

To: City Executive Board
Date: 20 June 2017
Report of: Interim Assistant Chief Executive – Regeneration and Economy and Executive Director for Sustainable City
Title of Report: Draft Oxford Station Supplementary Planning Document (SPD) for Public Consultation

Summary and recommendations	
Purpose of report:	To approve the Draft Oxford Station Supplementary Planning Document (SPD) for public consultation
Key decision:	Yes
Executive Board Member:	Cllr Alex Hollingsworth, Board Member for Planning and Regulatory Services Cllr Bob Price, Board Member for Corporate Strategy and Economic Development
Corporate Priority:	A vibrant and sustainable economy; Meeting housing needs; and a cleaner and greener Oxford
Policy Framework:	None
Recommendations: That the City Executive Board resolves to:	
<ol style="list-style-type: none"> 1. Approve the Draft Oxford Station Supplementary Planning Document (SPD) for public consultation (Appendix 1) 2. Approve the Draft Oxford Station SPD as a material consideration in determining planning applications 3. Endorse the accompanying Strategic Environmental Assessment (SEA) Combined Screening and Scoping Report (Appendix 2) 4. Delegate authority to the Head of Planning Sustainable Development and Regulatory Services to make any necessary editorial corrections to the document prior to publication, in consultation with the Assistant Chief Executive for Regeneration and Economy and the Board Member for Planning and Regulatory Services. 	

Appendices	
Appendix 1	Draft Oxford Station SPD

Appendix 2	Combined Screening and Scoping Report
Appendix 3	Risk Assessment

Introduction and background

1. The City Executive Board is asked to consider the Draft Oxford Station Area Supplementary Planning Document (SPD) at Appendix 1 for formal public consultation.
2. The Oxford Station Masterplan was prepared by the tripartite partnership of Oxford City Council, Oxfordshire County Council and Network Rail in conjunction with the Train Operating Companies and the Department for Transport and sets out the overarching context for this SPD.
3. The mission of the masterplan was:

‘To develop a rail hub and interchange for Oxford, reflecting its status as a world class city and a global centre for innovation and learning, and responding to its internationally recognised heritage assets.’
4. The masterplan objectives, agreed in 2013, were as follows:
 - a. To provide an exemplary gateway to Oxford that:
 - i. Emphasises key links with the city centre and reinforces historic street patterns and character.
 - ii. Improves wayfinding
 - iii. Facilitates multi-modal interchange opportunities to ensure seamless integration with strategic and local transport networks.
 - iv. Enables high quality architectural and urban design.
 - v. Dovetails with planned wider development
 - b. To meet operational demands for expected rail growth over the next 30 years and offer an improved passenger experience, helping Oxfordshire deliver economic and housing growth.
 - c. To act as a catalyst to encourage wider regeneration in Oxford:
 - i. Maximising appropriate commercial and economic development opportunities
 - ii. Providing a focus for investment
 - iii. Positively impacting on land values
 - d. To be deliverable, flexible and represent good value for money, protecting and enhancing revenue streams.
5. The Oxford Station Masterplan highlighted the strategic rail improvements and upgrades and focused on the need for a major overhaul of Oxford’s Station and its immediate surroundings. A significant amount of exploratory work has been

undertaken to explore the impacts and improvements that should accompany this transformation.

6. An architectural competition was undertaken in 2015, the outputs from this competition together with the feedback from the Oxford Design Review Panel masterplan workshop have helped to inform the content of this document. The preparation of this SPD has therefore built upon rather than reinvented the previous work undertaken as part of the masterplan process. The SPD will give planning weight to that work in supporting the regeneration and redevelopment of the station area.
7. At Oxford Station, vital capacity enhancements are required for the rail and road corridor which will have local, regional and nationally significant network capacity and regeneration benefits. The regeneration benefits will be unlocked by first addressing the transport capacity constraints at Botley Bridge. The redevelopment of the station has the potential to bring further benefits to the city through the potential re-opening of the Cowley branch line linking the City centre to the Cowley area.

Early Stakeholder Engagement

8. The City Council has continued to work with its primary partners, Network Rail and Oxfordshire County Council in developing the SPD and has carried out early stage engagement with a wide range of stakeholders through the Oxford Station Working Group and the West End Steering Group.

Purpose of the SPD

9. A Supplementary Planning Document (SPD) gives detail to existing adopted policies. There are many adopted policies that are likely to be relevant to the development of this site, in particular in the Core Strategy and the West End Area Action Plan. The SPD will be a material consideration in the determination of any planning application made on the site. Once the landowner is ready, detailed plans for the site can be drawn up based on the guidance in this SPD and provide the framework for a planning application to be made. The advice and guidance will show how the site can be developed and provide certainty for both the developer and the public to inform a future planning application.
10. The SPD provides a significant opportunity to enable development proposals for the Station area that will meet the overarching vision for the creation of a truly integrated transport hub, and serve as a distinctive gateway to Oxford.
11. The SPD will create a comprehensive and coherent framework which maximises the development potential of the station site and will act as a catalyst for the wider development of the West End Area of the city.
12. The City Council has an adopted Core Strategy (September 2011) and an adopted West End Area Action Plan (2008) that were subject to a rigorous consultation process and public examination and is currently developing policies for the Oxford Local Plan 2036.

13. The West End AAP in particular was prepared as a policy framework to 'guide future development and change in the West End' area of the city. The AAP was considered to be 'both a policy and a delivery tool'. It identified both the Oxford Railway Station and the Becket Street car park as future development sites and recognised the importance of strategic infrastructure to enable the West End and its wider environment to function 'particularly transport and utilities.'
14. The SPD is intended to build on the policy context set out within these documents particularly the West End AAP, which identifies these sites for future development and sets out key design principles for the renaissance of the West End. The SPD supports the delivery of development to meet planning policy objectives, helping to address Oxford's social, economic and environmental needs, in particular the City's growing economy, housing shortage and its transport capacity. The SPD provides a more detailed framework together with some design principles to help to deliver this development.
15. The SPD will be a material consideration in the determination of planning applications, supporting the policies of the adopted Core Strategy and the West End AAP in particular. The SPD does not set out any additional policy requirements, but instead provides clarity and advice on how the City Council's adopted planning policies should be implemented. The SPD is a material consideration, its weight in planning terms will increase as it proceeds through the adoption process (and any objections are dealt with or fall away).

Content of the SPD

Context

16. This provides the context and background to the SPD within the vision for the Station area, the scope and role of the SPD, together with a summary review of the Oxford Station Masterplan and the shortlisted Station Design Competition entries undertaken to inform and scope the SPD, together with the planning policy context and the consultation strategy

Vision and objectives

17. The vision is that 'the Oxford Station area development will create a distinctive new gateway to Oxford, contributing to a vibrant new quarter and a fully integrated transport hub linking the station area with the City and beyond.'

The objectives are:

- to be responsive to surrounding developments and the wider West End AAP and identify a 'zone of influence' for proposed enhancements;
- to define a new townscape reference for the Station area with a cluster of architecturally significant buildings around the Station and Frideswide Squares
- to highlight the need to deliver cohesive public realm between the Station area and surrounding context, particularly along key station approach routes to the City centre
- to emphasise balanced east-west connectivity from Oxford Station through delivery of a Station building with access on both sides of the tracks

- to promote active frontages along Becket Street, Botley Road and Station Square
- to identify a preferred land-use mix that establishes the Station area as the 'gateway hub of Oxford' with commercial, residential and networking spaces, which complement the surrounding developments.

Site context

18. This considers the site characteristics together with the relationship of the Station area to other major development site opportunities. It explores the heritage context of the City centre; the architectural and land use character of the immediate surrounding area; together with an assessment of the transport and access arrangements. The key constraints and opportunities are explored.

Design principles

19. The comprehensive redevelopment of the station area provides an opportunity to significantly improve this part of the City centre in urban design terms and contribute to the character and identity of Oxford. The SPD provides advice on some key design principles which would inform the urban form, views and accent buildings; the scale and massing of future buildings; the land use mix; public realm and amenity space; together with guidance on pedestrian, cycle and vehicle access and movements.
20. There is a clear recognition that new development should positively respond to climate change through the integration of sustainable design principles.

Development components

21. The SPD proposes design principles for station buildings and station squares, which need to be designed and built to create a prominent and high quality building and public spaces that will define the Station area.

Illustrative Masterplan

22. The Illustrative masterplan which has been developed from the design principles provides a main illustrative layout along with possible variants that would respond to different design approaches to allow for flexibility.
23. The SPD supports a phased approach to delivery recognising that the scheme is likely to be delivered through a mix of public and private sector investment. A key feature of the SPD masterplan is that it promotes viable uses including office space, hotel and residential making efficient use of land and optimising the quantum of supporting development that can attract private sector investment.

The next stages

24. The City Executive Board is asked to approve the draft SPD for public consultation and also to authorise the Head of Planning Sustainable Development and Regulatory Services, in consultation with the Assistant Chief Executive for Regeneration and Economy and the Board Members for Planning and Economy. to make any editorial corrections necessary prior to consultation. Following approval of the document for consultation, it will be published, advertised and made available for public comment. The consultation period will last for eight weeks 30th June to 25th August 2017.

25. Representations made during the consultation period will be carefully considered and where appropriate will inform revisions to the SPD. The representations will be reported in a Consultation Statement to CEB and published on the website alongside a final version of the SPD. SPD's are not subject to independent examination therefore CEB will be asked to approve the Supplementary Planning Document for adoption.

Environmental impact

26. A Sustainability Appraisal is no longer required for SPD's under UK law, however to comply with European regulations, a Strategic Environmental Assessment (SEA) Combined Screening and Scoping Report has been produced to identify whether the SPD would have any significant environmental impacts and Appendix 2. This exercise screened in further work on flooding and transport, which has now been completed. The statutory consultees for the SEA (Environment Agency, English Heritage and Natural England) had no concerns with the Combined Screening and Scoping Report.

Financial implications

27. The consultation and further work on the production of the Supplementary Planning Document and supporting documents will be undertaken by the Partnerships, Regeneration and Economy Team. Any additional consultancy support will be funded through current resources allocated to the Oxford Station Board.

Legal issues

28. Any person may apply to judicially review the adoption of the SPD upon adoption (adoption estimated for the City Executive Board in October) and must be made within six weeks from the date of adoption. The level of risk of a successful judicial review is considered to be acceptably low.

Level of risk

29. A risk assessment has been undertaken and the risk register is attached (Appendix 3). All risks have been mitigated to an acceptable level.

Equalities impact

30. Consideration has been given to the public sector equality duty imposed by s149 of the Equality Act 2010. Having paid due regard to the need to meet the objectives of that duty and of the SPD the view is taken that the duty is met.

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Background Papers: None

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