflation) needs to be considered.'*

Paragraph D.3.4 continues:

> *'Predicting or forecasting values for rents, yields (for commercial/industrial schemes) and costs is difficult, even over short time periods. The potential volatility of the market, and the development viability risks which result, are factors that a developer has to consider, either explicitly or implicitly when undertaking a residual appraisal. This inevitable uncertainty is also a factor that the planners need to consider when ascertaining the level of affordable housing and/or planning obligation payments the development can support both now and in the future.'*

The RICS guidance therefore highlights the inevitable uncertainty relating to predicting/forecasting values and costs, even over short periods (which will add risk factors into the appraisal for both developers and local planning authorities).

More recently, the RICS have issued a Practice Statement 'Financial viability in planning: conduct and reporting' (**May 2019**) which confirms that a second edition of the 2012 guidance is forthcoming.

Research Undertaken

In light of the above, we have therefore researched and assessed the following:

- The forecast for ***sales value growth*** in the South East in the next five years;
- The forecast for ***build cost inflation*** at a national level for the next five years (predictions for build cost inflation are provided on a national basis).

We have drawn upon JLL's in-house Research Team who have researched and assessed data from their residential growth (i.e. value) predictions data, and also drawn upon the data collected by the Royal Institution of Chartered Surveyors (RICS) Build Cost Information Service (BCIS) to inform our sensitivity test of Scenario G.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

We have consulted with JLL's commercial research team. Their latest research on the 6 core regional office markets (which does not include Oxford) suggests a period of investment yield stability (which means that, for example, if rents do not grow, the value of offices would not increase). We have therefore assumed no changes in investment yields in our appraisal. Unlike residential uses, they do not undertake growth predictions for commercial uses such as offices.

In terms of rental growth, JLL's Office Agency team recorded rental growth of 1% in the 'Core 8' markets (Edinburgh, Glasgow, Manchester, Leeds, Birmingham, Cardiff, Bristol and the M4 Western Corridor) between **Q4 2018** and **Q2 2019.**

Commercial rent growth is difficult beyond 1 year to predict as rents are sensitive to occupier demand and availability of stock. Commercial lease rent reviews may be linked to the retail price index (RPI) in order to counteract the unpredictability of the market and difficulty in predicting future rents. We have therefore looked at RPI inflation predictions available at https://obr.uk/forecasts-in-depth/the-economy-forecast/inflation/ in order to determine the potential growth of commercial rents. This is detailed below:

RPI growth (% per annum))	2019	2020	2021	2022	2023	Total change 2019-23	Average pa 2019-23
	2.9%	2.9%	3.1%	3.1%	3.1%	15.1%	3.02%

We have adopted the above average % change in our appraisal for commercial rents.

It should be noted that the using RPI growth covers changes in rents after leases have been entered into; but does not capture changes in lease terms including, for example, rent-free periods. This underlines the difficulty of forecasting commercial rents and is one reason why a review mechanism looking at actual values is more appropriate.

Sales Value Growth Forecasts/Predictions

JLL's Research Team and regional residential teams compile residential growth predictions each year. The growth predictions for the residential market are only undertaken for a five-year period, due to the uncertainty of predicting growth rates beyond this period.

Table 2.1 sets out the predictions for the South-East:

Table 2.1 – JLL House Price Growth Predictions

Sales Price Growth (% per annum)	2019	2020	2021	2022	2023	Total change 2019-23	Average pa 2019-23
South East	0.0%	1.0%	3.0%	3.5%	3.5%	11.4%	2.2%

Source: JLL Research Team Analysis (October 2019)

JLL's research indicates that an average of 2.2% per annum growth in residential sales values is anticipated in the next five years, according to the "sentiment and growth" predictions.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

We have also reviewed the forecasting undertaken by the Applicant's advisors, Savills, to explore whether their research promotes a different position from JLL. Savills' residential property forecasts for mainstream residential markets in the South East are as follows:

Table 2.2 – Savills Residential Growth Forecasts – South East 'Mainstream'

Sales Price Growth (% per annum)	2019	2020	2021	2022	2023	5 Year Compound Growth	Average pa 2019-23
South East	0.0%	2.0%	2.5%	2.0%	2.5%	9.3%	2.25%

Source: Savills (November 2018)

This equates to a five-year compound growth of 9.3%, which we calculate equates to an annual increase of 2.25% (i.e. marginally higher than the forecast produced by JLL).

Therefore, for the purposes of the inflation sensitivity test, we have assumed that the higher annual growth rate forecast researched by Savills is achieved. This approach will paint the most optimistic picture of the impact of inflation on development viability and is used to see whether it increases the initial level of affordable housing that can be provided. In addition, we have also assumed that this growth rate continues into the future beyond the five-year period estimated by Savills (given that neither Savills nor JLL predictions provide predictions beyond a period of five years).

Build Cost Inflation

JLL Research Team have researched and assessed the cost inflation forecasts that are produced by the Build Cost Information Service (BCIS). The inflation forecasts are based upon the BCIS 'All-In Tender Price Index'. This is a well known cost index which is also utilised for calculating the level of CIL charges in OCC's CIL Charging Schedule.

Table 2.3 below sets out the index for **Quarter 4 2019,** and compares it with the forecast rate for **Quarter 2 2024** (the last available quarter of forecast rates produced by the BCIS).

Table 2.3 – BCIS – All-In Tender Price Cost Index - Forecast Rates

	Q4 2019	Q2 2024	Average Annual Increase:
BCIS Index	339	425	4.63%

Source: BCIS, JLL Analysis (October 2019)

This is an annual change of 4.63% per annum (albeit that it should be noted that the latest available forecast is for **Q2 2024** and not **Q4 2024**, and hence, six months is excluded from the forecasting analysis). We have therefore assumed a rate of 4.63% per annum.

As set out in the RICS Guidance, the above assumptions in respect of build and value indexation should be viewed with caution, particularly in the context of the significant period of growth that has been experienced since the last market downturn in **2008/2009**, with some commentators now anticipating a correction in residential property market values.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

In addition, the current uncertainty relating to Brexit makes the task of producing reliable forecasts even more difficult. At the time of writing, there is no Brexit deal agreed and the continued uncertainty is having an effect on the market. It is likely that either a hard or soft Brexit will have an effect on markets; however, there is uncertainty over how long this period will last. Our professional view is that build cost predictions are likely to rise further over this period, given uncertainties over availability of labour and materials.

House price growth measured only 1.3% between **September 2018** and **September 2019**. In contrast, build costs were predicted to rise by 2.2% over the same period.

The above analysis suggests that the trend for build cost inflation to be higher than residential sales value growth will remain over the next five years. This is therefore likely to have a negative impact on development viability, as considered in the next section.

Summary

As set out above, for the purpose of our inflation sensitivity tests, we have adopted the following:

Table 2.4 – Residential Value Growth and Cost Inflation Rates Assumed

	% Increase per annum
Value Growth *(Residential Values)*	2.25%
Value Growth *(Commercial rents)*	3.02%
Cost Inflation	4.63%

Source: BCIS, JLL Analysis (October 2019)

It should be noted that we have reviewed value and cost trends over the past 10 and 20 years respectively. There have been dramatic market shifts, particularly in the last 10 years which has seen a period of significant growth following the worldwide credit crunch of 2008. Given the uncertainty that surrounds Brexit and the recent trend for cost growth being in excess of value growth, our approach has been to 'look forward' at predictions rather than rely on trends of the past in forecasting future growth.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

3 Findings and Analysis

Table 4.1 below sets out the findings of our sensitivity test. We have applied cost inflation and sales values growth to two scenarios as follows:

- **Scenario G** – as requested by Planning Committee Members; and
- **Scenario E** – as this is the Applicant's Affordable Housing Offer (using the lower BLV).

Our methodology has been to utilise the existing development viability appraisal undertaken (and the phasing assumptions therein) and apply value growth and cost inflation on an annual basis to the following value/cost items:

- Residential Sales Values;
- Commercial Rents;
- Construction Costs; and
- Infrastructure Costs.

Having incorporated the annual growth rates into our development viability appraisal, Table 4.1 below sets out the updated results.

Table 4.1: Findings and Inflation Sensitivity Test

Scenario	Viability Position (Developer's Return) Reported to Planning Committee on the 24 September 2019	Developer's Return with Inflation and Growth as Set Out Above
Scenario G *(JLL Baseline Appraisal with lower HE BLV of £0.628 million, 50% Affordable Housing and 80:20 tenure split)*	12.02% on cost	7.17% on cost
Scenario E *(JLL Baseline Appraisal with lower HE BLV of £0.628 million, 35% Affordable Housing and 80:20 tenure split).*	19.71% on cost	13.17% on cost

Source: JLL Analysis (October 2019)

Table 4.1 shows that as build cost inflation is anticipated to outstrip sales value growth by a significant margin in the next five years, the developer's return for risk (profit) reduces significantly with the inflation and growth rates incorporated in the development viability appraisal. To confirm, our appraisals assume that the growth rates predicted in the next five years continue throughout the remaining life of the development.

A copy of the updated appraisals including inflation are attached at **Appendix 1** and **Appendix 2** respectively.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

This demonstrates that, by taking into account anticipated growth in sales values and cost inflation, at either 50% or 35% affordable housing, both scenarios produce a developer's return (profit) on cost significantly below the benchmark of 20% developer's return for risk. This also demonstrates the 'inevitable uncertainty' for both the Applicant and local planning authority referred to in the RICS guidance, and the risk associated with undertaking development which spans a significant period of time which is subject to fluctuations in market conditions.

It is extremely difficult to predict future market performance and trends. The assumptions used in this report will differ to those of another valuer or commentator. Our conclusion is that the rate of cost inflation will outstrip value inflation over the period of this development. We further conclude that only an appropriate review mechanism will capture true value uplift. Any such model should cover the entirety of the scheme and take place at a number of agreed reference points.

The next section sets out several questions that were raised in relation to the viability process for this planning application.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

4 Other Issues Raised

The following paragraphs respond to several questions that have been raised in relation to the viability process for this planning application.

The JLL report does not provide the evidence needed to inform decision making. The variable inputs should be set out and there should be iterations of the appraisal with outputs.

> ***JLL Response:*** *This was clearly set out in the JLL* ***August 2019*** *report which succinctly summarises over two years of earlier reports, evidence, discussions and negotiations with the Applicant and their advisors.* ***Table 3.1*** *of the JLL August 2019 report sets out each of the key inputs in the appraisal; the assumptions that have been adopted by the Applicant; and JLL's commentary on whether or not the inputs have been agreed and why. It also sets out on* ***Page 11*** *the areas of disagreement/divergence between Savills and JLL, and how these have been addressed in the significant iteration of scenarios sensitivity tested, which are set out in* ***Table 4.2*** *of* ***Page 14*** *of the JLL report and then discussed in turn on* ***Pages 14-16****.*

Why does the committee report not take a view on the two different benchmark land values?

> ***JLL Response:*** *The JLL* ***August 2019*** *report is clear throughout regarding both the Applicant's advisors and JLL's position regarding the BLV, and that this is now an agreed input between the two consultancies at £12.4 million. However, the JLL Report recognises Homes England's different position, and sensitivity tests this much lower BLV of approximately £0.628 million (£628,000) on development viability. It should also be noted that the sensitivity test of the Applicant's 35% affordable housing offer (with the lower Homes England benchmark of £628,000) generates a 19.71% developer's return for risk (Scenario E). Hence, whilst a standard rate of developer's return is generated, the level of land value received by the Applicant is already written down from the £12.4 million figure to the £0.628 million (£628,000) figure proposed by Homes England. Accordingly, the appraisal scenarios undertaken provide the requisite evidence to inform decision making, as both alternative BLVs are sensitivity tested.*

Where are the value inputs used in the appraisals set out in detail? Why are there significant differences between consultants on costs and quality of the scheme?

> ***JLL Response*** *– As set out above,* ***Table 3.1*** *of our* ***August 2019*** *report summarises the significant discussions that have been held on the inputs (i.e. costs and values) of the development viability appraisal. It is not unusual to expect differences in opinion between the valuers and cost consultants, particularly for a scheme of this nature, and the differences between each advisor have been sensitivity tested in the scenarios that we have undertaken. This process has involved significant scrutiny from independent professions regulated by professional bodies, and this process has taken approximately 2.5 years. In terms of development costs, OCC's Quantity Surveyors (Currie & Brown, C&B) analysis of the Applicant's Cost Plan undertaken by Gardiner & Theobald (G&T) is dated* ***May 2019****. The scope and costs of the transport related aspects of the cost plan were also subject to scrutiny by OCC's Transport Consultants, Phil Jones Associates (PJA).*

How has cash flow been dealt with in the appraisals? How has phasing been scrutinised to get to the best viability position?

> ***JLL Response*** *– The planning application is submitted in hybrid format, with the initial phase of development being submitted in full, with all remaining phases in outline (and hence subject to reserved*

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

matters applications at a later period of time, as and when they come forward). Therefore, whilst there is more certainty as to when the full planning application element of Phase 1A is likely to be delivered, there is less certainty as to how later phases will be delivered (both in terms of the amount of development to be delivered, and also the timing of delivery). Assumptions have therefore been required as to how the remainder of the site will come forward for development in the future.

The Applicant and their advisors Savills have therefore provided a phasing strategy for the site, which forms the basis of not only the assumptions in the development viability appraisal model, but also, discussions with OCC Officers and Oxfordshire County Council regarding how each infrastructure item is likely to be delivered. This has been considered by not only OCC Officers and Oxford County Council, but also PJA (OCC's Transport Consultants) and Currie & Brown (Cost Consultants). We have also reviewed the proposed phasing schedule and take up rates of development, to ensure that the assumptions made are realistic. The phasing strategy anticipated a delivery period of approximately 10 years, which we are broadly comfortable with given the amount of office floorspace to be delivered.

The broad phasing strategy is as follows:

- ***Phase 1** – Including residential, commercial offices, A1, A2, A3, A4, A5 Uses, Hotel, and D1 Community Uses and associated infrastructure – Anticipated in Years 1 to 4 of the development.*
- ***Phase 2** – Including residential and commercial office uses – anticipated in years 5 to 7 of the development.*
- ***Phase 3** – Including commercial offices uses plus infrastructure – anticipated in years 8 to 10 of the development.*
- ***Phase 4** – Including residential, commercial and infrastructure – anticipated in years 8 to 10 of the development.*

This phasing strategy has been reflected within Savills' Argus Developer appraisal model, and the precise timescales within each phase of the Argus model has been audited by JLL in 2019. This led to a range of detailed queries being raised and discussed with Savills through a series of workshops regarding the phasing assumptions in the model and the detailed cashflow assumptions in the model.

The appraisals assume a land transaction and associated risk but does this scheme have this attribute? How does the appraisal account for the developer not being a standard developer, i.e. not needing to profit from a land transaction and benefitting long term from commercial and residential rent? Should a different development appraisal be required for this developer? Is such a scenario usual in development?

***JLL Response** - The development viability appraisal undertaken by the Applicant and reassessed by JLL is in accordance with both the RICS Guidance and the revised Planning Practice Guidance (PPG), which requires an 'objective' assessment to be undertaken, and in particular since **July 2018**, promotes 'standardised inputs' to the viability assessment. Therefore, it is standard practice to allow a Benchmark Land Value (BLV) and a developer's return for risk (profit), with the latter to be benchmarked against objective levels of return required in the market as set out in the Guidance. The basis of the viability appraisal is the guidance (NPPG and RICS) not the identity of the Applicant; indeed the objective nature of the assessment means that the identity of the applicant must be disregarded for the purposes of assessing a development's viability.*

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

*Members will recall that this was a key debate at Planning Committee on **24 September 2019**. However, in any event, as set out above, our sensitivity testing assesses the impact of a much lower BLV of £0.628 million (£628,000), and hence models a scenario where the land value is essentially 'written-off').*

How has risk been factored into the appraisals?

***JLL Response** – There is risk in all development projects, and the level of risk varies depending upon the nature of each project. It is the valuer's task to exercise his or her professional judgement when appraising any project and make appropriate allowances for risk in the appraisal (typically through contingency allowances on build costs to cover variations in the detailed scope or unexpected findings once building is taking place, and the level of developer's return for risk (i.e. profit) that would be required by developers in the market to incentivise the developer to build). Risks are greater where projects span into a significant period of time (given that the longer the project spans into the future, the more risk there is that circumstances may change in the future). Projects are also more risky where there is a significant level of infrastructure required to be provided, and where the development is seeking to offer a bespoke, mixed used project and create a new place. All of these are relevant risks in the Oxford North project because of the requirements of the Northern Gateway AAP. We have therefore adopted the contingency rates advised by OCC's advisors, Currie & Brown (C&B) (which is lower than the contingency rates proposed by Savills), and targeted a developer's return for risk (profit) of 20% on cost. Both of these are standard valuation approaches to reflect the risks associated with a development of this nature, and hence there is no double counting of risk in the viability appraisal.*

Is it in the Applicant's interests to increase their costs in order to get more profit, because profit is calculated on costs in this appraisal? Risk seems to have been factored into the scheme in a number of places, e.g. contingency, return on risk (profit) – has risk been over accounted for?

***JLL Response** – It is not in the Applicant's interest to increase the costs in their appraisal (unless these will be offset by additional sales revenue/value for the end development). This is because developer's return is the residual item in the development appraisal – it will not increase if costs increase – the level of developer's return will reduce as there will be less residual money available in the scheme (all other things remaining equal).*

The next section provides our summary and conclusions.

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

5 Summary & Conclusions

This Addendum provides an overview of the additional research that has been undertaken relating to cost inflation and residential sales value growth, and the impact on the development viability appraisal (as an alternative to requiring a review mechanism), as requested during the debate at Planning Committee on **24 September 2019** and as crystallised in the committee resolution that evening.

Our original viability appraisal model did not incorporate build cost inflation or sales value growth within the assessment, given that the RICS Guidance acknowledges that this is a particularly difficult task to undertake (and hence in our experience, many practitioners favour the approach where viability is reviewed in the future, rather than trying to estimate the level of value growth and cost inflation that will be achieved in the future). It was also recommended in our report that the viability of the scheme would be subject to review(s) at a later point in time to reassess scheme viability (and hence changes in sales value growth and cost inflation, and their impact on the scheme's ability to deliver a greater level of affordable housing in later phases would be re-assessed in the future).

Incorporating growth/inflation is particularly challenging at the current time, in the context of the current market conditions (i.e. in light of the significant period of house price growth since the last recession in **2008/2009**, and that some commentators are anticipating that there may be a correction in the market (i.e. fall in values)). In addition, the current uncertainty relating to Brexit, and the potential impacts on the wider property markets, could have a significant impact on both build cost inflation and sales value growth, moving forward. This factor makes predicting future growth in sales values and build cost inflation particularly difficult, even in the short term. This is acknowledged by the guidance.

JLL's Research team have researched and assessed information from the RICS Build Cost Information Service (BCIS) and their own in-house growth predictions. We have also had regard to research undertaken by Savills in relation to anticipated sales value growth for the next five years in the South East. Drawing on this research, we have assumed cost inflation of 4.63% per annum, residential sales value growth of 2.25% per annum, and commercial rent growth of 3.02% per annum in line with both JLL/Savills and BCIS forecasts.

This analysis demonstrates that in the next five years, inflation in build costs is forecasted to outstrip anticipated sales value growth. When this is modelled in the development viability appraisal for **Scenario G** and **Scenario E**, and it is anticipated that these forecast growth and inflation rates continue beyond the five-year period, the level of developer's return reduces from the position reported to Planning Committee on **24 September 2019**. This indicates that if these residential and cost growth predictions materialise, neither 35% of 50% affordable housing would be viable.

Given the complexity and uncertainty attached with making value growth and cost inflation predictions in the future (and the impact that this can have on development viability), our advice is to ensure that a review mechanism is secured in the Section 106 agreement so that future market conditions can be taken into account at a later point in time, rather than relying on predictions on future growth and inflation (which carry inevitable uncertainty).

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Appendix 1 – JLL Development Viability Appraisal - Scenario G – with Inflation

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

Appendix 2 – JLL Development Viability Appraisal – Scenario E – with Inflation

© 2019 Jones Lang LaSalle IP, Inc. All rights reserved

JLL

31 Great George Street
Bristol BS1 5QD
+44 (0)117 927 6691

James Petherick
Director – Residential Development

0117 930 5690
james.petherick@eu.jll.com

About JLL

JLL (NYSE: JLL) is a leading professional services firm that specializes in real estate and investment management. A Fortune 500 company, JLL helps real estate owners, occupiers and investors achieve their business ambitions. In 2016, JLL had revenue of $6.8 billion and fee revenue of $5.8 billion and, on behalf of clients, managed 4.4 billion square feet, or 409 million square meters, and completed sales acquisitions and finance transactions of approximately $136 billion. At year-end 2016, JLL had nearly 300 corporate off ices, operations in over 80 countries and a global workforce of more than 77,000. As of December 31, 2016, LaSalle Investment Management has $60.1 billion of real estate under asset management. JLL is the brand name, and a registered trademark, of Jones Lang LaSalle Incorporated.

Jones Lang LaSalle
©2018 Jones Lang LaSalle IP, Inc. All rights reserved. All information contained herein is from sources deemed reliable; however, no representation or warranty is made to the accuracy thereof.

Appendix 9b

JLL SCENARIO G Oxford North
C&B Costs --- Homes England BLV -- 50% aff, 80/20 split
Inflation Test

Development Appraisal
JLL
25 October 2019

APPRAISAL SUMMARY JLL

JLL SCENARIO G Oxford North
C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales	Adjustment	Net Sales
‡ 1A - Apartments	46	31,404	636.23	434,348	19,980,000	1,634,434	21,614,434
‡ 1A - Affordable Apartments	46	31,404	210.00	143,366	6,594,840	330,770	6,925,610
‡ 1B - Houses	28	31,745	651.49	738,636	20,681,818	2,136,430	22,818,248
‡ 1B - Apartments	53	50,559	576.50	549,953	29,147,523	2,862,464	32,009,988
‡ 1B - Residential Parking	54	0	0.00	15,000	810,000	72,120	882,120
‡ 1B - Affordable Houses	27	30,612	210.00	238,095	6,428,565	389,788	6,818,353
‡ 1B - Affordable Apartments	54	51,512	210.00	200,324	10,817,520	655,907	11,473,427
‡ 1C - Houses	8	9,070	622.11	705,313	5,642,500	705,087	6,347,587
‡ 1C - Apartments	21	20,033	584.79	557,857	11,715,000	1,446,826	13,161,826
‡ 1C - Residential Parking	21	0	0.00	15,000	315,000	37,722	352,722
‡ 1C - Affordable Houses	8	9,070	210.00	238,088	1,904,700	200,046	2,104,746
‡ 1C - Affordable Apartments	21	20,032	210.00	200,321	4,206,739	441,824	4,648,564
‡ 1D - Apartments	18	17,171	582.81	555,972	10,007,500	854,751	10,862,251
‡ 1D - Residential Revenue	18	0	0.00	15,000	270,000	22,409	292,409
‡ 1D - Affordable Apartments	18	17,170	210.00	200,317	3,605,700	238,666	3,844,366
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000	0	21,500,000
‡ 1F - Apartments	9	6,031	654.17	438,333	3,945,000	427,603	4,372,603
‡ 1F - Affordable Apartments	9	6,030	210.00	140,700	1,266,300	112,540	1,378,840
‡ 2A - Apartments	10	6,701	651.44	436,500	4,365,000	572,821	4,937,821
‡ 2A - Residential Parking	4	0	0.00	15,000	60,000	7,811	67,811
‡ 2A - Affordable Apartments	10	6,700	210.00	140,700	1,407,000	154,738	1,561,738
‡ 2B - Apartments	10	6,701	651.44	436,500	4,365,000	665,233	5,030,233
‡ 2B - Affordable Apartments	10	6,700	210.00	140,700	1,407,000	178,253	1,585,253
‡ 4A - Houses	16	18,052	624.31	704,375	11,270,000	2,717,578	13,987,578
‡ 4A - Apartments	21	20,033	574.18	547,738	11,502,500	2,744,578	14,247,078
‡ 4A - Residential Parking	4	0	0.00	15,000	60,000	13,986	73,986
‡ 4A - Affordable Houses	16	18,052	210.00	236,933	3,790,920	750,840	4,541,760

JLL SCENARIO G Oxford North
C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

‡ 4A - Affordable Apartments	21	20,033	210.00	200,330	4,206,930	833,236	5,040,166
Totals	**582**	**495,438**			**201,273,056**	**21,208,462**	**222,481,518**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV	
‡ 1A - Workspace	1	110,965	33.00	3,661,845	4,165,751	3,661,845	4,165,751
‡ 1A - Red Hall	1	25,586	33.00	844,338	960,527	844,338	960,527
‡ 1A - Community	1	4,969	15.00	74,535	84,792	74,535	84,792
‡ 1A - Retail	1	9,601	25.00	240,025	273,055	240,025	273,055
‡ 1A - Ground Rents	69			10	775	690	775
‡ 1A - Basement Car Parking	1	7,696		0	0		
‡ 1A - Bike Store	1	3,386		0	0		
‡ 1B - Ground Rents	80			10	894	800	894
‡ 1C - Ground Rents	31			10	365	310	365
‡ 1D - Retail	1	2,849	25.00	71,225	79,238	71,225	79,238
‡ 1D - Ground Rents	27			10	300	270	300
‡ 1F - Workspace	1	90,239	33.00	2,977,887	3,498,645	2,977,887	3,498,645
‡ 1F - Retail	1	1,890	25.00	47,250	55,513	47,250	55,513
‡ 1F - Ground Rents	13			10	149	130	149
‡ 2A - Workspace	1	92,139	33.00	3,040,587	3,671,080	3,040,587	3,671,080
‡ 2A - Ground Rents	15			10	170	150	170
‡ 2B - Workspace	1	152,132	33.00	5,020,356	6,322,320	5,020,356	6,322,320
‡ 2B - Retail	1	2,583	25.00	64,575	81,322	64,575	81,322
‡ 2B - Ground Rents	15			10	173	150	173
‡ 3A - Workspace	1	130,291	33.00	4,299,603	5,633,769	4,299,603	5,633,769
‡ 3A - Retail	1	2,609	25.00	65,225	85,464	65,225	85,464
‡ 3B - Workspace	1	69,215	33.00	2,284,095	3,015,194	2,284,095	3,015,194
‡ 4A - Workspace	1	119,704	33.00	3,950,232	5,412,222	3,950,232	5,412,222
‡ 4A - Retail	1	1,944	25.00	48,600	66,587	48,600	66,587
‡ 4A - Ground Rents	32			10	400	320	400
Totals	**299**	**827,798**			**33,408,707**	**26,693,198**	

Investment Valuation
1A - Workspace

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

Market Rent	4,165,751	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	63,618,478
1A - Red Hall					
Market Rent	960,527	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	14,668,971
1A - Community					
Market Rent	84,792	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,333,204
1A - Retail					
Market Rent	273,055	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	4,293,315
1A - Ground Rents					
Current Rent	775	YP @	3.5000%	28.5714	22,151
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	894	YP @	3.5000%	28.5714	25,547
1C - Ground Rents					
Current Rent	365	YP @	3.5000%	28.5714	10,432
1D - Retail					
Market Rent	79,238	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,245,884
1D - Ground Rents					
Current Rent	300	YP @	3.5000%	28.5714	8,582
1F - Workspace					
Market Rent	3,498,645	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	53,430,578
1F - Retail					
Market Rent	55,513	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	872,844
1F - Ground Rents					
Current Rent	149	YP @	3.5000%	28.5714	4,268
1F - Commercial Rent					
Manual Value					1,116,704

APPRAISAL SUMMARY JLL

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

2A - Workspace					
Market Rent	3,671,080	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	56,063,969
2A - Ground Rents					
Current Rent	170	YP @	3.5000%	28.5714	4,853
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	6,322,320	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	96,553,149
2B - Retail					
Market Rent	81,322	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,278,643
2B - Ground Rents					
Current Rent	173	YP @	3.5000%	28.5714	4,943
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	5,633,769	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	86,037,744
3A - Retail					
Market Rent	85,464	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,343,778
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	3,015,194	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,047,410
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	5,412,222	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	82,654,324
4A - Retail					

APPRAISAL SUMMARY JLL

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

Market Rent	66,587	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,046,965
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	400	YP @	3.5000%	28.5714	11,421
					526,521,318
GROSS DEVELOPMENT VALUE				**749,002,836**	
Purchaser's Costs			(34,713,269)		
Effective Purchaser's Costs Rate		6.59%		(34,713,269)	
NET DEVELOPMENT VALUE				**714,289,566**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**745,010,046**	
OUTLAY					

APPRAISAL SUMMARY

JLL

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

ACQUISITION COSTS

Fixed Price			628,800	
				628,800
Stamp Duty			20,940	
Agent Fee		1.00%	6,288	
Legal Fee		0.25%	1,572	
				28,800

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
‡ 1A - Temp Car Parking	422 un	2,575	1,215,030
‡ 1F - Car Parking	1 un	1,056,700	1,265,792
‡ 2A - Car Parking	1 un	6,176,700	7,698,613
‡ 2B - Car Parking	1 un	3,639,800	4,685,945
‡ 3A - Car Parking	1 un	1,025,700	1,407,642
‡ 3B - Car Parking	1 un	1,170,600	1,715,565
‡ 4A - Car Parking	1 un	4,889,400	7,160,742
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**26,204,229**

	ft²	**Build Rate ft²**	**Cost**
‡ 1A - Workspace	138,058	213.20	32,907,334
‡ 1A - Red Hall	32,549	214.05	7,789,029
‡ 1A - Community	5,400	7.15	43,154
‡ 1A - Retail	9,877	0.00	1
‡ 1A - Basement Car Parking	7,696	167.36	1,439,970
‡ 1A - Bike Store	3,386	122.65	464,301
‡ 1D - Retail	3,352	114.68	440,870
‡ 1F - Workspace	106,163	204.65	26,025,216
‡ 1F - Retail	2,224	114.79	305,817
‡ 2A - Workspace	108,399	204.67	27,652,785
‡ 2B - Workspace	178,980	204.64	47,153,367
‡ 2B - Retail	2,662	114.95	393,950
‡ 3A - Workspace	153,284	204.65	43,050,634
‡ 3A - Retail	3,070	114.63	482,938

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

‡ 3B - Workspace	81,429	204.65	24,422,548	
‡ 4A - Workspace	140,829	204.67	42,212,408	
‡ 4A - Retail	2,287	112.90	378,145	
‡ 1A - Apartments	40,241	251.72	11,324,334	
‡ 1A - Affordable Apartments	40,241	251.71	11,324,334	
‡ 1B - Houses	31,745	211.66	7,670,362	
‡ 1B - Apartments	65,390	211.04	15,753,557	
‡ 1B - Affordable Houses	30,612	206.62	7,220,242	
‡ 1B - Affordable Apartments	66,622	208.45	15,852,712	
‡ 1C - Houses	9,070	210.34	2,350,130	
‡ 1C - Apartments	25,909	213.78	6,823,053	
‡ 1C - Affordable Houses	9,070	210.34	2,350,130	
‡ 1C - Affordable Apartments	25,908	200.83	6,409,613	
‡ 1D - Apartments	22,208	210.40	5,358,876	
‡ 1D - Affordable Apartments	22,206	210.41	5,358,799	
1E - Hotel	71,322	248.64	17,733,600	
‡ 1F - Apartments	7,800	202.88	1,895,505	
‡ 1F - Affordable Apartments	7,799	236.72	2,211,422	
‡ 2A - Apartments	8,666	210.22	2,270,601	
‡ 2A - Affordable Apartments	8,665	210.24	2,270,684	
‡ 2B - Apartments	8,666	210.22	2,345,333	
‡ 2B - Affordable Apartments	8,665	210.24	2,345,419	
‡ 4A - Houses	18,052	210.31	5,560,190	
‡ 4A - Apartments	25,909	207.10	7,858,396	
‡ 4A - Affordable Houses	18,052	210.31	5,560,288	
‡ 4A - Affordable Apartments	25,909	220.91	8,382,391	
Totals	**1,578,372**		**411,392,434**	**437,596,663**
Contingency			25,028,300	
1A - Infrastructure			15,464,142	
1B - Infrastructure			8,166,049	
1B - Logistics			698,387	
1C - Infrastructure			4,890,922	
1C - Logistics			270,612	

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

1D - Infrastructure		2,294,873	
1D - Logistics		167,593	
1E - Infrastructure		1,464,472	
1E - Logistics		326,199	
1F - Infrastructure		5,865,092	
1F - Logistics		469,086	
2A - Infrastructure		8,548,004	
2A - Logistics		595,213	
2B - Infrastructure		8,827,005	
2B - Logistics		848,054	
3A - Infrastructure		14,561,067	
3A - Logistics		673,541	
3B - Infrastructure		15,553,786	
3B - Logistics		392,007	
4A - Infrastructure		18,960,289	
4A - Logistics		1,146,029	
CIL		5,283,913	
			140,494,637
PROFESSIONAL FEES			
Other Professionals	10.00%	8,197,163	
Other Professionals	10.00%	5,536,131	
Other Professionals	10.00%	2,309,446	
Other Professionals	10.00%	1,362,101	
Other Professionals	10.00%	2,057,917	
Other Professionals	10.00%	3,803,793	
Other Professionals	10.00%	4,903,590	
Other Professionals	10.00%	6,659,907	
Other Professionals	10.00%	6,017,582	
Other Professionals	10.00%	4,208,391	
Other Professionals	10.00%	9,721,888	
			54,777,909
MARKETING & LETTING			
Residential Marketing	1.00%	1,493,896	

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	3,340,548	
Letting Legal Fee		5.00%	1,670,274	
				7,382,059
DISPOSAL FEES				
Sales Agent Fee		1.00%	6,983,497	
Resi Sales Legal Fee		0.25%	502,454	
Commercial Sales Legal Fee		0.50%	2,379,341	
Commercial Sales Legal Fee		0.25%	53,750	
				9,919,042
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				41,442,839
TOTAL COSTS				**695,161,748**
PROFIT				
				49,848,299
Performance Measures				
Profit on Cost%		7.17%		
Profit on GDV%		6.66%		
Profit on NDV%		6.98%		
Development Yield% (on Rent)		4.81%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

APPRAISAL SUMMARY JLL

JLL SCENARIO G Oxford North
C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

Rent Cover	1 yr 6 mths
Profit Erosion (finance rate 6.750)	1 yr

‡ Inflation/Growth applied

Growth on Sales		**Ungrown**	**Growth**	**Total**
1A - Apartments	Growth Set 1 at 2.250%	19,980,000	1,634,434	21,614,434
1A - Affordable Apartments	Growth Set 1 at 2.250%	6,594,840	330,770	6,925,610
1B - Houses	Growth Set 1 at 2.250%	20,681,818	2,136,430	22,818,248
1B - Apartments	Growth Set 1 at 2.250%	29,147,523	2,862,464	32,009,988
1B - Residential Parking	Growth Set 1 at 2.250%	810,000	72,120	882,120
1B - Affordable Houses	Growth Set 1 at 2.250%	6,428,565	389,788	6,818,353
1B - Affordable Apartments	Growth Set 1 at 2.250%	10,817,520	655,907	11,473,427
1C - Houses	Growth Set 1 at 2.250%	5,642,500	705,087	6,347,587
1C - Apartments	Growth Set 1 at 2.250%	11,715,000	1,446,826	13,161,826
1C - Residential Parking	Growth Set 1 at 2.250%	315,000	37,722	352,722
1C - Affordable Houses	Growth Set 1 at 2.250%	1,904,700	200,046	2,104,746
1C - Affordable Apartments	Growth Set 1 at 2.250%	4,206,739	441,824	4,648,564
1D - Apartments	Growth Set 1 at 2.250%	10,007,500	854,751	10,862,251
1D - Residential Revenue	Growth Set 1 at 2.250%	270,000	22,409	292,409
1D - Affordable Apartments	Growth Set 1 at 2.250%	3,605,700	238,666	3,844,366
1F - Apartments	Growth Set 1 at 2.250%	3,945,000	427,603	4,372,603
1F - Affordable Apartments	Growth Set 1 at 2.250%	1,266,300	112,540	1,378,840
2A - Apartments	Growth Set 1 at 2.250%	4,365,000	572,821	4,937,821
2A - Residential Parking	Growth Set 1 at 2.250%	60,000	7,811	67,811
2A - Affordable Apartments	Growth Set 1 at 2.250%	1,407,000	154,738	1,561,738
2B - Apartments	Growth Set 1 at 2.250%	4,365,000	665,233	5,030,233
2B - Affordable Apartments	Growth Set 1 at 2.250%	1,407,000	178,253	1,585,253
4A - Houses	Growth Set 1 at 2.250%	11,270,000	2,717,578	13,987,578
4A - Apartments	Growth Set 1 at 2.250%	11,502,500	2,744,578	14,247,078
4A - Residential Parking	Growth Set 1 at 2.250%	60,000	13,986	73,986
4A - Affordable Houses	Growth Set 1 at 2.250%	3,790,920	750,840	4,541,760

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

4A - Affordable Apartments	Growth Set 1 at 2.250%	4,206,930	833,236	5,040,166

Growth on Capitalised Rent		**Ungrown**	**Growth**	**Total**
1A - Workspace	Growth Set 2 at 3.020%	55,922,929	7,695,549	63,618,478
1A - Red Hall	Growth Set 2 at 3.020%	12,894,553	1,774,418	14,668,971
1A - Community	Growth Set 2 at 3.020%	1,171,934	161,270	1,333,204
1A - Retail	Growth Set 2 at 3.020%	3,773,978	519,337	4,293,315
1A - Ground Rents	Growth Set 2 at 3.020%	19,714	2,437	22,151
1B - Ground Rents	Growth Set 1 at 2.250%	22,857	2,690	25,547
1C - Ground Rents	Growth Set 2 at 3.020%	8,857	1,575	10,432
1D - Retail	Growth Set 2 at 3.020%	1,119,890	125,994	1,245,884
1D - Ground Rents	Growth Set 2 at 3.020%	7,714	868	8,582
1F - Workspace	Growth Set 2 at 3.020%	45,477,666	7,952,912	53,430,578
1F - Retail	Growth Set 2 at 3.020%	742,925	129,919	872,844
1F - Ground Rents	Growth Set 2 at 3.020%	3,714	553	4,268
2A - Workspace	Growth Set 2 at 3.020%	46,435,207	9,628,762	56,063,969
2A - Ground Rents	Growth Set 1 at 2.250%	4,286	567	4,853
2B - Workspace	Growth Set 2 at 3.020%	76,669,824	19,883,325	96,553,149
2B - Retail	Growth Set 2 at 3.020%	1,015,330	263,313	1,278,643
2B - Ground Rents	Growth Set 1 at 2.250%	4,286	658	4,943
2B - Commercial Rent		4,393,690	0	4,393,690
3A - Workspace	Growth Set 2 at 3.020%	65,662,635	20,375,109	86,037,744
3A - Retail	Growth Set 2 at 3.020%	1,025,550	318,228	1,343,778
3B - Workspace	Growth Set 2 at 3.020%	34,882,220	11,165,190	46,047,410
4A - Workspace	Growth Set 2 at 3.020%	60,327,115	22,327,209	82,654,324
4A - Retail	Growth Set 2 at 3.020%	764,151	282,814	1,046,965
4A - Ground Rents	Growth Set 1 at 2.250%	9,143	2,278	11,421

Inflation on Construction Costs		**Uninflated**	**Inflation**	**Total**
1A - Apartments	Inflation Set 1 at 4.630%	10,129,200	1,195,134	11,324,334
1A - Affordable Apartments	Inflation Set 1 at 4.630%	10,129,200	1,195,134	11,324,334
1B - Houses	Inflation Set 1 at 4.630%	6,719,249	951,113	7,670,362
1B - Apartments	Inflation Set 1 at 4.630%	13,800,140	1,953,417	15,753,557
1B - Affordable Houses	Inflation Set 1 at 4.630%	6,324,943	895,299	7,220,242

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

1B - Affordable Apartments	Inflation Set 1 at 4.630%	13,887,000	1,965,712	15,852,712
1C - Houses	Inflation Set 1 at 4.630%	1,907,800	442,330	2,350,130
1C - Apartments	Inflation Set 1 at 4.630%	5,538,852	1,284,201	6,823,053
1C - Affordable Houses	Inflation Set 1 at 4.630%	1,907,800	442,330	2,350,130
1C - Affordable Apartments	Inflation Set 1 at 4.630%	5,203,227	1,206,385	6,409,613
1D - Apartments	Inflation Set 1 at 4.630%	4,672,467	686,409	5,358,876
1D - Affordable Apartments	Inflation Set 1 at 4.630%	4,672,400	686,399	5,358,799
1F - Apartments	Inflation Set 1 at 4.630%	1,582,393	313,112	1,895,505
1F - Affordable Apartments	Inflation Set 1 at 4.630%	1,846,125	365,297	2,211,422
2A - Apartments	Inflation Set 1 at 4.630%	1,821,733	448,867	2,270,601
2A - Affordable Apartments	Inflation Set 1 at 4.630%	1,821,800	448,884	2,270,684
2B - Apartments	Inflation Set 1 at 4.630%	1,821,733	523,599	2,345,333
2B - Affordable Apartments	Inflation Set 1 at 4.630%	1,821,800	523,619	2,345,419
4A - Houses	Inflation Set 1 at 4.630%	3,796,533	1,763,657	5,560,190
4A - Apartments	Inflation Set 1 at 4.630%	5,365,762	2,492,633	7,858,396
4A - Affordable Houses	Inflation Set 1 at 4.630%	3,796,600	1,763,688	5,560,288
4A - Affordable Apartments	Inflation Set 1 at 4.630%	5,723,550	2,658,841	8,382,391
1A - Workspace	Inflation Set 1 at 4.630%	29,434,400	3,472,934	32,907,334
1A - Red Hall	Inflation Set 1 at 4.630%	6,967,000	822,029	7,789,029
1A - Community	Inflation Set 1 at 4.630%	38,600	4,554	43,154
1A - Retail	Inflation Set 1 at 4.630%	1	0	1
1A - Temp Car Parking	Inflation Set 1 at 4.630%	1,086,800	128,230	1,215,030
1A - Basement Car Parking	Inflation Set 1 at 4.630%	1,288,000	151,970	1,439,970
1A - Bike Store	Inflation Set 1 at 4.630%	415,300	49,001	464,301
1D - Retail	Inflation Set 1 at 4.630%	384,400	56,470	440,870
1F - Workspace	Inflation Set 1 at 4.630%	21,726,200	4,299,016	26,025,216
1F - Retail	Inflation Set 1 at 4.630%	255,300	50,517	305,817
1F - Car Parking	Inflation Set 1 at 4.630%	1,056,700	209,092	1,265,792
2A - Workspace	Inflation Set 1 at 4.630%	22,186,200	5,466,585	27,652,785
2A - Car Parking	Inflation Set 1 at 4.630%	6,176,700	1,521,913	7,698,613
2B - Workspace	Inflation Set 1 at 4.630%	36,626,300	10,527,067	47,153,367
2B - Retail	Inflation Set 1 at 4.630%	306,000	87,950	393,950
2B - Car Parking	Inflation Set 1 at 4.630%	3,639,800	1,046,145	4,685,945
3A - Workspace	Inflation Set 1 at 4.630%	31,369,500	11,681,134	43,050,634

JLL SCENARIO G Oxford North

C&B Costs --- Homes England BLV -- 50% aff, 80/20 split

3A - Retail	Inflation Set 1 at 4.630%	351,900	131,038	482,938
3A - Car Parking	Inflation Set 1 at 4.630%	1,025,700	381,942	1,407,642
3B - Workspace	Inflation Set 1 at 4.630%	16,664,500	7,758,048	24,422,548
3B - Car Parking	Inflation Set 1 at 4.630%	1,170,600	544,965	1,715,565
4A - Workspace	Inflation Set 1 at 4.630%	28,822,900	13,389,508	42,212,408
4A - Retail	Inflation Set 1 at 4.630%	258,200	119,945	378,145
4A - Car Parking	Inflation Set 1 at 4.630%	4,889,400	2,271,342	7,160,742

Appendix 9c

JLL SCENARIO E Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split
Inflation Test

Development Appraisal
JLL
25 October 2019

APPRAISAL SUMMARY JLL

JLL SCENARIO E Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Summary Appraisal for Merged Phases 1 2 3 4 5 6 7 8 9 10 11 12 13

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales	Adjustment	Net Sales
‡ 1A - Apartments	50	34,134	636.23	434,348	21,717,391	1,776,559	23,493,950
‡ 1A - Affordable Apartments	42	28,673	210.00	143,366	6,021,376	302,007	6,323,383
‡ 1B - Houses	41	46,484	651.49	738,636	30,284,091	3,128,344	33,412,435
‡ 1B - Apartments	70	66,776	576.50	549,953	38,496,729	3,780,613	42,277,342
‡ 1B - Residential Parking	54	0	0.00	15,000	810,000	72,120	882,120
‡ 1B - Affordable Houses	14	15,873	210.00	238,095	3,333,330	202,112	3,535,442
‡ 1B - Affordable Apartments	37	35,295	210.00	200,324	7,412,004	449,418	7,861,422
‡ 1C - Houses	10	11,338	622.11	705,313	7,053,125	881,358	7,934,483
‡ 1C - Apartments	25	23,849	584.79	557,857	13,946,429	1,722,412	15,668,841
‡ 1C - Residential Parking	21	0	0.00	15,000	315,000	37,722	352,722
‡ 1C - Affordable Houses	6	6,803	210.00	238,088	1,428,525	150,035	1,578,560
‡ 1C - Affordable Apartments	17	16,216	210.00	200,321	3,405,455	357,667	3,763,123
‡ 1D - Apartments	27	25,757	582.81	555,972	15,011,250	1,282,126	16,293,376
‡ 1D - Residential Revenue	18	0	0.00	15,000	270,000	22,409	292,409
‡ 1D - Affordable Apartments	9	8,585	210.00	200,317	1,802,850	119,333	1,922,183
1E - Hotel	1	60,624	354.65	21,500,000	21,500,000	0	21,500,000
‡ 1F - Apartments	14	9,381	654.17	438,333	6,136,667	665,160	6,801,827
‡ 1F - Affordable Apartments	4	2,680	210.00	140,700	562,800	50,018	612,818
‡ 2A - Apartments	15	10,051	651.44	436,500	6,547,500	859,231	7,406,731
‡ 2A - Residential Parking	4	0	0.00	15,000	60,000	7,811	67,811
‡ 2A - Affordable Apartments	5	3,350	210.00	140,700	703,500	77,369	780,869
‡ 2B - Apartments	10	6,701	651.44	436,500	4,365,000	665,233	5,030,233
‡ 2B - Affordable Apartments	10	6,700	210.00	140,700	1,407,000	178,253	1,585,253
‡ 4A - Houses	20	22,565	624.31	704,375	14,087,500	3,396,973	17,484,473
‡ 4A - Apartments	30	28,619	574.18	547,738	16,432,143	3,920,826	20,352,968
‡ 4A - Residential Parking	4	0	0.00	15,000	60,000	13,986	73,986
‡ 4A - Affordable Houses	12	13,539	210.00	236,933	2,843,190	563,130	3,406,320

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

‡ 4A - Affordable Apartments	12	11,447	210.00	200,330	2,403,960	476,135	2,880,095
Totals	**582**	**495,439**			**228,416,815**	**25,158,361**	**253,575,176**

Rental Area Summary

	Units	ft²	Rent Rate ft²	Initial MRV/Unit	Net Rent at Sale	Initial MRV	
‡ 1A - Workspace	1	110,965	33.00	3,661,845	4,165,751	3,661,845	4,165,751
‡ 1A - Red Hall	1	25,586	33.00	844,338	960,527	844,338	960,527
‡ 1A - Community	1	4,969	15.00	74,535	84,792	74,535	84,792
‡ 1A - Retail	1	9,601	25.00	240,025	273,055	240,025	273,055
‡ 1A - Ground Rents	69			10	775	690	775
1A - Basement Car Parking	1	7,696		0	0		
1A - Bike Store	1	3,386		0	0		
‡ 1B - Ground Rents	80			10	894	800	894
‡ 1C - Ground Rents	31			10	350	310	350
‡ 1D - Retail	1	2,849	25.00	71,225	79,238	71,225	79,238
‡ 1D - Ground Rents	27			10	292	270	292
‡ 1F - Workspace	1	90,239	33.00	2,977,887	3,498,645	2,977,887	3,498,645
‡ 1F - Retail	1	1,890	25.00	47,250	55,513	47,250	55,513
‡ 1F - Ground Rents	13			10	149	130	149
‡ 2A - Workspace	1	92,139	33.00	3,040,587	3,671,080	3,040,587	3,671,080
‡ 2A - Ground Rents	15			10	170	150	170
‡ 2B - Workspace	1	152,132	33.00	5,020,356	6,322,320	5,020,356	6,322,320
‡ 2B - Retail	1	2,583	25.00	64,575	81,322	64,575	81,322
‡ 2B - Ground Rents	15			10	173	150	173
‡ 3A - Workspace	1	130,291	33.00	4,299,603	5,633,769	4,299,603	5,633,769
‡ 3A - Retail	1	2,609	25.00	65,225	85,464	65,225	85,464
‡ 3B - Workspace	1	69,215	33.00	2,284,095	3,015,194	2,284,095	3,015,194
‡ 4A - Workspace	1	119,704	33.00	3,950,232	5,412,222	3,950,232	5,412,222
‡ 4A - Retail	1	1,944	25.00	48,600	66,587	48,600	66,587
‡ 4A - Ground Rents	32			10	400	320	400
Totals	**299**	**827,798**			**33,408,685**	**26,693,198**	

Investment Valuation

1A - Workspace

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Market Rent	4,165,751	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	63,618,478
1A - Red Hall					
Market Rent	960,527	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	14,668,971
1A - Community					
Market Rent	84,792	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,333,204
1A - Retail					
Market Rent	273,055	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	4,293,315
1A - Ground Rents					
Current Rent	775	YP @	3.5000%	28.5714	22,151
1A - Commercial Rent					
Manual Value					2,816,364
1B - Ground Rents					
Current Rent	894	YP @	3.5000%	28.5714	25,547
1C - Ground Rents					
Current Rent	350	YP @	3.5000%	28.5714	10,010
1D - Retail					
Market Rent	79,238	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,245,884
1D - Ground Rents					
Current Rent	292	YP @	3.5000%	28.5714	8,355
1F - Workspace					
Market Rent	3,498,645	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	53,430,578
1F - Retail					
Market Rent	55,513	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	872,844
1F - Ground Rents					
Current Rent	149	YP @	3.5000%	28.5714	4,268
1F - Commercial Rent					
Manual Value					1,116,704

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

2A - Workspace					
Market Rent	3,671,080	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	56,063,969
2A - Ground Rents					
Current Rent	170	YP @	3.5000%	28.5714	4,853
2A - Commercial Rent					
Manual Value					1,140,220
2B - Workspace					
Market Rent	6,322,320	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	96,553,149
2B - Retail					
Market Rent	81,322	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,278,643
2B - Ground Rents					
Current Rent	173	YP @	3.5000%	28.5714	4,943
2B - Commercial Rent					
Manual Value					4,393,690
3A - Workspace					
Market Rent	5,633,769	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	86,037,744
3A - Retail					
Market Rent	85,464	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,343,778
3A - Commercial Rent					
Manual Value					3,224,702
3B - Workspace					
Market Rent	3,015,194	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	46,047,410
3B - Commercial Rent					
Manual Value					285,512
4A - Workspace					
Market Rent	5,412,222	YP @	6.0000%	16.6667	
(1yr 6mths Rent Free)		PV 1yr 6mths @	6.0000%	0.9163	82,654,324
4A - Retail					

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Market Rent	66,587	YP @	6.0000%	16.6667	
(1yr Rent Free)		PV 1yr @	6.0000%	0.9434	1,046,965
4A - Commercial Rent					
Manual Value					2,962,674
4A - Ground Rents					
Current Rent	400	YP @	3.5000%	28.5714	11,421
					526,520,669
GROSS DEVELOPMENT VALUE				**780,095,844**	
Purchaser's Costs			(34,713,269)		
Effective Purchaser's Costs Rate		6.59%		(34,713,269)	
NET DEVELOPMENT VALUE				**745,382,575**	
Additional Revenue					
Energy Loop			3,612,025		
Energy Loop			1,369,304		
Energy Loop			616,437		
Energy Loop			412,241		
Energy Loop			431,792		
Energy Loop			1,666,611		
Energy Loop			2,523,307		
Energy Loop			2,547,718		
Energy Loop			1,924,462		
Energy Loop			1,905,441		
Energy Loop			3,711,142		
HIF Funding			10,000,000		
				30,720,480	
NET REALISATION				**776,103,055**	
OUTLAY					

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

ACQUISITION COSTS

Fixed Price			628,800	
				628,800
Stamp Duty			20,940	
Agent Fee		1.00%	6,288	
Legal Fee		0.25%	1,572	
				28,800

CONSTRUCTION COSTS

Construction	**Units**	**Unit Amount**	**Cost**
‡ 1A - Temp Car Parking	422 un	2,575	1,215,030
‡ 1F - Car Parking	1 un	1,056,700	1,265,792
‡ 2A - Car Parking	1 un	6,176,700	7,698,613
‡ 2B - Car Parking	1 un	3,639,800	4,685,945
‡ 3A - Car Parking	1 un	1,025,700	1,407,642
‡ 3B - Car Parking	1 un	1,170,600	1,715,565
‡ 4A - Car Parking	1 un	4,889,400	7,160,742
1E - Car Parking	1 un	1,054,900	1,054,900
Totals			**26,204,229**

	ft²	**Build Rate ft²**	**Cost**
‡ 1A - Workspace	138,058	213.20	32,907,334
‡ 1A - Red Hall	32,549	214.05	7,789,029
‡ 1A - Community	5,400	7.15	43,154
‡ 1A - Retail	9,877	0.00	1
‡ 1A - Basement Car Parking	7,696	167.36	1,439,970
‡ 1A - Bike Store	3,386	122.65	464,301
‡ 1D - Retail	3,352	114.68	440,870
‡ 1F - Workspace	106,163	204.65	26,025,216
‡ 1F - Retail	2,224	114.79	305,817
‡ 2A - Workspace	108,399	204.67	27,652,785
‡ 2B - Workspace	178,980	204.64	47,153,367
‡ 2B - Retail	2,662	114.95	393,950
‡ 3A - Workspace	153,284	204.65	43,050,634
‡ 3A - Retail	3,070	114.63	482,938

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

‡ 3B - Workspace	81,429	204.65	24,422,548	
‡ 4A - Workspace	140,829	204.67	42,212,408	
‡ 4A - Retail	2,287	112.90	378,145	
‡ 1A - Apartments	43,740	251.72	12,309,058	
‡ 1A - Affordable Apartments	36,742	251.71	10,339,609	
‡ 1B - Houses	46,484	211.66	11,231,601	
‡ 1B - Apartments	86,364	211.04	20,806,585	
‡ 1B - Affordable Houses	15,873	206.62	3,743,829	
‡ 1B - Affordable Apartments	45,648	208.45	10,862,043	
‡ 1C - Houses	11,338	210.34	2,937,662	
‡ 1C - Apartments	30,844	213.78	8,122,682	
‡ 1C - Affordable Houses	6,803	210.34	1,762,597	
‡ 1C - Affordable Apartments	20,973	200.83	5,188,734	
‡ 1D - Apartments	33,312	210.40	8,038,313	
‡ 1D - Affordable Apartments	11,103	210.41	2,679,400	
1E - Hotel	71,322	248.64	17,733,600	
‡ 1F - Apartments	12,133	202.88	2,948,563	
‡ 1F - Affordable Apartments	3,466	236.72	982,854	
‡ 2A - Apartments	12,999	210.22	3,405,901	
‡ 2A - Affordable Apartments	4,333	210.24	1,135,342	
‡ 2B - Apartments	8,666	210.22	2,345,333	
‡ 2B - Affordable Apartments	8,665	210.24	2,345,419	
‡ 4A - Houses	22,565	210.31	6,950,238	
‡ 4A - Apartments	37,014	207.10	11,226,280	
‡ 4A - Affordable Houses	13,539	210.31	4,170,216	
‡ 4A - Affordable Apartments	14,805	220.91	4,789,938	
Totals	**1,578,374**		**411,218,264**	**437,422,493**
Contingency			25,028,300	
1A - Infrastructure			15,464,142	
1B - Infrastructure			8,166,049	
1B - Logistics			698,387	
1C - Infrastructure			4,890,922	
1C - Logistics			270,612	

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

1D - Infrastructure		2,294,873	
1D - Logistics		167,593	
1E - Infrastructure		1,464,472	
1E - Logistics		326,199	
1F - Infrastructure		5,865,092	
1F - Logistics		469,086	
2A - Infrastructure		8,548,004	
2A - Logistics		595,213	
2B - Infrastructure		8,827,005	
2B - Logistics		848,054	
3A - Infrastructure		14,561,067	
3A - Logistics		673,541	
3B - Infrastructure		15,553,786	
3B - Logistics		392,007	
4A - Infrastructure		18,960,289	
4A - Logistics		1,146,029	
CIL		5,283,913	
			140,494,637
PROFESSIONAL FEES			
Other Professionals	10.00%	8,197,163	
Other Professionals	10.00%	5,550,850	
Other Professionals	10.00%	2,317,321	
Other Professionals	10.00%	1,362,105	
Other Professionals	10.00%	2,057,917	
Other Professionals	10.00%	3,786,242	
Other Professionals	10.00%	4,903,586	
Other Professionals	10.00%	6,659,907	
Other Professionals	10.00%	6,017,582	
Other Professionals	10.00%	4,208,391	
Other Professionals	10.00%	9,699,428	
			54,760,492
MARKETING & LETTING			
Residential Marketing	1.00%	1,961,567	

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Commercial Marketing	151,121 ft²	1.00 /ft²	151,121	
Commercial Marketing	571,504 ft²	1.00 /ft²	571,504	
Commercail Marketing	154,715 ft²	1.00 /ft²	154,715	
Letting Agent Fee		10.00%	3,340,548	
Letting Legal Fee		5.00%	1,670,274	
				7,849,729
DISPOSAL FEES				
Sales Agent Fee		1.00%	7,294,427	
Resi Sales Legal Fee		0.25%	580,188	
Commercial Sales Legal Fee		0.50%	2,379,338	
Commercial Sales Legal Fee		0.25%	53,750	
				10,307,703
Additional Costs				
Bus Subsidy			2,880,000	
Travel Monitoring			6,000	
TRO			5,000	
				2,891,000
FINANCE				
Debit Rate 6.750%, Credit Rate 0.000% (Nominal)				
Total Finance Cost				31,387,921
TOTAL COSTS				**685,771,573**
PROFIT				
				90,331,482
Performance Measures				
Profit on Cost%		13.17%		
Profit on GDV%		11.58%		
Profit on NDV%		12.12%		
Development Yield% (on Rent)		4.87%		
Equivalent Yield% (Nominal)		6.00%		
Equivalent Yield% (True)		6.23%		

APPRAISAL SUMMARY JLL

JLL SCENARIO E Oxford North
C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

Rent Cover	2 yrs 8 mths
Profit Erosion (finance rate 6.750)	1 yr 10 mths

‡ Inflation/Growth applied

Growth on Sales		**Ungrown**	**Growth**	**Total**
1A - Apartments	Growth Set 1 at 2.250%	21,717,391	1,776,559	23,493,950
1A - Affordable Apartments	Growth Set 1 at 2.250%	6,021,376	302,007	6,323,383
1B - Houses	Growth Set 1 at 2.250%	30,284,091	3,128,344	33,412,435
1B - Apartments	Growth Set 1 at 2.250%	38,496,729	3,780,613	42,277,342
1B - Residential Parking	Growth Set 1 at 2.250%	810,000	72,120	882,120
1B - Affordable Houses	Growth Set 1 at 2.250%	3,333,330	202,112	3,535,442
1B - Affordable Apartments	Growth Set 1 at 2.250%	7,412,004	449,418	7,861,422
1C - Houses	Growth Set 1 at 2.250%	7,053,125	881,358	7,934,483
1C - Apartments	Growth Set 1 at 2.250%	13,946,429	1,722,412	15,668,841
1C - Residential Parking	Growth Set 1 at 2.250%	315,000	37,722	352,722
1C - Affordable Houses	Growth Set 1 at 2.250%	1,428,525	150,035	1,578,560
1C - Affordable Apartments	Growth Set 1 at 2.250%	3,405,455	357,667	3,763,123
1D - Apartments	Growth Set 1 at 2.250%	15,011,250	1,282,126	16,293,376
1D - Residential Revenue	Growth Set 1 at 2.250%	270,000	22,409	292,409
1D - Affordable Apartments	Growth Set 1 at 2.250%	1,802,850	119,333	1,922,183
1F - Apartments	Growth Set 1 at 2.250%	6,136,667	665,160	6,801,827
1F - Affordable Apartments	Growth Set 1 at 2.250%	562,800	50,018	612,818
2A - Apartments	Growth Set 1 at 2.250%	6,547,500	859,231	7,406,731
2A - Residential Parking	Growth Set 1 at 2.250%	60,000	7,811	67,811
2A - Affordable Apartments	Growth Set 1 at 2.250%	703,500	77,369	780,869
2B - Apartments	Growth Set 1 at 2.250%	4,365,000	665,233	5,030,233
2B - Affordable Apartments	Growth Set 1 at 2.250%	1,407,000	178,253	1,585,253
4A - Houses	Growth Set 1 at 2.250%	14,087,500	3,396,973	17,484,473
4A - Apartments	Growth Set 1 at 2.250%	16,432,143	3,920,826	20,352,968
4A - Residential Parking	Growth Set 1 at 2.250%	60,000	13,986	73,986
4A - Affordable Houses	Growth Set 1 at 2.250%	2,843,190	563,130	3,406,320

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

4A - Affordable Apartments	Growth Set 1 at 2.250%	2,403,960	476,135	2,880,095

Growth on Capitalised Rent		**Ungrown**	**Growth**	**Total**
1A - Workspace	Growth Set 2 at 3.020%	55,922,929	7,695,549	63,618,478
1A - Red Hall	Growth Set 2 at 3.020%	12,894,553	1,774,418	14,668,971
1A - Community	Growth Set 2 at 3.020%	1,171,934	161,270	1,333,204
1A - Retail	Growth Set 2 at 3.020%	3,773,978	519,337	4,293,315
1A - Ground Rents	Growth Set 2 at 3.020%	19,714	2,437	22,151
1B - Ground Rents	Growth Set 1 at 2.250%	22,857	2,690	25,547
1C - Ground Rents	Growth Set 1 at 2.250%	8,857	1,153	10,010
1D - Retail	Growth Set 2 at 3.020%	1,119,890	125,994	1,245,884
1D - Ground Rents	Growth Set 1 at 2.250%	7,714	640	8,355
1F - Workspace	Growth Set 2 at 3.020%	45,477,666	7,952,912	53,430,578
1F - Retail	Growth Set 2 at 3.020%	742,925	129,919	872,844
1F - Ground Rents	Growth Set 2 at 3.020%	3,714	553	4,268
2A - Workspace	Growth Set 2 at 3.020%	46,435,207	9,628,762	56,063,969
2A - Ground Rents	Growth Set 1 at 2.250%	4,286	567	4,853
2B - Workspace	Growth Set 2 at 3.020%	76,669,824	19,883,325	96,553,149
2B - Retail	Growth Set 2 at 3.020%	1,015,330	263,313	1,278,643
2B - Ground Rents	Growth Set 1 at 2.250%	4,286	658	4,943
3A - Workspace	Growth Set 2 at 3.020%	65,662,635	20,375,109	86,037,744
3A - Retail	Growth Set 2 at 3.020%	1,025,550	318,228	1,343,778
3B - Workspace	Growth Set 2 at 3.020%	34,882,220	11,165,190	46,047,410
4A - Workspace	Growth Set 2 at 3.020%	60,327,115	22,327,209	82,654,324
4A - Retail	Growth Set 2 at 3.020%	764,151	282,814	1,046,965
4A - Ground Rents	Growth Set 1 at 2.250%	9,143	2,278	11,421

Inflation on Construction Costs		**Uninflated**	**Inflation**	**Total**
1A - Apartments	Inflation Set 1 at 4.630%	11,010,000	1,299,058	12,309,058
1A - Affordable Apartments	Inflation Set 1 at 4.630%	9,248,400	1,091,209	10,339,609
1B - Houses	Inflation Set 1 at 4.630%	9,838,900	1,392,701	11,231,601
1B - Apartments	Inflation Set 1 at 4.630%	18,226,600	2,579,985	20,806,585
1B - Affordable Houses	Inflation Set 1 at 4.630%	3,279,600	464,229	3,743,829
1B - Affordable Apartments	Inflation Set 1 at 4.630%	9,515,167	1,346,877	10,862,043

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

1C - Houses	Inflation Set 1 at 4.630%	2,384,750	552,912	2,937,662
1C - Apartments	Inflation Set 1 at 4.630%	6,593,871	1,528,811	8,122,682
1C - Affordable Houses	Inflation Set 1 at 4.630%	1,430,850	331,747	1,762,597
1C - Affordable Apartments	Inflation Set 1 at 4.630%	4,212,136	976,598	5,188,734
1D - Apartments	Inflation Set 1 at 4.630%	7,008,700	1,029,613	8,038,313
1D - Affordable Apartments	Inflation Set 1 at 4.630%	2,336,200	343,200	2,679,400
1F - Apartments	Inflation Set 1 at 4.630%	2,461,500	487,063	2,948,563
1F - Affordable Apartments	Inflation Set 1 at 4.630%	820,500	162,354	982,854
2A - Apartments	Inflation Set 1 at 4.630%	2,732,600	673,301	3,405,901
2A - Affordable Apartments	Inflation Set 1 at 4.630%	910,900	224,442	1,135,342
2B - Apartments	Inflation Set 1 at 4.630%	1,821,733	523,599	2,345,333
2B - Affordable Apartments	Inflation Set 1 at 4.630%	1,821,800	523,619	2,345,419
4A - Houses	Inflation Set 1 at 4.630%	4,745,667	2,204,571	6,950,238
4A - Apartments	Inflation Set 1 at 4.630%	7,665,375	3,560,905	11,226,280
4A - Affordable Houses	Inflation Set 1 at 4.630%	2,847,450	1,322,766	4,170,216
4A - Affordable Apartments	Inflation Set 1 at 4.630%	3,270,600	1,519,338	4,789,938
1A - Workspace	Inflation Set 1 at 4.630%	29,434,400	3,472,934	32,907,334
1A - Red Hall	Inflation Set 1 at 4.630%	6,967,000	822,029	7,789,029
1A - Community	Inflation Set 1 at 4.630%	38,600	4,554	43,154
1A - Retail	Inflation Set 1 at 4.630%	1	0	1
1A - Temp Car Parking	Inflation Set 1 at 4.630%	1,086,800	128,230	1,215,030
1A - Basement Car Parking	Inflation Set 1 at 4.630%	1,288,000	151,970	1,439,970
1A - Bike Store	Inflation Set 1 at 4.630%	415,300	49,001	464,301
1D - Retail	Inflation Set 1 at 4.630%	384,400	56,470	440,870
1F - Workspace	Inflation Set 1 at 4.630%	21,726,200	4,299,016	26,025,216
1F - Retail	Inflation Set 1 at 4.630%	255,300	50,517	305,817
1F - Car Parking	Inflation Set 1 at 4.630%	1,056,700	209,092	1,265,792
2A - Workspace	Inflation Set 1 at 4.630%	22,186,200	5,466,585	27,652,785
2A - Car Parking	Inflation Set 1 at 4.630%	6,176,700	1,521,913	7,698,613
2B - Workspace	Inflation Set 1 at 4.630%	36,626,300	10,527,067	47,153,367
2B - Retail	Inflation Set 1 at 4.630%	306,000	87,950	393,950
2B - Car Parking	Inflation Set 1 at 4.630%	3,639,800	1,046,145	4,685,945
3A - Workspace	Inflation Set 1 at 4.630%	31,369,500	11,681,134	43,050,634
3A - Retail	Inflation Set 1 at 4.630%	351,900	131,038	482,938

JLL SCENARIO E Oxford North

C&B Costs --- Homes England BLV -- 35% aff, 80/20 split

3A - Car Parking	Inflation Set 1 at 4.630%	1,025,700	381,942	1,407,642
3B - Workspace	Inflation Set 1 at 4.630%	16,664,500	7,758,048	24,422,548
3B - Car Parking	Inflation Set 1 at 4.630%	1,170,600	544,965	1,715,565
4A - Workspace	Inflation Set 1 at 4.630%	28,822,900	13,389,508	42,212,408
4A - Retail	Inflation Set 1 at 4.630%	258,200	119,945	378,145
4A - Car Parking	Inflation Set 1 at 4.630%	4,889,400	2,271,342	7,160,742

大成 DENTONS

Oxford North

Proposed Affordable Housing Review Mechanism

1. An affordable housing review will take place at 3 points:

    a. if the development has not been substantially commenced within 24 months of the grant of consent. A material level of works beyond any grant or CIL funded works will be required (early stage review);

    b. a mid stage review prior to the earlier of:

        i. the beginning of Phase 3; or

        ii. the submission of any reserved matter for Phase 4;

    c. when 50% of the residential units in Phase 4 have been completed (late stage review);

2. If there is an alteration to the phasing plan then the timing of the review mechanism will be changed, if necessary, to ensure that it continues to secure the same protections for monitoring the viability of development and additional affordable housing to be provided if possible.

3. All three reviews will take place using the GLA model for review (varied as necessary). In broad terms this will look at the difference in the actual/estimated value of the proposals at the review date compared to the estimated value at the date of planning permission to determine whether there is more value being achieved or likely to be achieved. This will look at all sources of revenue from the proposals.

4. If there is a gross surplus then the review will look at whether there is an increase or decrease in costs comparing the then actual/estimated costs against those at the date of planning permission. The costs will be specified and will include an allowance for profit on any increase in costs. Any increase/decrease in costs will be deducted from the gross surplus to give a net surplus to be used for affordable housing.

5. A copy of the formula used by the GLA is set out below. It will need to be modified to reflect the Oxford North proposals, to refer to profit on cost levels and in the late stage review to refer to the payment of a cash sum.

X =	**Surplus profit available for additional on-site affordable housing**
X =	**(A - B) - (C - D) - P**
A =	Estimated GDV of development as determined at the time of review (£)
B =	Estimated GDV of development as determined at the grant of planning permission (£)
C =	Estimated build costs as determined at the time of review (£)
D =	Estimated build costs as determined at grant of planning permission (£)
P =	(A – B) * Y; Developer profit on change in GDV (£)
Y =	Developer profit as a percentage of GDV as determined at the application stage (%)

Notes:

(A - B) = Change in GDV from the date of planning permission to the date of review (£)

(C - D) = Change in build costs from the date of planning permission to the date of review (£)

6. If the early stage review identifies a net surplus then that sum shall be used to provide additional affordable housing. The conversion rate will be set in the planning agreement and will set the level of surplus that is required for each additional affordable housing unit of a specified size and tenure to be provided.

7. If there is a net surplus at the mid stage review then 60% of the sum will be used to convert market housing in Phase 4 into further affordable housing. The conversion rate will be set in the planning agreement and will set the level of surplus that is required for each additional affordable housing unit of a specified size and tenure to be provided.

8. The late stage review will use the same mechanism, appropriately adjusted to take account of the outcome of the mid stage review. The 60% share will be paid as a cash payment before 75% of the homes in Phase 4 are completed.

9. The level of affordable housing provided, either in units or cash equivalent, shall not exceed 50% across the site as a whole including affordable housing already provided.

10. There will be a planning obligation binding the Phase 4 land that will require the provision of the level of housing derived from the early and mid stage reviews to be provided regardless of any future change in ownership or new planning application.

11. There will be a planning obligation binding the Phase 4 land that will require the payment of the late stage review figure regardless of any future change in ownership or new planning application.

12. TWO will report annually providing an evidenced summary of:

    a. costs including infrastructure;

    b. residential values being achieved;

    c. commercial rental values being achieved;

13. The effect of any change in the level of grant shall not be subject to the 40/60% split in the mid and late review mechanisms so that any increase in grant is reflected £ for £ in increased affordable housing.

14. Any change in the level of CIL shall be included in the calculation of the costs in the review mechanism.

This page is intentionally left blank

Appendix 11

WEST AREA PLANNING COMMITTEE ADDENDUM REPORT 27 November 2019

Application number:	18/02065/OUTFUL
Decision due by	20 November 2018
Extension of time	Not agreed
Proposal	Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m2 (GIA) of employment space (Use Class B1), up to 550 m2 (GIA) of community space (Use Class D1), up to 2,500 m2 (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received)
Site address	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road – see **Appendix 1** for site plan
Ward	Wolvercote Ward
Case officer	Nadia Robinson
Agent	Mr Robert Linnell, Savills **Applicant:** Thomas White (Oxford) Ltd
Reason at Committee	Major application

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in **appendix 5** of this report and grant planning permission, subject to:

- the satisfactory completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended Heads of Terms which are set out in **appendix 6** of the report;
- the agreement of appropriate arrangements with Oxfordshire County Council and the applicant about the use of Community Infrastructure Levy payments; and

1.1.2. **agree to delegate authority to the Head of Planning Services to:**

- finalise the recommended conditions as set out in **appendix 5** of this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary;
- finalise the recommended legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the Heads of Terms set out in this report (including to dovetail with and, where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary;
- complete the Section 106 legal agreement referred to above; and
- issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. The West Area Planning Committee on 24 September 2019 resolved to defer consideration of the application pending further information on the following:

a) Further modelling work around scenario G that looks at the level of affordable housing that could be provided if both cost and value inflation is included; and

b) A clear review mechanism that captures future improvements in value across the development.

2.2. The minutes of the West Area Planning Committee on 24 September 2019 are included in **appendix 3** of this addendum report.

2.3. A copy of the officer's committee report to the West Area Planning Committee is included in **appendix 2** of this addendum report. The report provided a full assessment of how the proposal would accord with policies of the Development Plan when considered as a whole. The report considers the material planning considerations and concludes with a summary of the economic, social and environmental impacts. In reaching a recommendation, officers weighed up the benefits and dis-benefits of the proposed development relative to all material considerations discussed in the report. Overall, the proposed development would bring significant public benefits that accord with these three strands of sustainable development, as set out in the NPPF.

2.4. Having taken into account the provisions of the Development Plan, the policies in the NPPF, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval subject to planning conditions and a Section 106 legal agreement.

2.5. Since the application was considered by the West Area Planning Committee and in accordance with the committee resolution, further viability work has been carried out and further detail provided about the review mechanism. The assessment of the impact of inflation on viability was carried out by Jones Lang Lasalle (JLL), the Council's independent viability consultants for the proposed development and is summarised in their report (**appendix 4**). This additional work was subject to further consultation which is summarised in **section 5** of this report. The original committee report (to 24 September committee) and appendices including the JLL viability report and its own appendices were added to the planning application so that all viability information could be accessed from one place. The structure of the review mechanism is included in **appendix 7** and discussed in this report in **section 6a**.

2.6. The JLL report on the impact of inflation on costs and values concludes that, because inflation on build costs is forecast to outstrip inflation on sales and rental values, the viability picture for the development worsens if inflation is taken into account in the period projected. The findings support the officer recommendation to approve the application with a level of Affordable Housing at 35 per cent.

2.7. The review mechanism would involve three viability reviews, at early, mid and late stages of the development. At each review there is an examination of whether values have increased more than costs. It would be an upwards only review so that the 35 per cent Affordable Housing would be the minimum provided by the development. The proposed approach adopts a model pioneered by the Mayor for London. Surplus in the scheme would be converted to on-site Affordable Housing units or a financial contribution.

2.8. This addendum report discusses the additional work carried out since the 24 September West Area Planning Committee as well as clarification on notable issues that were discussed at committee including transport issues,

sustainability and broader viability issues in relation to the quantum of Affordable Housing.

3. LEGAL AGREEMENT

3.1. This application is subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the following planning obligations:

- **Affordable Housing**: on-site provision, Affordable Housing adjustment, viability review
- **Public realm**: public open space, children's play space, public art, management plan
- **Transport and highways**: corridor works – A44 and A40, on-site infrastructure, Peartree interchange improvements, car parking management plan, travel plans, travel plan monitoring contribution (£6,000), variation of Traffic Regulation Order in relation to crossings to create safe routes to school (£5,000), contribution for local bus service enhancements (£2.88 million) – all financial contributions to be index-linked to maintain the real value of the payments
- **Other financial obligations**: carbon offset contribution should targets not be reached, off-site biodiversity enhancements
- **Restricted use**: employment space for occupiers within relevant knowledge economy sector
- **Employment initiatives**: community employment plans
- **Non-financial obligations/other**: notices, housing mix, accessibility, energy loop, health and sustainability, sustainable drainage, facilitating comprehensive development, mortgagee's consent, interest
- **Oxford City Council obligations**: spending of contributions, CIL agreement with Oxfordshire County Council, infrastructure in lieu of CIL, external funding, seeking contributions, neighbouring land obligations
- **Oxford City Council fees**: monitoring costs, legal fees

3.2. The Heads of Terms of the legal agreement, under the above headings, are set out in more detail in **appendix 6**. **Appendix 7** sets out the Affordable Housing viability review mechanism in more detail and forms part of the Heads of Terms of the legal agreement.

3.3. A separate agreement, which is referred to within the Section 106 legal agreement, is to be made between the City and County Councils regarding the use of CIL money for infrastructure to reflect the City Council's City Executive Board (CEB) resolution to apply CIL receipts generated from future strategic scale development at Northern Gateway/Oxford North in order to fund investment in highways/transport infrastructure provision to support the delivery of the Northern Gateway strategic site allocation. The applicant will be funding through the planning agreement works directly and

proportionately related to the development. CIL will be used to fund additional works that benefit development in the wider allocation area, and the community at large.

4. RELEVANT PLANNING POLICY

4.1. The relevant planning policies set out in the original committee report to 24 September West Area Planning Committee remain pertinent.

4.2. In addition, a National Design Guide was published on 1 October 2019 to support the design objectives of the NPPF. This guide sets out the government's priorities for well-designed places in the form of ten characteristics, and is a material planning consideration in decision making. The essence of these characteristics is already found in the existing policy context and therefore no change to the design assessment of the application is necessary.

4.3. The emerging local plan (the Local Plan 2036) remains at examination stage with the hearing due to commence on 3 December 2019. The emerging policies can still only be afforded very limited weight.

4.4. On 9 October 2019, Cabinet agreed that the Wolvercote Neighbourhood Plan be submitted to a referendum. A date for the referendum has not been set. The weight to be given to the Plan's policies remains limited.

5. CONSULTATION RESPONSES

5.1. The officers' report (**appendix 2**) provides details of the public consultation that was undertaken with respect to the application prior to its consideration at the 24 September committee, and summarises all the responses received in relation to the application within **section 8** of that report.

5.2. Following publication of the JLL report summarising the additional viability work undertaken, the application was re-advertised as follows:

- Site notices were displayed around the application site on 31 October 2019 with an expiry date of 14 November 2019;
- An advertisement was published in The Oxford Times newspaper on 31 October 2019.

5.3. As well as the JLL report, the full committee report to the 24 September 2019 West Area Planning Committee and its appendices were added to the planning application for ease of reference.

5.4. Full copies of the consultation responses listed below are available to view on the public access website and have been taken into consideration within the officers' report.

Statutory consultee comments

- **Oxfordshire County Council**

5.5. No further comment from the County but reiterates need for reassurance that funding will be in place, in a timely manner, for the critical infrastructure and services to make the Oxford North development acceptable in planning terms.

5.6. Support for the review mechanism; however any review mechanism should not only address any shortfall against the current affordable housing policy but also shortfalls in funding provision against other critical infrastructure needs required to mitigate the impact of the development.

5.7. The appropriate contributions from the development towards the costs of the necessary school expansions should have been included in the viability assessment, i.e. Wolvercote Primary School expansion at £2,738,560 and Special Educational Needs and Disabilities (SEND) schools at £85,424.

- **Highways England**

5.8. As reported verbally to West Area Planning Committee on 24 September 2019 and as noted in the meeting minutes (**appendix 3**), Highways England submitted a comment raising no objection to the application subject to two conditions. These conditions are included in **appendix 5**.

Public representations

5.9. Since the publication of the 24 September 2019 West Area Planning Committee report, two further representations in support of the application were received from Advanced Oxford and the Oxfordshire Local Enterprise Partnership (OxLEP). These were reported verbally to committee and are included in the minutes of the meeting (**appendix 3**).

5.10. Since 24 September 2019 and following the advertisement of the application outlined above, one combined representation objecting to the application was received from Summertown St Margaret's Neighbourhood Forum, the Wolvercote Neighbourhood Forum and the Oxford Civic Society.

5.11. In summary, the main points of objection were:

- The £12.4m benchmark land value (BLV) is queried. The Homes England valuation for the site is £628,000. The difference between the two provides the opportunity for much more affordable housing.
- The 20 per cent benchmark profit on cost is queried. 2018 Government viability guidance and recent Planning Inspectors' decisions demonstrate that an across-the-board target of 20% is no longer justifiable; a level of 15-20% across a Plan area is suggested in the most recent Government guidance on viability; and lower levels can be justified depending on risk.

- Undervaluation of the future residential and commercial values. Since Oxford North is a very large scheme with a long development period located in the prosperous North Oxford property market, values will rise throughout the development period, and over time well beyond completion.
- Review mechanism is inadequate. It should be part of a Section 106 legal agreement.
- In summary, with a lower BLV combined with a higher valuation of the development, and a profit target that reflects the low risk to the development, the scheme is much more viable, and thus there is adequate land value to meet affordable housing obligations.

6. MATERIAL PLANNING CONSIDERATIONS

6.1. The committee report for West Area Planning Committee 24 September 2019 considers the material planning considerations and sets out the recommendation that planning permission should be granted for the proposal. A copy of the report and its appendices are included within **appendix 2** of this addendum report.

6.2. Officers noted a number of issues that were raised through member questions and deliberations at committee on 24 September 2019. As a supplement to the original committee report, this addendum report seeks to clarify these issues. They are as follows:

a) Affordable Housing and viability

b) Transport

c) Sustainability

d) Education

e) Accessibility

6.3. In addition, the further viability work and details of the review mechanism will be assessed and discussed in this addendum report. The comments and representations received following the latest re-advertisement of the application are also covered in this section.

a. Affordable Housing and viability

Policy and guidance

6.4. Paragraphs 10.39 to 10.46 of the original committee report set out the policy context in relation to Affordable Housing. Importantly, this sets out that whilst the starting point for Affordable Housing provision in Oxford on a qualifying site is to seek a minimum of 50 per cent Affordable Housing, policies CS24 and HP3 set out a legitimate position whereby exceptions to this level of provision can be justified following a full and robust assessment

of viability. A level of Affordable Housing below 50 per cent, if justified by a viability assessment, would therefore be policy compliant.

6.5. The NPPF sets out the framework for viability assessments with National Planning Practice Guidance (NPPG) setting out how viability should be assessed in decision taking, including standardised inputs. Thus, and for the avoidance of doubt, officers would make members aware that viability is capable of being a material planning consideration where viability is used as a justification of a particular aspect of an application proposal.

6.6. The NPPG gives the principles for carrying out a viability assessment, stating that viability assessment is a process of assessing whether a site is financially viable, by looking at whether the value generated by a development is more than the cost of developing it. This includes looking at the key elements of gross development value, costs, land value, landowner premium, and developer return.

6.7. It goes on to state that, in plan making and decision making viability helps to strike a balance between the aspirations of developers and landowners, in terms of returns against risk, and the aims of the planning system to secure maximum benefits in the public interest through the granting of planning permission.

6.8. The development viability appraisal work carried out by JLL is in accordance with both the Royal Institution of Chartered Surveyors (RICS) Guidance and the revised Planning Practice Guidance (NPPG), which requires an objective assessment to be undertaken, and in particular since July 2018, promotes standardised inputs to the viability assessment. JLL are the Council's independent financial advisers who operate nationally.

6.9. This report will now cover some key points on the inputs to the viability assessment by way of clarification following queries raised at committee on 24 September 2019.

Values

6.10. The principal values that have been inputted into the JLL viability appraisal are private residential sales values, Affordable Housing values and office rents. As a general principle, the higher the values, the better for overall viability.

6.11. Private residential sales values range from £574 to £654 per square foot. These are the values proposed by Savills informed by the Oxford residential market. JLL's professional view is that these sales values are at the higher end of the range they would expect but consider that they are justified by the site location and the quality of the proposed scheme.

6.12. Affordable Housing values are the rate at which it is anticipated that the Affordable Housing would be sold to a registered social housing provider. Based on a tenure split of 80 per cent social rented and 20 per cent intermediate, the blended rate in the appraisal is £210 per square foot.

Again, this value was proposed by Savills; recent local market evidence supported this value, which is an increase on the value that had previously been used in the appraisal.

6.13. Commercial office rents are £33 per square foot.

6.14. Overall, the values in the appraisal tend towards the optimistic end of the market evidence, which provides the best case scenario for the viability assessment. Officers see no justification to increase values; however should an increase in values manifest, this would be captured through the review mechanism.

Phasing and build costs

6.15. The viability assessment is based on the indicative phasing strategy submitted with the planning application. It assumes that the development will take place over 10 years and so build costs, infrastructure items, sales and rentals, CIL payments, etc. appear in the assessment at the appropriate point within the development period. The phasing strategy has been reflected within the Savills appraisal, and the precise timescales within each phase of the appraisal were audited by JLL. This led to a range of detailed queries being raised and discussed with Savills through a series of workshops regarding the phasing assumptions in the model and the detailed cash flow assumptions in the model.

6.16. The ‘front-loading’ of the majority of the residential units in phase 1 helps the overall viability position because the value of residential is more quickly realised than commercial values. The timing of certain items of infrastructure is required for planning reasons – such as the provision of highways infrastructure at an appropriate stage to try to embed sustainable transport habits.

6.17. Both the applicant’s cost plan and the cost plan produced by the Council’s advisers set out costs in line with the phasing strategy. The scope of the highway infrastructure works was scrutinised by transport consultants for the Council to reduce it where possible. The scheme was value engineered to improve the cost per square foot of the residential and all costs were scrutinised for the Council by Currie & Brown quantity surveyors. This process was done by looking at the detailed specification of the scheme, not using figures from the more generic Building Cost Information Service (BCIS). BCIS, by its very nature, takes a high level approach and would not take into account the infrastructure on this site. To use BCIS would be a less robust approach to the viability appraisal.

6.18. There remains a difference between the total cost plan of the applicant and the Council’s quantity surveyor; this is not at all unusual. The two parties also disagree over contingency rates. The lower costs and lower contingency percentages have been used in the various scenarios tested by JLL.

6.19. There was discussion at the 24 September committee meeting about whether the cost of the materials was too high and that cheaper, lower quality materials could be chosen by the applicant to reduce costs (and thereby improve viability and the quantum of Affordable Housing). However, the quality of the scheme needs to be of a sufficient level to generate the high values used in the viability appraisal. If you reduce quality overall, the values drop. The result would likely be the same percentage of Affordable Housing but a poorer quality of place. It is officers' view that the right balance between quality and value engineering has been reached. Assessment of the design of the scheme is covered in **section 10** of the original committee report.

6.20. The cash flow, phasing and costs have therefore been appropriately dealt with and scrutinised in order to reach the best viability position.

Land value

6.21. One of the standardised inputs into a viability appraisal is the land value; the NPPG has guidance on how this should be approached. Officers would advise members that, because a viability appraisal is an objective assessment of the development, it assumes a hypothetical landowner and a hypothetical developer. It is not at all uncommon in development for the landowner to also be the developer, as is the case with this application. A land value still needs to be included in the appraisal.

6.22. Although a significant portion of the application site was purchased in recent years by the applicant, as per the NPPG, the price paid for the land has not been a consideration in the land valuation.

6.23. The NPPG states that, to define land value for any viability assessment, a benchmark land value should be established on the basis of the existing use value (EUV) of the land, plus a premium for the landowner. The premium for the landowner should reflect the minimum return at which it is considered a reasonable landowner would be willing to sell their land.

6.24. Using this guidance, JLL came to a professional judgement that the land value should be set at £12.4 million. The justification for this land value is set out in the August 2019 JLL report, which is appendix 5 of the original committee report.

6.25. As set out in paragraph 10.64 of the original committee report, Homes England, in assessing the Council's housing infrastructure marginal viability (HIF) fund bid for the site, used a dramatically lower land value of £628,800 based on existing use value plus 20 per cent. JLL's professional opinion is that this land value would not persuade a landowner to sell. Officers would consider this figure to be at the very lowest end of a reasonable interpretation of NPPG guidance on assessing land value. However, as a government body, it is reasonable and appropriate for the Council to give weight to the Homes England land value. Therefore, JLL produced a number of scenarios using this much lower land value.

6.26. There was some debate about the land value at 24 September committee. However, it should be noted that the lowest justifiable land value of £628,000 is that which is used to produce a viable scenario with 35 per cent Affordable Housing. It is only by reducing the land value from £12.4 to the lower £628,000 rate that a scenario that can *just* afford 35 per cent Affordable Housing is reached.

6.27. A final point to clarify regarding land value relates to the structure of the viability appraisal. It is structured so that the output of each appraisal scenario is profit on cost. The land value is a fixed input (either at £628,000 of £12.4 million depending on the scenario). Some viability appraisals have land value as the output and profit as a fixed input. Whether the appraisal output is profit or land value does not affect the overall conclusion. In this instance, one would still benchmark land value at £12.4m (or £628,000), which comes to the same thing as benchmarking profit on cost at 20 per cent.

Developer return or profit

6.28. A return for the developer, or profit, is another input into the viability appraisal. Developers are businesses that need to make decisions on whether or not to develop a site. For a developer to take the risk to embark on a development, and borrow money, they need the investment to generate a return. It is an accepted principle in the planning system that developers need to make a return, as noted in the NPPG (see paragraph 6.7 above).

6.29. As noted in paragraph 10.61 of the original committee report, JLL would expect a scheme of this complexity to require a return of around 20 per cent (profit on cost) for a developer to be prepared to proceed and for it to be fundable. JLL generated a number of different viability appraisal scenarios in which various inputs were altered. The profit output from each is then measured against the 20 per cent profit on cost benchmark to ascertain whether the development would be viable or not.

6.30. The NPPG states that, for the purpose of plan making, an assumption of 15-20% of gross development value (GDV) may be considered a suitable return to developers in order to establish the viability of plan policies. GDV is the projected value of a development once it is completed. Officers note that the scenario using the £628,000 land value and 35 per cent Affordable Housing produces a profit of 19.7 per cent on cost, which is 16.5 per cent on GDV. Officers are therefore satisfied that the 20 per cent profit on cost benchmark advised by JLL accords with national guidance for a scheme of the scale and programme proposed.

6.31. As is apparent from the additional viability work carried out by JLL since the last committee in relation to inflation, development is sensitive to changes in the market; profit can reduce significantly in real-life situations if, for instance, build cost growth exceeds house price growth. The effect of inflation on viability is discussed later in this section of the report.

6.32. For the avoidance of doubt, the 20 per cent benchmark profit is the professional view of the Council's independent viability advisers. It is not a level of profit suggested by or required by the applicant. Nor is it a level of profit that the developer would be guaranteed should planning permission be granted. It is a benchmark profit used within an objective viability appraisal as a way of determining what level of Affordable Housing the development can afford.

6.33. For all the reasons explored in this section of the report, it is not appropriate to look at the number of pounds of profit JLL anticipate; the relevant metric is the percentage of profit. For instance, a developer building three new dwellings would not need as much *money* in profit as the developer of a skyscraper; both, however, would be looking for a similar *percentage* of profit.

6.34. There was discussion at the 24 September committee about the identity of the applicant, Thomas White Oxford, and the suggestion was made that they could proceed with a lower level of profit. National planning guidance requires us to use standardised inputs in an objective appraisal of the development, and not take into account the particular circumstances or identity of the applicant. It would be unreasonable to refuse the planning application because of the identity of the applicant in the same way that it would be unreasonable to impose a condition making a consent personal.

6.35. It is also important to distinguish between the figures and assessment that Savills has put forward on behalf of the applicant, and the commercial decisions the applicant may or may not have made in proposing 35 per cent Affordable Housing, and the objective appraisal of the development using standardised inputs that has been carried out by the Council's consultants within the NPPF, NPPG and RICS guidance. It is the latter that we need to have regard to in determining the application.

6.36. Finally, in relation to the approach to profit in the viability appraisal, it was suggested at the 24 September committee that benchmarking profit *on cost* would incentivise the developer to increase costs to make more profit. However, it would not be in the developer's interest to increase the costs in their appraisal (unless these will be offset by additional sales revenue/value for the end development). This is because developer's return is the residual item in the development appraisal – it will not increase if costs increase – the level of developer's return will reduce as there will be less residual money available in the scheme (all other things remaining equal).

Risk

6.37. There was discussion at the 24 September planning committee surrounding the risk to the developer. Was risk being 'double counted' in the viability appraisal? Was the level of risk of the project a result of decisions made by the applicant? This issue is addressed in the October 2019 JLL addendum report in section 4 (**appendix 4**), and summarised below.

6.38. There is risk in all development projects, and the level of risk varies depending upon the nature of each project. It is the valuer's task to exercise their professional judgement when appraising any project and make appropriate allowances for risk in the appraisal. This is done typically through contingency allowances on build costs (to cover variations in the detailed scope or unexpected findings once building is underway), and the level of developer's return for risk, or profit, that would be required by developers in the market to incentivise the developer to build. Risks are greater where projects span into a significant period of time (given that the longer the project spans into the future, the more risk there is that circumstances may change in the future). Both return on risk and contingency on costs are standard valuation approaches to reflect the different risks associated with a development of this nature, and hence there is no double counting of risk in the viability appraisal.

6.39. JLL note that projects are also more risky where there is a significant level of infrastructure required to be provided, and where the development is seeking to offer a bespoke, mixed used project and create a new place. All of these are relevant risks in the Oxford North project because of the requirements of the Northern Gateway AAP and the cost of infrastructure. The vision for and objectives of the AAP would not be met by a standard construction new-build housing estate or business park development. Officers at the City and County councils have worked with the applicant, guided by the Oxford Design Review Panel, to develop a masterplan that would create a new high-quality piece of the city.

6.40. At the 24 September committee, it was suggested that, as the commercial elements of the scheme carry greater risk, it could improve the viability to reduce the quantum of commercial and increase the number of housing units. However, the balance of employment space and houses is set by the AAP; housing is one of the complementary uses to the main employment use for the site and a limit of 500 units is set.

6.41. Officers are therefore satisfied with the way in which risk has been dealt with in the design of the proposal and in the objective viability appraisal carried out by JLL.

Inflation of values and costs

6.42. Further modelling work has been undertaken by JLL to assess the level of Affordable Housing that could be provided if both cost and value inflation is included, as required by the resolution of the West Area Planning Committee on 24 September. The methodology, results and conclusion of this work can be found in JLL's October 2019 addendum report found in **appendix 4**.

6.43. The RICS guidance includes the 'effect of inflation' approach to viability assessments and so this is considered a valid approach. Such an approach is an alternative to the approach originally adopted by JLL, i.e. an assessment of current costs and values plus a review mechanism.

6.44. In very brief summary, JLL found that, because inflation on build costs is forecast to outstrip inflation on sales and rental values, the viability picture worsens if inflation is taken into account in the period projected.

6.45. The table below is an extract from the JLL report and shows the effect of inflation on profit on cost for both the scenario with 50 per cent Affordable Housing (as requested by committee) and the scenario with 35 per cent Affordable Housing (which is the quantum proposed with the application).

Scenario	Viability Position (Developer's Return) Reported to Planning Committee on the 24 September 2019	Developer's Return with Inflation and Growth
Scenario G *(land value of £0.628 million, 50% Affordable Housing)*	**12.02% on cost**	**7.17% on cost**
Scenario E *(land value of £0.628 million, 35% Affordable Housing)*	**19.71% on cost**	**13.17% on cost**

6.46. Profit on cost at 7.17 per cent and 13.17 per cent are both well below the objective appraisal's 20 per cent benchmark profit. The findings support the officer recommendation to approve the application with a level of Affordable Housing at 35 per cent.

Review mechanism

6.47. The applicant has agreed to the principle of a review mechanism in proposing provision of 35 per cent Affordable Housing. Further detail of how such a review mechanism would work was required by the West Area Planning Committee on 24 September 2019. The mechanism would be part of a Section 106 legal agreement, should planning permission be granted.

6.48. The structure of the review is set out in **appendix 7** of this report and forms part of the heads of terms of the legal agreement. It comprises an early-, mid- and late-stage review and is an upwards only review so that the 35 per cent Affordable Housing would be the minimum provided by the development. The proposed approach adopts a model pioneered by the Mayor for London. It uses the agreed appraisal inputs on values and costs. At each review there is an examination of whether values have increased more than costs. If there is a surplus at the early- or mid-stage reviews then either the whole or part of the surplus will be used to provide on-site additional Affordable Housing. In the late-stage review part of the surplus would be paid to the Council to be used for Affordable Housing elsewhere.

6.49. In addition to the formal review process, the applicant is to provide annual updates on actual sales values and costs so that the Council can monitor these against the figures in the viability appraisal.

6.50. This review mechanism would ensure that, if the development proves to be more viable than expected, the increase in value can be captured for the benefit of Affordable Housing – either as on-site housing or as a financial payment.

6.51. The County Council has requested that the review mechanism also seek to capture surplus value to use towards infrastructure. There is already provision for "unfunded supporting infrastructure", as set out in paragraph 10.317 of the original committee report. These are items for the Council to consider funding should additional money become available from this development, from other developments within the AAP boundary, surplus CIL monies, or the recirculation of grant. The purpose of the review mechanism is to deal with the issue of Affordable Housing.

6.52. Comparisons were made at the 24 September committee meeting to the approach used for the Westgate development to capture future values. However, it should be noted that this was not a review mechanism, but rather the Affordable Housing contribution agreed at the point the decision was issued. That was for 15 per cent of the sales values of the on-site residential to be paid to the Council as an Affordable Housing contribution.

Availability of viability information

6.53. The viability appraisal and Affordable Housing statement and proposal (25 per cent) submitted by the applicant in June 2019 were advertised in the usual way. The application was not re-advertised following the applicant's later Affordable Housing proposal of 35 per cent because it was an improvement on the previous proposal with no other material changes to the application. This is standard procedure in such a scenario.

6.54. The technical work that was carried out by JLL is summarised in the committee report, with the August 2019 JLL report appended. The JLL work is advice to the Council and is not part of the application. As with any other material planning considerations and consultee comments (internal or external), officers' assessment is included in the officers' report.

6.55. The August 2019 JLL report sets out the variable inputs into the appraisal in table 3.1 including where there is agreement or disagreement. In terms of the need for iterations, the JLL report included seven scenarios (and JLL have since been asked to undertake a further scenario to test inflation), which officers consider to be enough sensitivity testing to assist the decision makers.

6.56. As noted in **section 5** above, the additional viability work assessing the impact of inflation on costs and values has been published and advertised to give members of the public sufficient time to consider the information, alongside the previous viability report produced by JLL as advice to Oxford City Council.

Assessment of level of Affordable Housing

6.57. This section of the report has explained the various inputs into the independent, objective viability assessment and how they have all been scrutinised to reach the best possible viability position in order to maximise the level of Affordable Housing.

6.58. It should be noted that, in awarding £10 million of funding, the scheme was considered marginally viable with 25 per cent Affordable Housing by Homes England using a £628,000 land value. Homes England used independent viability assessors to review the appraisal prepared by the applicant.

6.59. Officers would remind members that JLL's professional view is that the scheme can only afford 25 per cent Affordable Housing at a tenure split of 80 per cent social rent and 20 per cent intermediate housing. This is because JLL do not endorse the lower £628,000 land value.

6.60. Whilst officers consider the Homes England land value to be at the very lowest end of a reasonable interpretation of guidance on land value, as a government body, it is reasonable and appropriate for the Council to give it weight. Therefore, officers asked JLL to produce a number of scenarios using this much lower land value, one of which indicates that the development could just afford to provide 35 per cent Affordable Housing.

6.61. The further viability modelling to test whether inflation forecasts would improve viability has clearly demonstrated that this is not the case. This strengthens officers' assessment that 35 per cent Affordable Housing is the most this development can initially be required to provide.

6.62. The objection from Summertown St Margaret's Neighbourhood Forum, the Wolvercote Neighbourhood Forum and the Oxford Civic Society concludes that "with a lower BLV combined with a higher valuation of the development, and a profit target that reflects the low risk to the development, the scheme is much more viable, and thus there is adequate land value to meet affordable housing obligations". This report has set out that the lowest reasonable BLV has been used, the values are optimistic, lying at the upper end of the range that the Council's professional advisers would expect, and the profit on GDV is within the NPPG parameters of 15-20 per cent. The further viability work carried out looking at the impact of inflation shows that profit is forecast to decrease significantly.

6.63. Officers would also remind members that, should the application go to appeal, the level of Affordable Housing in the application would not necessarily be fixed at 35 per cent; it would be open to the inspector to come to a different view on the level the development can afford.

6.64. Policies CS24 and HP3 both allow for a reduction in the level of Affordable Housing from 50 per cent if it can be robustly demonstrated that this level of provision makes a site unviable, in which case developers and the City Council will *work through a cascade approach* until a scheme is made viable. For the reasons explored here and in the original committee report,

supported by the evidence in the appraisal work and two reports from JLL, it is manifest that the application is policy compliant in relation to Affordable Housing.

b. Transport

6.65. Assessment of the application with regards to transport and highways is included in the original committee report from paragraph 10.76, and concludes that the development complies with local and national policy in respect of sustainable travel, transport and highways.

Link road west of A34

6.66. There was discussion at the 24 September committee meeting about the proposals for a link road to the west of the A34 between the A44 and A40 from Loop Farm roundabout. Such a link road is not required to deliver a development at Northern Gateway and so has not been included in the submitted highway modelling. This issue was discussed at length during the examination of the Northern Gateway AAP in 2015 with the Inspector stating that such a link road "has not been demonstrated to be necessary for development at the Northern Gateway to go ahead".

6.67. Paragraph 6.8 of the AAP states:

> *Further improvements could be achieved in the wider area through the provision of a strategic link road to the west of the A34, creating a link between an enlarged Loop Farm roundabout and a new roundabout on the A40. Such a scheme could further ease congestion on the A40 approach and the Wolvercote Roundabout. This proposal is beyond the scope of the AAP as it lies within the neighbouring district of Cherwell. It is not required to deliver the development at Northern Gateway.*

6.68. Any such link road would not be within the red line of the development and is beyond the control of the applicant. There is no requirement in the AAP for such a link road, nor is there traffic modelling evidence that would justify it.

On-site link road

6.69. A link road is proposed that would run through the central parcel between the A44 and A40; this is designed as a street with two lanes for traffic. The question was raised at committee as to whether this street should have four lanes to be able to accommodate traffic. A four-lane (dual-carriageway) link road was an option, but not the preferred option, in the sustainability appraisal that was carried out in preparation for the AAP. The preferred option was a single-carriageway site access road with junctions to A40 and A44.

6.70. Although the link road does provide a route for general traffic and therefore some relief to Wolvercote roundabout, the modelling shows that a dual

carriageway is not necessary to mitigate the traffic impact of the development.

6.71. The street is designed as a place, not to be dominated by cars and traffic, but rather with cycle priority and a 20 mph speed limit. There would be enforceable weight restrictions on the street to prevent heavy-goods vehicles (HGVs) from travelling through the site. The design aspiration suggests the street is analogous to Broad Street, where people might stop and experience activities, retail, recreation. This is welcomed. A dual carriageway would not be compatible with this design aspiration.

A40 and A44 improvements

6.72. The development of highways infrastructure on the A40 and A44 is the result of seeking to strike a balance between improved sustainable transport infrastructure (bus and cycle) and highway capacity. Maximising highway capacity to facilitate the private car and minimise queuing is not an approach that would be supported.

6.73. It is noted in the original committee report that the traffic modelling indicates the development would result in some betterment and some worsening of traffic on the surrounding highway network. Queuing on the A40 was raised as a concern at the 24 September committee. This queuing would affect cars and other private vehicles. The road improvements proposed on the A40 are designed to connect with the works proposed by the County to create bus priority routes on the A40. The queues will not be experienced by those using public transport and so will act as a motivation to use more sustainable transport modes that bypass queueing.

6.74. One of the six objectives of the AAP is to make highways improvements. The highway works are not simply to mitigate the impact of the development; they are a policy objective. The proposed development would deliver these significant improvements to the A40 and A44, and through routes for sustainable transport modes, as required by the AAP.

6.75. It should be noted that Wolvercote roundabout is neither within the red line of development nor within the control of the applicant. Improvements to Wolvercote and Cutteslowe roundabouts have been delivered by the County Council through the City Deal funding secured in 2015/16.

Car parking

6.76. The overall parking standard for commercial uses is set by the AAP at 1 space per 50 square metres of employment space. This is below the general standard for the city, which is 1 space per 35 square metres. Car parking numbers for the detailed part of the application are below the AAP standard at 1 space per 63 square metres.

6.77. As noted in paragraph 10.156 of the original committee report, the application sets out an ambition to reduce car use over time for trips to and from the site. This will need continual assessment as the development is

built out and beyond, and sustainable travel options increase; a reduction in the number of car parking spaces is therefore proposed to be secured via legal agreement.

c. Sustainability

6.78. The energy strategy for the site is based on an innovative, low-carbon energy loop system based on ground-source heat pumps. It is important to note that the detailed part of the hybrid application exceeds the 20 per cent target set out in policy CS9 by achieving a 25.7 per cent reduction in energy consumption compared with the level that would be achieved by meeting the minimum compliance threshold for Building Regulations. By targeting BREEAM Excellent, which is to be secured by legal agreement, the application would comply with the standards in emerging policy RE1.

6.79. Various queries were raised at 24 September committee in relation to sustainability and the energy strategy for the site.

Energy hierarchy and "fabric first"

6.80. The approach to the energy sustainability of the development is set out in the Design and Access Statement: Masterplan in section 9.8. It states that the proposed strategy to reduce carbon emission follows the energy hierarchy in order of priority:

1. Passive design measures: high fabric performance, effective façade design for daylighting and to limit excessive solar gains in summer as well as conduction losses in winter.
2. Active design measures: high efficiency lighting and heating, ventilation, and air-conditioning systems and adequate controls.
3. Low & Zero Carbon Technology: energy sharing loop connected to ground-source heat pumps and photovoltaic (PV) panels.

6.81. The energy strategy therefore starts with a "fabric first" approach to maximise reduction in energy through passive design measures. These are the most robust and effective measures for reducing CO_2 emissions as performance is unlikely to deteriorate significantly with time.

6.82. "Fabric first" means that buildings are designed so that they are extremely efficient and need less energy than a building of standard construction. This is done through a number of methods including maximising airtightness, using super-high insulation, optimising solar gain through the provision of openings and shading, optimising natural ventilation, using thermal mass of the building fabric and using energy generated by occupants and equipment. This is best practice and is a government advocated approach to energy efficiency, supported by the recently published National Design Guide in paragraphs 138-141.

Plot orientation

6.83. The question of whether building and plot orientation had been designed to optimise the use of solar panels was raised at 24 September committee. Primary, secondary and tertiary routes and the interconnectivity of these, together with important connections to places beyond the site have informed the setting out of the blocks that are indicated in the masterplan. The Design and Access Statement for the development sets out a number of parameters that would underpin the detailed design of later phases of the whole development. The design of buildings including roofs and the alignment of these is not a fixed parameter. It would be entirely possible to design a roofscape of south-facing slopes on a block that was set out between routes aligned in order to make appropriate connections. There are many examples of good architecture where roof alignment is not defined by footprint.

6.84. The only building orientations which are defined at this stage are those which relate to key street frontages along the A40, A44 and the link road. These relate to the existing urban context and the parameters and illustrative masterplan respond to them. All the others will be developed at later stages as detailed designs emerge, should planning permission be granted. They will be subject to design review, dialogue with officers and formal approval through the reserved matters process. Roof orientations, to support the use of solar panels, will similarly be developed at a later date, and can be designed to optimise the potential for PV use, alongside the other design considerations.

Energy sharing loop

6.85. It was queried at 24 September committee whether the proposed energy sharing loop was a low-carbon technology. The system is a low-carbon solution because it is based on ground source energy systems. The system minimises the amount of thermal energy wasted to atmosphere by moving it to where it can be best utilised/recycled on the site. It is less carbon intensive than a traditional district heating arrangement (with an energy centre with gas-fired Combined Heat and Power (CHP) and boilers) and lends itself to a future where the electricity grid is further decarbonised.

Photovoltaic (PV) panels

6.86. Although passive measures such as high-performance building fabric have been prioritised, and the energy sharing loop is expected to provide significant carbon savings to the scheme, other low and zero carbon technologies are also proposed. Photovoltaic (PV) panels are part of the wider energy strategy for the whole site and these would be wired into the local power network to reduce the consumption of grid electricity by the energy loop pumps and other electrical loads.

6.87. PV panels are proposed to be incorporated into phase 1a as a whole. At this stage full planning permission is only sought for part of phase 1a; the residential part of phase 1a is part of the outline application only. The roofs

of the residential buildings are considered the most suitable location for the installation of PV panels in design terms.

6.88. Officers consider that the focus on fabric-first principles and the energy loop is appropriate, having regard to energy hierarchy best practice.

Climate emergency

6.89. Further to committee discussion on 24 September, officers would seek to clarify the effect of the Council's declaration of a Climate Emergency on 28 January 2019 on planning application decisions. The declaration does not alter the obligation of the Council as local planning authority to determine applications in accordance with the Development Plan unless there are material considerations that indicate otherwise. With respect to national energy policy, the requirements for local planning authorities are to include in the development plan policies that ensure development and land use in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change. The principal component of the Council declaration is the setting up of a Citizens Assembly which would make recommendations on the key decisions around both target deadlines to reach zero carbon and the types of costed measures required to meet those targets.

6.90. As such, there are no material considerations that would give rise to a deviation from the requirements of the development plan in respect of sustainable energy.

d. Education

6.91. The County Council has commented that it would like reassurance that funding will be in place, in a timely manner, for the critical infrastructure and services to make the Oxford North development acceptable in planning terms.

6.92. The original committee report sets out how the infrastructure necessary to make the development acceptable in planning terms is to be secured.

6.93. As set out in paragraph 10.35 of the original committee report, the Council's Affordable Housing and Planning Obligations SPD states that off-site infrastructure including additional school places which are associated with new development and consequent population or economic growth shall be funded with CIL. A decision as to whether primary and SEND education should be funded by CIL is not within the decision-making powers of this committee; it is a decision made in another forum.

e. Accessibility

6.94. The question of whether the application would be required to meet the standards of inclusive design was raised at the 24 September committee. The Heads of Terms of the Section 106 legal agreement includes a section on health and sustainability with the following summary:

- Reasonable endeavours shall be used to ensure that the principles of good design for health and wellbeing are embedded into the design of the Development and to explore new and innovative strategies for working in partnership across sectors to deliver the best possible wellbeing outcomes for current and future tenants and residents

6.95. As a result of committee discussions, officers propose that the heads of terms be altered to incorporate the principles of inclusive design into the requirements, i.e. to ensure the development is designed so that it aims to remove the barriers that create undue effort and separation, and enables everyone to participate equally, confidently and independently in everyday activities.

7. OTHER MATERIAL CONSIDERATIONS

Equalities Act

7.1. The application has been assessed against the relevant sections of the Equalities Act 2010, and it is not considered that the application discriminates against people with protected characteristics specified in the Act. The protected characteristics are:

- age
- gender reassignment
- being married or in a civil partnership
- being pregnant or on maternity leave
- disability
- race including colour, nationality, ethnic or national origin
- religion or belief
- sex
- sexual orientation.

Human Rights Act 1998

7.2. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

Section 17 of the Crime and Disorder Act 1998

7.3. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with Section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission,

officers consider that the proposal will not undermine crime prevention or the promotion of community.

8. CONCLUSION

8.1. Having regards to the matters discussed in this report and committee report to 24 September 2019 West Area Planning Committee (**appendix 2**), officers would make members aware that planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004). The National Planning Policy Framework represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application. This includes the presumption in favour of sustainable development found at paragraph 11 of the Framework, which requires approving development proposals that accord with an up-to-date development plan without delay.

8.2. Section 2 of the NPPF lists the three dimensions to sustainable development: economic, social and environmental. These roles are interdependent and need to be pursued in mutually supportive ways to achieve sustainable development. These roles will now be considered in weighing up the benefits and dis-benefits of the proposed development relative to all material considerations discussed in this report.

Economic impacts

8.3. The Northern Gateway is a key strategic site which has been allocated in the Core Strategy for employment space focussed on Oxford's key strengths in the knowledge economy – science and technology, research, bio-technology and spin-off companies from the universities and hospitals. One of the objectives of the OxLEP Strategic Economic Plan for Oxfordshire 2016 is to deliver flagship gateway developments and projects that stimulate growth. Northern Gateway is identified as such a project.

8.4. This application would bring significant economic benefits through provision of employment space tailored to the needs of the city, supporting economic growth, underpinned by the necessary infrastructure to deliver the site. Over 4,000 jobs are anticipated to be provided on the site, with the construction work providing jobs during the build phase. Paragraph 80 of the NPPF states that significant weight should be placed on the need to support economic growth and productivity and therefore this economic benefit of the proposal is afforded significant weight.

Social impacts

8.5. The application would provide up to 480 new homes including 168 affordable homes of which 135 units would be social rented and targeted to those in greatest housing need. The urgent need for more homes and the constrained supply in Oxford is well documented and understood; therefore

this contribution on an employment-led development would be significant in addressing the shortfall in housing and of clear social benefit. It would support the Government's objective of significantly boosting the supply of homes as set out in paragraph 59 of the NPPF.

8.6. The illustrative masterplan and details within the Design and Access Statement: Masterplan demonstrate the proposal's high-quality urban design. The overall landscape proposals and public spaces further assure that the development would be well-designed, thereby providing high-quality public realm and supporting social well-being. As required by the NPPF, officers have had due regard to the supportive comments of the ODRP in assessing the design quality of the proposed scheme.

8.7. The overall sustainable transport benefits that the development would bring include hugely improved cycle and bus infrastructure on transformed stretches of the A40 and A44 within the application site. Improved bus services via the Eastern Arc would be delivered, and an obligation to work collaboratively to create a cycle link northwards to Oxford Parkway would be secured. These improvements to sustainable transport bring social benefits by offering healthier travel options and increasing connectivity and accessibility of facilities.

8.8. The dis-benefit of the development in social terms is the impact on heritage assets (the setting of both Wolvercote with Godstow Conservation Area and the Manor and Church Farmhouses) set out in **section 10d** of the original committee report. The balancing exercise required by the NPPF for less than substantial harm to heritage assets concluded that the public benefits of the development significantly outweigh the harm. As such, the proposal would meet the test of paragraph 196 of the NPPF and would accord with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Environmental impacts

8.9. The social benefit of the transformation of the A40 and A44 in slowing traffic, greening, and improving bus and cycle infrastructure would also deliver significant environmental benefits, transforming what is currently a hostile environment and providing much improved sustainable travel options.

8.10. Similarly the high-quality urban design and landscape proposed would bring environmental as well as social benefits.

8.11. As set out in the report, air quality, vehicular traffic, noise and drainage can all be appropriately managed to prevent any harmful impact and the proposals comply with the relevant local and national planning policies.

8.12. The proposed energy loop provides a significant environmental benefit in bringing power to the development without the need for gas or to produce emissions. The system would be modular allowing each phase to connect to the loop, and has the potential to grow beyond the site.

8.13. In ecology terms, there would be a gain in linear habitats on site but a net loss of biodiversity within the site. The latter is a dis-benefit which is to be mitigated through the creation of off-site habitats in nearby Cutteslowe Park. This is anticipated to result in an overall net gain in habitats, as required by the NPPF. Any shortfall would be dealt with through financial contributions to an appropriate scheme, secured by legal agreement.

8.14. Overall, the proposed development would bring significant public benefits that accord with the three strands of sustainable development set out in the NPPF. Having taken into account the provisions of the Development Plan, the policies in the NPPF, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval subject to the planning conditions set out in **appendix 5** and a Section 106 legal agreement whose Heads of Terms are set out in **appendices 6 and 7**.

8.15. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under Section 106 of the Town and Country Planning Act 1990.

9. APPENDICES

- **Appendix 1** – Site location plan
- **Appendix 2** – Committee report to 24 September 2019 West Area Planning Committee
- **Appendix 3** – Minutes for the 24 September 2019 West Area Planning Committee
- **Appendix 4** – JLL additional viability report – impact of inflation on costs and values
- **Appendix 5** – Recommended conditions
- **Appendix 6** – Heads of terms of Section 106 legal agreement
- **Appendix 7** – Review mechanism structure

This page is intentionally left blank

Minutes of a meeting of the WEST AREA PLANNING COMMITTEE on Wednesday 27 November 2019

www.oxford.gov.uk OXFORD CITY COUNCIL

Committee members:

Councillor Cook (Chair)
Councillor Gotch (Vice-Chair)
Councillor Corais
Councillor Donnelly
Councillor Harris
Councillor Hollingsworth
Councillor Wolff
Councillor Tanner (for Councillor Upton)
Councillor Simm (for Councillor Iley-Williamson)

Officers:

Adrian Arnold, Head of Planning Services
Nadia Robinson, Principal Planning Officer
Gill Butter, Conservation and Urban Design Officer
Andrew Murdoch, Development Management Service Manager
John Mitchell, Committee and Member Services Officer
Anita Bradley, Monitoring Officer

Also present:

Stephen Ashworth, Dentons, Legal Adviser
Hannah Battye (Oxfordshire County Council)
Oliver Eden (Oxfordshire County Council)
James Petherick (JLL, viability adviser)
Nigel Simkin (JLL viability adviser)

Apologies:

Councillors Iley-Williamson and Upton sent apologies.

64. Declarations of interest

Councillor Cook stated that as a Council appointed trustee for the Oxford Preservation Trust and as a member of the Oxford Civic Society, he had taken no part in those organisations' discussions or decision making regarding the application before the Committee, that he was approaching the application with an open mind and would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Wolff stated that Oxford North & West Green Party had submitted a comment on the application before the Committee. He was not a member of that group, had never attended a meeting of that group, and had not discussed the application with any member of it. This matter has been discussed with the Monitoring Officer, who had

cleared his participation at this meeting. He had read the officer's report with an open mind, and approached the meeting in the same spirit.

Councillor Donnelly stated that he was currently studying at St John's College but had no pecuniary interest or influence in the matter, approached it with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision. The Monitoring officer confirmed that it had been previously determined that Councillors were not prohibited from taking part in planning decisions relating to the University or its Colleges with which they had a connection with the proviso that they had no influence over or financial interest in the matter. This was further reviewed and re-affirmed following a concern raised by an objector to the application.

Councillor Gotch stated that as a member of the Oxford Civic Society, he had taken no part in that organisation's discussions or decision making regarding the application before the Committee. He had been in receipt of evidence provided by local residents but had not attended any of their meetings to discuss the application which he approached with an open mind.

65. 18/02065/OUTFUL: Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road, Wolvercote, Oxford, OX2 8JR

The Committee considered a hybrid planning application comprising:

(i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m2 (GIA) of employment space (Use Class B1), up to 550 m2 (GIA) of community space (Use Class D1), up to 2,500 m2 (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site;

(ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.(Amended plans and additional information received)

The Planning Officer introduced the report. She reminded the Committee that the application had been debated at the Committee meeting on 24 September.

The application was unusual in that it was a hybrid application. Approval of it would be in full for the detailed element and for the principle of development and access to the outline part of the site. If approved, detailed proposals for parts of the site would come forward as reserved matters applications in the usual way.

Northern Gateway was allocated as a strategic employment-led site in the Core Strategy. The Northern Gateway Area Action Plan (AAP) was subsequently developed and adopted by the Council in 2015. The AAP sets out the vision and policies for the area to support this strategic site coming forward.

Written representations had been circulated to Committee members after the addendum report was published.

The Summertown and St Margaret's Neighbourhood Forum, the Wolvercote Neighbourhood Forum and the Oxford Civic Society jointly raised various points of objection relating to the assessment of the development's viability.

The Wolvercote Neighbourhood Forum and the Wolvercote Commoners Committee jointly had raised an objection in relation to transport, as did County Cllr Buckley.

Many of these issues had already been covered in the officer's reports to the Committee but the new points would now be addressed.

Planning considerations

The 24 September Committee report, together with the addendum report for this Committee, set out all the material planning considerations and assessed the application against the local development plan and national planning policy.

This assessment weighed up the benefits and disbenefits of the scheme in terms of economic, social and environmental impacts. Significant public benefits weigh overwhelmingly in favour of the development. The application accords with the development plan. The National Planning Policy Framework (NPPF) therefore requires the Council to approve the application without delay.

The Planning Officer went on to address 4 key areas.

Affordable Housing

The application sought permission to build 480 homes overall. This would make a significant contribution to addressing Oxford's housing need. While the Council's affordable housing policies start at 50% on-site provision, if a site is demonstrated to be unviable with 50% affordable housing then the policy has a cascade approach to work through until a site becomes viable. This was the process that officers and the Council's advisors JLL had been through over the last two and a half years in an effort to make the overall development viable as well as maximising the quantum of affordable housing on site.

JLL followed the policy and guidance within the NPPF and National Planning Practice Guidance (NPPG), as well as professional guidance on financial viability from the Royal Institute of Chartered Surveyors (RICS).

This viability appraisal was a hypothetical exercise with a hypothetical developer and landowner which could not take into account the particular circumstances of the

applicant (which would include the price paid for land). This had been an objective assessment and an appeal inspector would be working within the same parameters of the NPPF and NPPG.

JLL's professional view was that the development was viable with 25% affordable homes. JLL had run a number of viability scenarios with significantly reduced land value (from JLL's recommended £12.4m to £628,000). The £628,000 land value was that used by Homes England to assess the viability of the scheme in deciding to award marginal viability funding to the project. JLL did not support this land value which is the very lowest level of land value that could reasonably be used. Using this low land value however, 35% affordable housing was just viable using the most favourable assumptions. After negotiations the applicant had offered 35%.

The original Committee report had discussed the four main reasons why the development was marginally viable. A key point was that the infrastructure costs were over £1m per gross acre (where costs for typical strategic sites are usually between £100,000 and £500,000 per acre). The nature of the scheme was another factor as it was neither a straightforward housing development nor a business park. The AAP's vision was for a new, high-quality, urban district for the city. The scheme proposed was bespoke.

The last Committee meeting resolved to defer consideration of the application pending two pieces of further information. The first was further modelling work to look at what level of affordable housing could be provided if both cost and value inflation are taken into account.

This work showed that, because build costs are forecast to go up more than sales and rental values in the coming years, the viability picture worsened if inflation was taken into account. So that approach would not lead to an increase in the amount of affordable housing.

If the forecasts were right however, they provide reassurance that securing 35% affordable housing for the site at this point would be a sound decision. If the forecasts were wrong and there was an unexpected growth in values, the review mechanism is in place to increase the amount of affordable housing.

The Committee had also asked for more detail about how the review mechanism would work, this was set out in Appendix 7, formed part of the Heads of Terms for the legal agreement and was discussed in the report.

The review mechanism was based on the Mayor of London's approach. This offered a more simplified approach than running a full new viability appraisal on each occasion and would just focus on key inputs: were there any changes in values and costs compared with what was anticipated? If there was a surplus comparing the difference in values over costs that surplus would be available to be used to increase the percentage of affordable housing on site at the early and mid stage review. Any surplus identified in the late stage review would be a cash payment towards off-site affordable housing. The review mechanism was only upwards so there was a guarantee that the minimum would be 35% affordable housing.

The sales values used in the appraisal were specific to Oxford and are at the upper end of the range JLL would expect. There was no reason to question JLL's independence or their findings, working within the NPPF and NPPG, and the RICS guidance on financial viability in planning. It should be noted that the viability work carried out on the site for Homes England by another independent assessor, Deloitte, also found the site to be marginally viable with only 25% affordable housing. In the absence of other evidence there was no reason to change the officers' recommendation that 35% was the most the site could justifiably be required to provide.

Finally, but importantly, the proposal was compliant with the Council's local plan policies on affordable housing.

Transport

One of the six objectives of the AAP was to improve the local and strategic road network and other transport connections. The visualisations presented to the Committee sought to illustrate how the proposals for the A40 and A44 would transform them into "humanised streets", or urban boulevards through speed limit reductions, tree planting and improved bus, cycle and pedestrian infrastructure plus the buildings providing activity onto the street. The central street would have a speed limit of 20mph with no heavy goods vehicles and a more of a multi-modal character in the middle portion to encourage cycling and pedestrian activity. These changes were integral to the development proposal and would have wide public benefits.

The proposals had been shaped with input from Highways England, and the County Council as local highways authority, both of which support the proposals.

If the application was approved the applicant would need to provide a car parking strategy that drives car parking standards down as the development was built out.

It was important to note that the Wolvercote roundabout was not part of this application. The County Council completed works to the roundabout in 2016.

The applicant did not control all the land to deliver a full cycle link from the site to Oxford Parkway, but the proposal includes a requirement for the applicant to work with the other landowners to deliver this link.

In relation to the matter of the Loop Farm link road, this was a matter which was outside the control of the City Council and the planning application before the Committee. The AAP was the policy document against which the application must be assessed and it did not require such a link road The mitigation package proposed was sufficient to mitigate the impact of the development.

Sustainability

A fundamental part of the energy strategy was a site-wide energy sharing loop network. This was an innovative and low-carbon solution, based on ground source heat humps which was easy to modularise.

The development takes a ‘fabric first’ approach – so that buildings are extremely energy efficient. It was seeking to meet BREEAM Excellent standards.

Design

The proposals represent a high-quality progression from the principles in the AAP Design Code which form an appropriate basis and level of detail to ensure coherence and design quality across the site as it is built out, should permission be granted.

The detailed part of the application demonstrated how these principles are to be realised with innovative contemporary interpretations of Oxford’s industrial and making architectural heritage.

Balance

The application as a whole complied with the development plan policies, the policies of the AAP and delivers the objectives of the AAP which was central to the Core Strategy for the city.

When an application complies with the development plan, the NPPF requires the Council to approve it without delay.

Further to the additional viability work that has been undertaken, officers were firmly of the view that 35% affordable housing, combined with the upwards only review mechanism, is a good offer for the Council to secure at this point.

Officers were therefore recommending approval subject to the recommended conditions and a legal agreement to include the review mechanism for affordable housing.

Bob Colenutt (Summertown St Margaret’s Neighbourhood Forum), Dr Liz Sandis (Local Resident), County Councillor Paul Buckley, and Ben Saward (St John’s student) spoke against the application.

David Jackson (Savills) and Andrew Parker (St John’s College) spoke in favour of the application. Other representatives were present to answer questions.

The Committee sought clarification and or confirmation about a number of matters from officers and other representatives at the table which included but were not limited to the following.

- The advice received from JLL was independent of both the applicant and Council.
- The land value of £628,000 was the lowest justifiable value and one which just enabled the 35% affordable housing figure to be reached.
- National Planning Practice Guidance stated that a return of between 15-20% of Gross Development Value (GDV) was a suitable return for developers and that the proposal before the Committee represented approximately 16.5% return on GDV.
- The values contributing to the viability assessment were, in JLL’s view, at the higher end of the range that might be expected.

- It was clarified that the Greater London Authority (GLA) formula included in the Review Mechanism would need minor modification to reflect the nature of the project, for example, so that instead of profit on GDV in the formula, profit on cost is used, and so that the late stage review refers to the payment of a cash sum rather than provision of on-site affordable housing. Any changes would not weaken the GLA approach.
- The proposed affordable housing review mechanism would seek, in the early and mid stages, to see more affordable homes built on site, in the third (and final) stage a financial contribution would be payable if there were a net surplus.
- It was noted that if the proposals currently before the Committee were rejected and the matter went to appeal, there would be a risk that the 35% quantum of affordable housing could be reduced
- It was confirmed that Highways England had lifted its holding objection to the application which was confirmed at the 24 September West Area Planning Committee.
- A number of Committee members expressed strong views about the need for a link road to the West of the A34. The AAP does not require a link road west of the A34 and it is not required to deliver the development before the Committee. No weight should therefore be given to this matter in coming to a view about the application before the Committee.
- The Oxfordshire County Council's road improvement programme still included provision of a link road between the A40 and A44 however the funding originally earmarked for it was now being redeployed (it was time limited) pending further modelling.
- Consideration had not been given to an underpass or bridge under or over the main route through the development. The proposals had a significant focus on providing a safe and pleasant integrated environment for pedestrians and cyclists alike. Underpasses were not, now, seen as a preferred option, not least because they were often perceived as unsafe spaces.
- The Council's emerging Local Plan (to be considered by the Inspector in the following weeks) would make some changes to considerations about the proportions of affordable housing such as a requirement that there should be no less than 40% on larger sites (as a starting point). However the new Plan would not be implemented before the Summer of 2020 and, in the meantime, the Council's current Local Plan carried more weight.
- The proportion of houses to commercial properties was in line with the requirements of the AAP and would contribute to the City's need to address a housing shortage.
- The data concerning air quality was based on currently available data, assumed the same standards would prevail now as in the future and did not take account of the likely lessening of vehicle emissions over time.
- In relation to the optimum alignment of roofs to gather solar energy, those shown on illustrative masterplan were not final (apart from the three buildings in the detailed part of the application). It was also noted that the alignment of roofs did not have to correspond with the footprint of those buildings, thus offering greater opportunities for optimum alignment.
- The combination of energy loop technology, solar and the 'fabric first' approach to building, for the detailed part of the hybrid application, would exceed the target of 20% energy reduction compared with what would be achieved by meeting the minimum compliance threshold for Building Regulations.

After debate and on being proposed, seconded and put to the vote, the Committee agreed with the officer's recommendations.

The West Area Planning Committee resolved to:

1. **Approve the application** for the reasons given in the report and subject to the required planning conditions set out in **appendix 5** of this report and grant planning permission, subject to:

- the satisfactory completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended Heads of Terms which are set out in **appendix 6** of the report;
- the agreement of appropriate arrangements with Oxfordshire County Council and the applicant about the use of Community Infrastructure Levy payments; and

2. **Agree to delegate authority to the Head of Planning Services to:**

- finalise the recommended conditions as set out in **appendix 5** of the report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary;
- finalise the recommended legal agreement under Section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in the report, including refining, adding to, amending and/or deleting the obligations detailed in the Heads of Terms set out in this report (including to dovetail with and, where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary;
- complete the Section 106 legal agreement referred to above; and
- issue the planning permission.

66. Minutes

The Committee resolved to approve the minutes of the meeting held on 12 November 2019 as a true and accurate record.

67. Forthcoming applications

The Committee noted the list of forthcoming applications.

68. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6.00 pm and ended at 8.40 pm

Chair …….. **Date: Tuesday 10 December 2019**

This page is intentionally left blank

Minutes of a meeting of the PLANNING REVIEW COMMITTEE on Thursday 28 November 2019

www.oxford.gov.uk
OXFORD CITY COUNCIL

Committee members:

Councillor Fry (Chair)
Councillor Altaf-Khan
Councillor Goddard
Councillor Linda Smith
Councillor Munkonge
Councillor Curran
Councillor McManners

Officers:

Adrian Arnold, Head of Planning Services
Sally Fleming, Planning Lawyer
Mike Kemp, Senior Planning Officer
Andrew Murdoch, Development Management Service Manager
Jennifer Thompson, Committee and Members Services Officer

Also present:

Will Madgwick, Oxfordshire County Council Highways Officer

Apologies:

Councillors Azad and Lygo sent apologies:

- Councillor Azad had determined this application at the East Area Planning Committee meeting on 31 July 2019 and in accordance with 14.11(a) of the Constitution cannot re-determine the same application.
- Councillor Lygo had a conflict of interest as a member of a steering group at St Gregory's school.

1. Election of Chair for the meeting and the remainder of the municipal year

Councillor Fry was elected as Chair of the committee for this meeting and the remainder of the municipal year.

2. Declarations of Interest

Minute 3: Councillor Altaf Khan stated that although a signatory to the call-in, he came to the committee meeting with an open mind and would listen to all the arguments and facts before coming to a decision.

3. 18/03330/OUT: Sports Field William Morris Close Oxford OX4 2SF

The Committee considered an outline planning application for development comprising 86 residential units (a mixture of private socially rented and intermediate units) together with public and private amenity space, access, bin and cycle storage and car parking

(precise landscaping scheme to form subject of detailed reserved matters submission) at the Sports Field on William Morris Close, Oxford.

The Planning Officer gave a presentation and reported receipt after publication of the agenda of 21 objections re-iterating those listed in the report, many from parents at the school and one from Cllr Gotch; and one letter of support from the applicant. The senders had circulated these to committee members.

Speaking against the application:
Judith Harley, local resident and member of Old Temple Cowley Residents Association, County Councillor John Sanders, City Councillors Saj Malik and Lubna Arshad, and David Munday, vice-chair of governors at Tyndale school.
In summary they raised concerns inclding those air pollution; the adverse impact of additional car movements on William Morris Close and Barracks Lane; the danger to children accessing the school and to pedestrians; the site design; pre-empting the emerging Local Plan; and referenced previous refusals of planning permission.

Speaking for the application:
Simon Sharp and Tony Nolan (representing the applicant) were in support of the application and came to the table to answer questions from the committee.

Questions and debate
Committee members questioned Planning Officers, the County Council Highways Officer, and the applicant to confirm a number of points.
The questions covered but were not restricted to:

- the impact of the changes in the NPPF between previous applications and this application on the Council's Local Plan policies and on the assessment of the proposals;
- the weight to be given to the draft Local Plan and the NPPF;
- the impact of additional traffic movements on traffic, pedestrians, cyclists, and air quality on the nearby roads and accessing the school;
- the effect of the introduction of a controlled parking zone in the area; when and how this could be achieved; and that only an existing CPZ could be taken into account for this application;
- that the open space continued to be privately owned and was now unsuitable for formal sports activities;
- that the sports pitches proposed at St Gregory's school were adequate replacement facilities;
- clarification on comments raised by Thames Valley Police and the acceptability of the scheme in relation to these comments;
- the layout of social housing, the mix of socially rented units and occupiers access to shared areas of communal amenity space.

The Committee noted members' requests that the County Council consider increasing the priority for introducing a local CPZ; that the applicant consider taking further steps to improve and increase biodiversity on the site through both landscaping and the amendments to the submitted house/ flat designs; and that the applicant discuss the landscaping and design of the open space with the school, with a view to making this beneficial to the school.

A motion was proposed and seconded to **refuse** the application for these reasons:

- The loss of the site is contrary to the provisions of Policy SR2 of the Oxford Local Plan (protection of open air sports facilities); and
- The traffic congestion from the development would have a serious impact on the area.

This was **withdrawn** after the Legal Adviser's advice that it would be very difficult to justify or sustain those reasons at appeal in light of the current policy position and the NPPF and in view of the lack of an objection from the County Council as Highway Authority:

- Elements of policy SR2 of the Oxford Local Plan were not consistent with the direction of paragraphs 96 and 97 of the current NPPF: the NPPF had greater weight and so policy SR2 could not be used to justify refusal. The application was not contrary to the principles set out in the NPPF.
- The application could only be refused on highways grounds if the impact on traffic was 'severe'. At 2.7 and 10.74 of the report, officers noted that the cumulative impact of the traffic generated by the development would not have a severe impact on the function of the immediate highway network, this was supported by Oxfordshire County Council as the Highway Authority, and as such there would be no reasonable grounds to refuse the application on highway impact.

A motion, proposed and seconded, to **agree the officer's recommendation** to approve the application with conditions and subject to a legal agreement (as below) was agreed on being put to the vote.

Decision

The Planning Review Committee resolved to:

1. **approve application 18/03330/OUT** for the reasons given in the report and subject to the 30 required planning conditions set out in section 7 of the report and grant outline planning permission **subject to** the satisfactory completion of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations referred to in the report; and

2. **delegate authority to the Head of Planning Services to**:

- **finalise the recommended conditions** as set out in the report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and

- **finalise the recommended legal agreement** under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in the report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in the report (including to dovetail with and

where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and

- **complete the section 106 legal agreement referred to above and issue the planning permission**.

4. Minutes

The Committee resolved to approve the minutes of the meeting of 30 April 2019 as a true and correct record.

5. Date of Future Meetings

The Committee noted the dates of future meetings scheduled at 6.00pm on

2019	**2020**
16 December	30 January 26 February 12 March 9 April

and that meetings will be cancelled if not required, or may be rearranged.

The meeting started at 6.30 pm and ended at 8.30 pm

Chair …….. **Date: Monday 16 December 2019**