

# Supplementary Papers



Listening Learning Leading

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FOR THE MEETING OF

## Cabinet

held on Wednesday 10 July 2019 at 6.00 pm  
in The Auditorium, Cornerstone Arts Centre, 25 Station Road, Didcot, OX11  
7NE

Open to the public including the press

5. **Goring Neighbourhood Plan** (Pages 2 - 6)  
To consider the head of planning's report.
6. **South Oxfordshire Emerging Local Plan** (Pages 7 - 28)  
To receive the attached supplementary papers.

# Cabinet Report



Listening Learning Leading

Report of Head of Planning

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Wards affected: Goring

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To: CABINET

Date: 10 July 2019

## Making the Goring Neighbourhood Development Plan

### That Cabinet recommends to Council:

1. To make the Goring Neighbourhood Development Plan so that it continues to be part of the council's development plan.
2. To delegate to the Head of Planning, in agreement with the Qualifying Body, the correction of any spelling, grammatical, typographical or factual errors together with any improvements from a presentational perspective.

### Purpose of Report

1. To update the Cabinet on progress of the Goring Neighbourhood Development Plan and to present the relevant considerations in relation to whether this plan should be made (formally adopted).

### Corporate Objectives

2. Strongly supporting the development of neighbourhood plans for our towns and villages.

## Background

3. Goring on Thames Parish Council successfully applied for the entire parish area to be designated as a Neighbourhood Area under the Neighbourhood Planning (General) Regulations (2012).
4. The preparation of the plan was led by the parish council ('the qualifying body') and a group of volunteers from the local community.
5. Following the formal submission of the Goring Neighbourhood Development Plan (the Plan) to the council, the council publicised the Plan and invited comments from the public and stakeholders.
6. The council appointed Mr Timothy Jones (Barrister, Fellow of the Chartered Institute of Arbitrators, Independent Examiner) to examine the Plan. Examiners are tasked with reviewing whether a neighbourhood plan meets the basic conditions required by legislation and whether it should proceed to referendum. The examiner's report concluded that the Plan meets the basic conditions, and that subject to the modifications proposed in the report, the Plan should proceed to referendum.
7. Some of the modifications proposed by the examiner were minor in nature; factual updates, re-wording and restructuring for clarity and to ensure the basic conditions are met. More significant modifications recommended by the examiner include:
  - a) The addition of a reserve site (**GNP8** - Gatehampton Road - reserved for 10 to 16 new dwellings should the four allocated sites not provide approximately 94 new dwellings). This modification will help ensure the specified housing requirement can be met over the plan period.
  - b) Re-wording of Policy 2 (Infill) to ensure the policy does not unintentionally promote development in inappropriate locations. The limitation of the scale of infill development proposed in the submitted plan was removed to ensure the Plan would meet basic conditions.
8. In addition to accepting the examiner's recommendations, the council exercised its power to make modifications to correct errors and ensure the Plan meets Basic Conditions. The modifications were largely minor in nature; factual updates, re-wording and restructuring of the Plan. More significant modifications relate to factual corrections in response to updated Environment Agency's flood map concerning Site GNP3 allocated for residential development under Policy 7. Within this context, requirement five of Policy 7 was modified in response to the updated flood map, and to ensure the policy wording provides the clarity required in the National Planning Policy Framework.
9. Having considered the examiner's recommendations and reasons for them the Cabinet Member for Planning decided on 1 May 2019:
  1. To accept all modifications recommended by the Examiner;
  2. to determine that the Goring Neighbourhood Development Plan, as modified, meets the basic conditions, is compatible with the Convention rights, complies with the definition of a neighbourhood development plan (NDP) and the provisions that can be made by a NDP; and

3. to take all appropriate actions to progress the Goring Neighbourhood Development Plan to referendum.
10. The modifications to the plan were made and the referendum version of the Plan was published on 30 May 2019 alongside the decision statements required under Regulation 18(2)(a) of the Neighbourhood Planning (General) Regulations (2012).

## **Options**

11. The council's options are limited by statute. Paragraph 38A (4)(a) of the Planning and Compulsory Purchase Act 2004 sets out that the council must make a neighbourhood plan if more than half of those voting at the referendum have voted in favour of the plan being used to help decide planning applications in the plan area.
12. The only circumstance where the district council should not make this decision is where the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).
13. Section 3 of the Neighbourhood Planning Act 2017, which came into force on 19 July 2017, amends section 38 of the Planning and Compulsory Purchase Act 2004 to ensure that neighbourhood plans have full legal effect once they have passed their local referenda. In the very limited circumstances that the council might decide not to make the neighbourhood development plan, it will cease to be part of the development plan for the area.
14. The council's decision on 1 May 2019 (referred to in paragraph 8), published in the decision statement issued on 30 May 2019 (referred to in paragraph 9), confirmed that the Goring Neighbourhood Development Plan, as modified by the Examiner's recommendations, would not breach, and be otherwise incompatible with EU obligations or human rights legislation.
15. The council is satisfied that the Plan will not breach or be otherwise incompatible with EU obligations, including the following Directives: the Strategic Environmental Assessment Directive (2001/42/EC); the Environmental Impact Assessment Directive (2011/92/EU); the Habitats Directive (92/43/EEC); the Wild Birds Directive (2009/147/EC); the Waste Framework Directive (2008/98/EC); the Air Quality Directive (2008/50/EC); and the Water Framework Directive (2000/60/EC). In addition, no issue arises in respect of equality under general principles of EU law or any EU equality directive. In order to comply with the basic condition on the European Union legislation the Qualifying Body has prepared a Basic Conditions Statement and a Sustainability Appraisal Report. The Sustainability Appraisal prepared by the Qualifying Body incorporates a Strategic Environmental Assessment. The Sustainability Appraisal sets out a non-technical summary in Section 1, Section 2 sets out the purpose and process, Section 3 details the sustainability context for Goring, Section 4 gives a plan overview, Section 5 identifies the sustainability objectives, Section 6 details the assessment of reasonable alternatives, Section 7 provides an assessment of plan sustainability objectives against plan policies, and Section 8 sets out the monitoring, review and delivery.
16. The council is satisfied that the Plan will not give rise to significant environmental effects on European sites. The council appointed consultants from LUC (Environmental Planning, Design and Management) to carry out a Habitats Regulations Screening

Assessment (HRA) of the Plan. The HRA Screening was originally published in April 2018, however it was later updated to ensure compliance with the ruling from the the Court of Justice of the European Union 'People over Wind, Peter Sweetman v Coillte Teoranta (Case C-323/17)' which ruled that Article 6(3) of the Habitats Directive should be interpreted as meaning that mitigation measures should be assessed as part of an Appropriate Assessment and should not be taken into account at the screening stage. The revised Screening Assessment (July 2018) concluded that the Plan will not have any likely significant effects on the integrity of European sites either alone or in combination with other plans or projects. Natural England confirmed on 22 August 2018 that they agree with the conclusions of the revised screening assessment.

17. The council is satisfied that the Plan is in all respects fully compatible with Convention rights contained in the Human Rights Act 1988. There has been full and adequate opportunity for all interested parties to take part in the preparation of the Plan and to make their comments known.
18. Therefore, if the majority of those voting have voted in favour of the Goring Neighbourhood Plan being used to help decide planning applications in the plan area, to not make the plan would be in breach of these statutory provisions.

## **Referendum**

19. A referendum relating to the adoption of the Goring Neighbourhood Development Plan was held on Thursday 4 July 2019.
20. The question which was asked in the Referendum was: *"Do you want South Oxfordshire District Council to use the Neighbourhood Plan for Goring to help it decide planning applications in the neighbourhood area?"*
21. The result was as follows:
  - a. Yes = 835 votes (62.7%)
  - b. No = 492 votes (37.3%)
  - c. Turnout = 49.6%
22. The majority of local electors who voted have voted in favour of the plan; therefore, the Goring Neighbourhood Plan has become part of the council's development plan.
23. As the plan was approved at the local referendum and the council is satisfied it would not breach and be otherwise incompatible with EU obligations or human rights legislation, the council is required make the Goring Neighbourhood Development Plan so that it continues to be part of the council's development plan.

## **Financial Implications**

24. Government funding is available to local authorities to help them meet the cost of their neighbourhood planning responsibilities. A total of £20,000 can be claimed for each neighbourhood planning area. The council becomes eligible to apply to receive this single payment once a date is set for the referendum, after a successful examination. The Government grant funds the process of progressing neighbourhood plans through the formal stages, including the referendum. Any costs incurred in the formal stages in excess of £20,000 is borne by the council. Staffing costs associated with supporting community groups and progressing neighbourhood plans through the formal stages are funded by the council.

## Legal Implications

25. The decision to make the Goring Neighbourhood Plan is a legal requirement in the Planning and Compulsory Purchase Act 2004. The only circumstance where the district council should not make this decision is where the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998). There is a requirement that the district council will publish a formal decision statement as required under the Neighbourhood Planning (General) Regulations 2012.
26. It is not considered that the Goring Neighbourhood Development Plan would breach, or would otherwise be incompatible with, any such obligation or rights. Therefore, the council should now proceed to make the plan.

## Risks

27. The council is required to comply with the statutory requirements (to consider whether the Goring Neighbourhood Development Plan should be made following successful local referendum), which this recommendation seeks to achieve. In view of the considerations referred to elsewhere in this report, as the majority of those voting have voted in favour of the plan at its local referendum, a decision not to make the Plan would place the council at risk of a legal challenge.

## Conclusion

28. On the 1 May 2019, the council decided:
1. To accept all modifications recommended by the Examiner;
  2. to determine that the Goring Neighbourhood Development Plan, as modified, meets the basic conditions, is compatible with the Convention rights, complies with the definition of a neighbourhood development plan (NDP) and the provisions that can be made by a NDP; and
  3. to take all appropriate actions to progress the Goring Neighbourhood Development Plan to referendum.
29. The local referendum was held on 4 July 2019 to meet the requirements of The Localism Act 2011 and The Neighbourhood Planning (Referendums) Regulations 2012.
30. As the majority of those voting have voted in favour of the Plan being used to help decide planning applications in the plan area, it is recommended that the Goring Neighbourhood Development Plan is made.

# South Oxfordshire Local Plan Housing Land Supply Update

## What's Changed

1. Officers have reviewed the housing land supply in order to provide Councillors with a better understanding of the potential impact in relation to the options set out in the scrutiny committee report dated 19 June 2019. In so doing, officers have considered the impact of the 5-year housing land supply position at the point of submission, referred to in the council report at paragraph 66. We have reflected on the approach that we take to oversupply to ensure that it is taken into account in an appropriate way, much like undersupply is taken into account. This results in a positive 5-year housing land supply position during the first 5 years of the emerging Local Plan and an improved 5-year position when applied to the standard method. This approach is reflected in the scenarios below.
2. It should be noted that for the 5-year housing supply projections where the housing need is based upon the standard method, the need has been treated as an adopted requirement. The difference being that if it were not to be treated as an adopted requirement there would not be an oversupply or shortfall at any point, as there would be no historical requirement to measure delivery against.

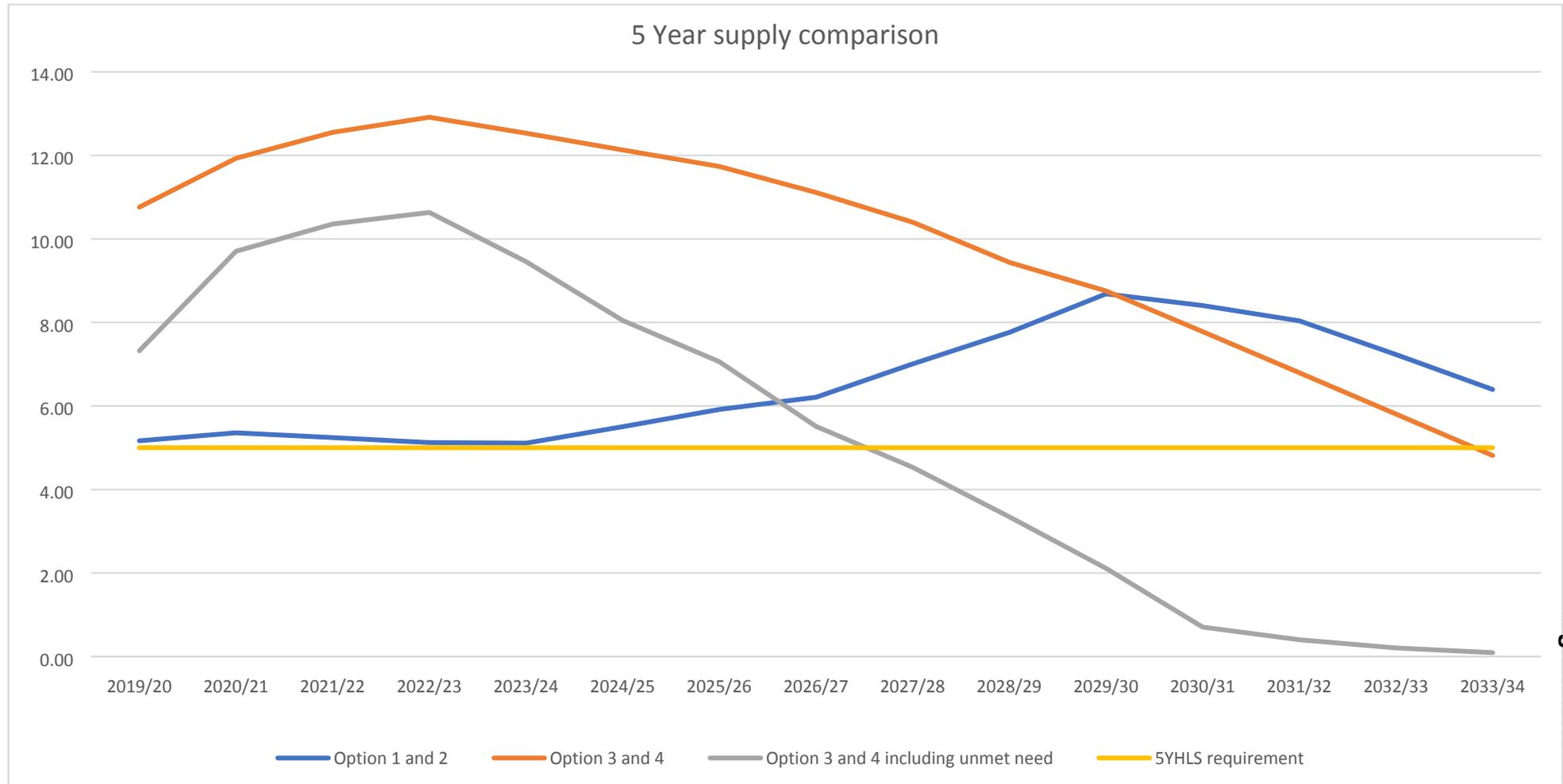
## Housing land supply projections

3. The four options put forward for the emerging South Oxfordshire Local Plan in the Scrutiny Committee report could result in different impacts on South Oxfordshire's housing land supply. This note sets out the effect these options may have on housing land supply over the emerging Local Plan period up to 2034.
4. It is important to note that whilst we can confidently provide the 5-year housing land position for the current year (2019-20), future projections should always be treated with caution by their very nature, but they are what we expect to happen.

### Scrutiny Committee report options- housing supply scenarios

5. The graph in figure 1 provides the projected housing land supply scenarios relating to the four options for the emerging Local Plan.

Figure1: 5-year supply comparison, Scrutiny Committee report options



- a. Options 1 and 2: The blue line on the graph relates to options 1 and 2, which is to allow the Local Plan to continue through its examination. Option 2 is to allow the Local Plan to continue through its examination but proactively recommend a series of main modifications to the plan. Whilst these options are broadly similar, the introduction of modifications through option 2 could introduce delays in the process which may delay the development of allocated sites. The requirement that these 5-year supply projections are based on is 775 homes per year, plus the additional 4950 homes from Oxford City's unmet housing need in the years 2021-2031. The housing supply in this scenario includes the emerging Local Plan allocations (in the submitted plan). This scenario shows a 5-year supply through the plan period, though there is a minimal buffer in the early plan years.
- b. Options 3 and 4: The orange line on the graph relates to options 3 and 4, in both of these options the plan would be withdrawn. In option 3 it would be withdrawn, and changes made within the remit of regulation 19 consultation. In option 4 it would be withdrawn with the intent to start afresh Local Plan. In both of these scenarios the housing requirement is based upon the standard method for assessing local housing need. It is important to note that the government's existing method for calculating local housing need produces a minimum figure and should be used as a starting point for the assessment of housing need, as set out in national guidance. The housing supply in this scenario does not include the emerging Local Plan allocations as submitted. Options 3 and 4 show there is a strong supply until later years in the plan period, however there are other factors to take into account as set out in the Scrutiny Committee report, such as those sites related to both the Housing and Infrastructure Fund (HIF) and Oxfordshire Housing and Growth Deal (Growth Deal) funding. Further land supply scenarios relating to the position on these two funding streams are provided later in the document.
- c. Options 3 and 4 including unmet housing need: The grey line on the graph relates to options 3 and 4. The difference from the other scenario that takes into account options 3 and 4 relates to the housing requirement. This scenario uses the standard method as the base housing requirement, but also includes 4950 homes of unmet housing need from Oxford City in the years 2021-2031. This scenario shows positive supply in the early years, but it falls significantly in the middle part of the plan period, with supply expected to drop below the required 5 years in 2027/28.

## Growth Deal and HIF land supply scenarios

6. The Oxfordshire Housing and Growth Deal and Housing and Infrastructure Fund are schemes which are in part designed to support and accelerate housing delivery in high demand areas. These schemes are reliant upon each other and inextricably linked to housing delivery in the district. This includes housing sites already with planning permission, but also sites identified in the emerging Local Plan. We have shown the sites dependent on the Growth Deal and HIF funded infrastructure on Table 1. Some or all housing on these sites is unlikely to come forward in the timescales currently envisaged if the Growth Deal and HIF funded infrastructure schemes are not delivered.
7. This could have a medium-term impact on the Council's ability to demonstrate a 5-year housing land supply, which in turn could lead to an increased risk of speculative development being permitted in the district. Figure 2 provides a number of projections for 5-year housing land supply, based on a number of scenarios if the infrastructure partly funded by the Growth Deal and HIF is not delivered. All of the scenarios are measured against the standard method for assessing Local Housing Need and do not include emerging Local Plan allocations. The scenarios are:
  - a. No Change: This is the housing trajectory if the infrastructure funded by HIF and the Growth Deal remains in place. It is expected that the Council will be unable to demonstrate a 5-year supply towards the end of the emerging Local Plan if housing delivery is as currently expected. This does not factor in the potential supply of sites allocated in the emerging Local Plan, including those sites in the plan that are dependent on HIF funded infrastructure (Berinsfield and Culham).
  - b. Slow or no delivery on highly dependent Growth Deal and HIF sites: This scenario provides the housing trajectory with the exclusion of land supply from sites considered to be at a high risk of slow or no delivery if infrastructure funding is withdrawn. These are sites that are dependent on infrastructure that is 50% or more funded by the Growth Deal or HIF, and where planning permissions are not in place. This means that Oxfordshire County Council, in their role as the Highways Authority, could object to those sites coming forward on highway grounds due to a lack of capacity and appropriate mitigation on the road network, and therefore the delivery of the housing sites would be questionable. This scenario shows that the Council will be unable to demonstrate a 5-year supply from 2031/32.

- c. Slow or no delivery on high and low dependency Growth Deal and HIF sites- This scenario provides the housing trajectory if all sites related to the Growth Deal or HIF are considered to be no longer deliverable, unless they currently have full planning permission (this assumes no revocations of planning permissions). It may be possible that some of these sites would still be delivered as they may have only a minor connection to the HIF or Growth Deal infrastructure schemes and could rely on Section 106 and 278 contributions together with CIL to deliver the required infrastructure. This scenario shows the Council will be unable to demonstrate a 5-year supply from 2028/29.
  
- d. Slow or no delivery on all Deal and HIF sites with wide area infrastructure and development (housing and employment) restrictions- This scenario provides the same scenario as that at point d, but with the removal of all expected growth at Didcot that does not currently have full permission (This includes land at NE Didcot where full permission has not been given). Currently, OCC is objecting to single house developments in Sutton Courtenay due to the cumulative severe impact on the highway network as per paragraph 109 of NPPF (2019). These objections and subsequent refusals on highway grounds have been upheld by PINS on three separate occasions. OCC is likely to object to further developments that attract trips through sensitive parts of the network without the prospect of HIF. This projection could be an optimistic assessment of supply, as the full extent of the area of infrastructure and development restrictions is unknown, so further sites may be affected. This scenario shows that the Council will be unable to demonstrate a 5-year supply from 2024/25.

Figure 2: Growth Deal and HIF related housing land supply scenarios

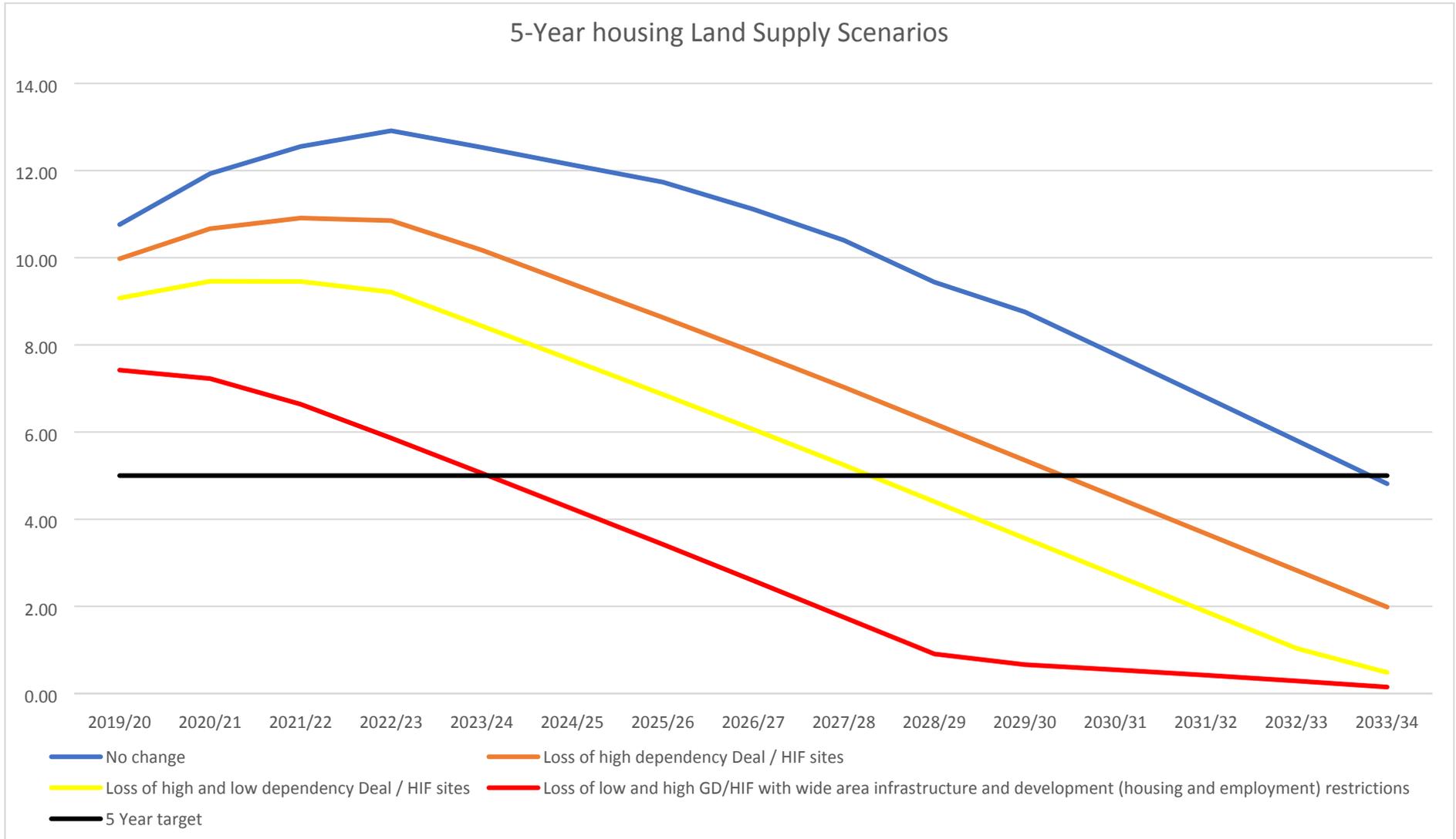


Table 1: HIF and Housing and Growth Deal linked housing sites – risk to delivery

Site name	Link rating	Linked infrastructure	HIF or Deal	Percentage of infrastructure funded by Deal / HIF	Planning Status	Year homes are expected
Berinsfield	High	Clifton Hampden Bypass	HIF	93% with remainder from developer obligations.	Proposed allocation in emerging Local Plan	2027/28
		Culham River Crossing	HIF			
		A4130 Dual Carriageway to A34	HIF			
		Science Bridge	HIF			
Culham	High	Clifton Hampden Bypass	HIF	93% with remainder from developer obligations.	Proposed allocation in emerging Local Plan	2027/28
		Culham River Crossing	HIF			
		A4130 Dual Carriageway to A34	HIF			
		Science Bridge	HIF			
Didcot Gateway	High	A4130 Dual Carriageway to A34	HIF	93% with remainder from developer obligations.	Aspiration to deliver in the Didcot Garden Town Vision Document and Core Strategy; although the site is not	2024/25
		Clifton Hampden Bypass	HIF			

		Culham River Crossing	HIF		allocated for development. Outline planning application under consideration (P15/S2159/O).	
		Science Bridge	HIF			
Ladygrove East, Didcot	<b>High</b>	A4130 Dual Carriageway to A34	HIF	93% with remainder from developer obligations.	Allocation in South Oxfordshire Local Plan 2011	2022/23
		Clifton Hampden Bypass	HIF			
		Culham River Crossing	HIF			
		Science Bridge	HIF			
Orchard Centre Phase 2b, Didcot	<b>High</b>	A4130 Dual Carriageway to A34	HIF	93% with remainder from developer obligations.	Allocation in the South Oxfordshire Core Strategy	2026/27
		Clifton Hampden Bypass	HIF			
		Culham River Crossing	HIF			
		Science Bridge	HIF			
Vauxhall Barracks	<b>High</b>	A4130 Dual Carriageway to A34	HIF	93% with remainder from developer obligations.	Allocation in the South Oxfordshire Core Strategy	2028/29
		Clifton Hampden Bypass	HIF			

		Culham River Crossing	HIF			
		Science Bridge	HIF			
Land between Britwell Road and Cuxham Road, Watlington	High	Watlington Bypass	Deal	50%	Allocation in Watlington Neighbourhood Plan (Site Watlington A) – outline planning application at appeal P19/S0818/O	2020/21
		Benson Bypass	Deal	10%		
		Clifton Hampden Bypass	HIF	93%		
Land Off Cuxham Road and Willow Close, Watlington	High	Watlington Bypass	Deal	50%	Allocation in Watlington Neighbourhood Plan (Site Watlington B) – outline planning application at appeal P19/S0818/O	2023/24
		Benson Bypass	Deal	10%		
		Clifton Hampden Bypass	HIF	93%		
Land off Pyrton Lane, Watlington	High	Watlington Bypass	Deal	50%	Allocation in Watlington Neighbourhood Plan (Site Watlington B) – outline planning application at appeal P19/S0818/O	2023/24
		Benson Bypass	Deal	10%		
		Clifton Hampden Bypass	HIF	93%		
Hale Road, Benson	High	Benson Bypass	Deal	10%	Allocation in Benson Neighbourhood Plan (BEN 2). Resolution	2023/24

		Golden Balls Roundabout Improvements	Deal	TBC	to Grant subject to S106 P17/S3952/O	
		Watlington Bypass	Deal	50%		
		Clifton Hampden Bypass	HIF	93%		
		Science Bridge	HIF	93%		
North of The Sands, Benson	<b>High</b>	Benson Bypass	Deal	10%	Allocation in Benson Neighbourhood Plan (BEN 3 / 4). Resolution to Grant subject to S106. P17/S1964/O	2023/24
		Golden Balls Roundabout Improvements	Deal	TBC		
		Watlington Bypass	Deal	50%		
		Clifton Hampden Bypass	HIF	93%		
		Science Bridge	HIF	93%		
Littleworth Road Benson (Phase 2)	<b>Low</b>	Benson Bypass	Deal	10%	Full permission in place P18/S2262/RM	2020/21
		Golden Balls Roundabout Improvements	Deal	TBC		
		Watlington Bypass	Deal	50%		

		Clifton Hampden Bypass	HIF	93%		
		Science Bridge	HIF	93%		
Marley Lane, Chalgrove	Low	Benson Bypass	Deal	10%	Outline permission in place P17/S0094/O	2020/21
		Golden Balls Roundabout Improvements	Deal	TBC		
		Watlington Bypass	Deal	50%		
		Clifton Hampden Bypass	HIF	93%		
East of Chalgrove	Low	Benson Bypass	Deal	10%	Full permission in place P18/S1853/RM	2019/20
		Golden Balls Roundabout Improvements	Deal	TBC		
		Watlington Bypass	Deal	50%		
		Clifton Hampden Bypass	HIF	93%		
Newington Road, Stadhampton	Low	Golden Balls Roundabout Improvements	Deal	TBC	Full permission in place, construction has started. P17/S1726/RM	2018/19
		Watlington Bypass	Deal	50%		

		Clifton Hampden Bypass	HIF	93%		
		Culham River Crossing	HIF	93%		
Lord Williams School, Thame*	Low	Thame to Haddenham Cycle Route	Deal	80%	Allocation in the Thame Neighbourhood Plan.	2024/25
West of Wallingford (Site B)	Low	Golden Balls Roundabout Improvements	Deal	TBC	Allocation in the South Oxfordshire Core Strategy with detailed planning permission in place. P14/S2860/O	2020/21
		Jubilee Way Roundabout Improvements	Deal	100%		
		Didcot Central Transport Corridor Improvements	Deal	3.5%		
		Benson Bypass	Deal	10%		
		Watlington Bypass	Deal	50%		
		Clifton Hampden Bypass	HIF	93%		
		Culham River Crossing	HIF	93%		
		Science Bridge	HIF	93%		
West of Reading Road, Wallingford	Low	Golden Balls Roundabout Improvements	Deal	TBC	Detailed planning permission in place. Under construction	2017/18

		Jubilee Way Roundabout Improvements	Deal	100%	P15/S0191/FUL	
		Didcot Central Transport Corridor Improvements	Deal	3.5%		
		Benson Bypass	Deal	10%		
		Watlington Bypass	Deal	50%		
		Clifton Hampden Bypass	HIF	93%		
		Culham River Crossing	HIF	93%		
		Science Bridge	HIF	93%		
Land South of A4130, Didcot	<b>Low</b>	A4130 Dual Carriageway to A34	HIF	93%	Detailed planning permission in place. P18/S0719/RM	2019/20
		Clifton Hampden Bypass	HIF			
		Culham River Crossing	HIF			
		Science Bridge	HIF			



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24 June 2019

## Update on UKAEA's activities at Culham

### BACKGROUND

CSC combines world-class publicly funded research into fusion power; commercial technology organisations and Culham Innovation Centre, to create a powerhouse of high technology innovation and enterprise in South Oxfordshire. CSC is an established part of the southern Oxfordshire cluster of education, science and technology, now known as Science Vale, and has established a broad high technology business base. The UKAEA is a partner in Science Vale and as such is committed to working together with the other partners, including the Oxfordshire authorities and Local Enterprise Partnership (LEP), to help to promote and develop the Science Vale area as an internationally recognised location for enterprise and innovation in science and technology.

### EMPLOYMENT

The CSC forms a key part of Science Vale and the Knowledge Spine and is one of the largest employment centres in the County (covering approximately 80 hectares). Employment levels at CSC have been stable and in excess of 2,000 for many years and, in recent years, with a growing community of commercial science and technology enterprises and the broadening of the UKAEA's portfolio, have started to rise. CSC currently supports over 2,400 jobs and has policy support for 50% growth in the South Oxfordshire Core Strategy under policy CSEM3 (and in the emerging Local Plan, under proposed policy STRAT8).

The growth seen at CSC builds on its stature as the world's leading fusion energy research centre. These are the words of the (former) science minister Sam Gymiah MP on a speech at Culham in October 2018.

*"There are a number of sectors where Britain is poised to lead the world. **Firstly in the sector of fusion technology.** This is the safest, cleanest more sustainable form of energy and no-one in the world has the expertise that we have here".*

The present Science Minister, Chris Skidmore MP, visited in January 2019 and said

*“The work of UKAEA here at Culham will help make British fusion power a reality – this kind of national endeavour is a great example of the vision we need to pursue to deliver the 2.4% R&D target.”*

for more information see <https://www.gov.uk/government/news/fusion-an-example-of-government-science-ambitions-says-minister>

For planning purposes, the UKAEA is assuming that, notwithstanding the eventual closure of JET (which is still some years away), the broadening and burgeoning range of UKAEA technology, materials and engineering work will maintain historic levels of employment in nuclear fusion-related activity and that the growth will come from commercial occupiers, either new occupiers or the expansion of existing organisations.

### **JET, EURATOM and BREXIT**

JET remains the largest European fusion device and is expected to operate until well into the next decade, running alongside MAST-U, the UK’s leading fusion experiment. JET and MAST-U will also make a major contribution to the development of ITER. UKAEA, with MAST, MRF, MDF, RACE and other projects will continue to make a major contribution, internationally, to the development and realisation of fusion energy in ways which are expected to grow and develop activity at CSC.

Funding for the operation of JET **until the end of 2020** was been secured in March 2019, **irrespective of the uncertainty around the UK’s future relationship with Europe** - see <https://www.gov.uk/government/news/future-of-jet-secured-with-new-european-contract>

From 2021 onwards, it is expected that a close “association” between the UK and Euratom (the EU programme that funds JET) will enable JET to continue operating to 2024 at least. An extension to the existing planning arrangements will be sought this year.

In a personal letter to all UKAEA staff members in March, Science Minister Chris Skidmore stated :

*“UKAEA’s wider work, has a bright future post-Brexit. UKAEA is the best place in the world for fusion research, and I am going to make sure this only becomes even more true over the next few years.”*

On a future association with Euratom, he also wrote :

*“You will of course know that the Government’s preferred outcome through all of this activity is to seek an association to the Euratom Research and Training Programme, through which continuity across all collaborative nuclear research activities, including JET and ITER would be secured. But please be reassured that the Government has put in place robust contingency plans, developed in full consultation with UKAEA, should this not prove realistic.”*

In the Spring Statement of 13 March 2019, the Chancellor added:

*“...I will guarantee our commitment to the UK’s funding for the JET nuclear fusion reactor, whatever happens with Brexit...”*

## **NUCLEAR SECTOR DEAL AND INDUSTRIAL STRATEGY**

In addition, CSC is well positioned to be a hub for innovative engineering companies who wish to collocate with this leading national laboratory, which will be one of the centres for the delivery of economic growth anticipated from the **Nuclear Sector Deal** made as part of the **Industrial Strategy** White Paper. Indeed, this development will contribute directly to three themes of the Industrial Strategy Challenge Fund – Clean & Flexible Energy, Robotics & AI and Driverless Vehicles, as well as playing a key role in the Nuclear Sector Deal:

*“The government and the sector also recognise there is a huge opportunity from nuclear fusion technologies to build on the UK’s existing scientific strengths in that area and ensure UK expertise leads the way in pioneering research that has genuine global impact. Therefore, the government is providing £86 million to set up a national fusion technology platform at the UK Atomic Energy Authority’s Science Centre at Culham in Oxfordshire. The new investment will reinforce the UK’s world-leading fusion R&D capability, underline our commitment to international collaboration and allow UK firms to compete for up to £1 billion of international contracts for fusion technologies, including for the International Thermonuclear Experimental Reactor (ITER), which will continue efforts to develop a clean, safe and virtually limitless energy source. The government is also exploring with UKAEA the scope for further developing the Culham site as a hub for advanced nuclear technologies.”*

(UK Government Nuclear Sector Deal, June 2018)

## **PUBLIC INVESTMENT**

Recent investment in UKAEA include:

- £15M for the establishment of the Remote Applications in Challenging Environments (RACE) programme and facilities. Funded partly from the Oxford City Deal, this has already resulted in 150 jobs locally and has helped UK industry win contracts worth over £160m to supply remote handling equipment to facilities such as ITER in France and the European Spallation Source in Sweden. It has also helped to accelerate the growth of local SMEs including Oxbotica, a world class spin-out from Oxford University. In addition to the key support the RACE programmes and facilities provides to international fusion.  
<https://www.gov.uk/government/news/race-to-host-10m-iter-test-facility>

RACE is also becoming a key part of the drive towards AV. In the last 12 months RACE has secured an additional £20m of funding, largely collaborative R&D with academia and industry.

<https://www.gov.uk/government/news/ukaea-robotics-role-in-oxfordshire-science-and-innovation-audit> and  
<https://www.gov.uk/government/news/race-driven-to-support-driverless-cars>

Expansion of RACE has been so rapid, an extension to the existing building has been funded by BEIS and is currently proceeding through the local planning process

- The establishment of the new Materials Research facility (MRF) as part of the £15m National Nuclear Users Forum partnership involving three Government laboratories, four university and a range of key industrial partners. Further investments of £10m to extend the facility over the coming years are planned. The UK Atomic Energy Authority already has an extant planning permission in this regard.  
<https://www.gov.uk/government/news/breaking-ground-for-new-materials-facility>
- The upgrade of the UK fusion facility MAST, with a £57m investment over 7 years. MAST Upgrade will commence operations later in 2019 and is planned to run until early 2030's.  
<https://www.gov.uk/government/news/21-million-investment-for-mast-upgrade>

MAST-U will further explore the science of more compact and efficient fusion devices but will also investigate innovative solutions to one of fusion's biggest technology challenges – exhausting high heat loads from the fusion fuel mixture. This is directly related to the design of future fusion power stations.

- The Government funded £12m Oxfordshire Advanced Skills (OAS) facility, which, eventually, will deliver over 160 advanced engineering apprenticeships a year for UKAEA, STFC and other high tech companies in Oxfordshire. Permission Ref. P17/S4193/FUL marks phase 2 of this project, opening with 96 apprentices in September 2019.
- New publicly (OXLEP) funded facilities alongside RACE (above) to house the growing cluster of Connected Autonomous Vehicle businesses and activity that is building around RACE  
<https://www.gov.uk/government/news/winners-of-51-million-government-competition-to-develop-world-leading-self-driving-car-testing-infrastructure-unveiled>
- Substantial further Government investment (£86M) will enable the construction and operation of two new facilities at Culham – the H3AT tritium research centre and FTF testing facilities. Due to be open in 2021, these will both enable UKAEA to work even more closely with UK industry, with an aspiration to secure a further €1bn of contracts from ITER (building on the €0.5bn already secured).  
<https://www.gov.uk/government/news/86-million-boost-for-uk-nuclear-fusion-programme>  
and <https://www.gov.uk/government/news/ukaea-launches-national-fusion-technology-platform>.

Underpinning all this, the Government has:

Reinforced the importance of the work that UKAEA carries out at Culham Science Centre.  
<https://www.gov.uk/government/news/uk-role-in-fusion-following-eu-exit>

- Committed to contributing continued funding for the operation of JET, the major European fusion facility at CSC  
<https://www.gov.uk/government/news/government-commits-to-continue-funding-its-share-of-europes-flagship-uk-based-nuclear-fusion-research-facility>
- Announced recently that it is backing new commercial development at CSC  
<https://www.businessinnovationmag.co.uk/booming-business-at-culham-means-expansion-for-science-centre/>

## COMMERCIALISATION

To further build on the UK's clear lead in developing fusion a viable energy source, UK Government (in the 2018 Autumn statement) announced an initial £20M (with a further £200m<sup>1</sup> under discussion) for UKAEA to undertake the design of the UK's own compact fusion powerplant design – STEP (Spherical Tokamak for Energy Production). This will necessitate further close collaboration with UK industry and academia and has the potential to accelerate ground-breaking work on the development and commercialisation of fusion technologies. This will maintain UK leadership in nuclear fusion; and to support the Government's Clean Growth Grand Challenge.

STEP design activities will be undertaken by UKAEA at Culham and with the UK industrial supply chain and academic community. The STEP device itself would not be located at Culham, but elsewhere in the UK at a suitable nuclear licensed site.

## SUMMARY

Recent extra Government investment in UKAEA (£86M for H3AT and FTF, initial £20M for STEP and £10M for OAS) clearly demonstrates a strong commitment to UKAEA and Culham from Government and a genuine belief in fusion – as a viable energy source in the next 30 years. These new facilities will continue to play an important role in delivering fusion for decades to come.

Recruitment is at all time high – UKAEA made 350 new job offers in 2018 and both the graduate and apprenticeship schemes are increasing in scale.

The Culham site is also home to ~50 hi-tech companies employing over 800 highly skilled staff. Occupancy is at 98% - demonstrating a clear need for new buildings for UKAEA to use and/or let to tenants. UKAEA has outline planning permission for new buildings totalling 9000 square metres and has now received approval for Government to work with commercial partners to further develop the site.

Government interest and investment in UKAEA and Culham is at unprecedented high levels not seen in decades. Far from a site winding down, Culham is expanding and has a long term future in meeting the real challenges of putting fusion on the grid in the future, as well as building a fusion technology / advanced engineering cluster in support of that ambition.



Prof Ian Chapman, FInstP  
CEO, UKAEA

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<sup>1</sup> The business case for a further £200M has been approved by the BEIS Investment Committee and signed off by ministers and is now being discussed with Treasury

Holly Jones  
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Dear Sirs

**Town and Country Planning Act 1990**  
**South Oxfordshire Local Plan Submission Version (2034)**  
**Report to Cabinet 10 July 2019**

We act for Summix Limited and have been asked to comment upon the report prepared for the meeting of the Cabinet on 10 July 2019.

That report is concerned with the proposed revision of the emerging South Oxfordshire Local Plan to better reflect the intentions and aspirations of Councillors and, in turn, identifies four options to achieve this objective. We have been asked to provide a short considered assessment of each of these options and to determine the overall risk profile to the Council.

It is important at the outset to note that the substantial housing allocations identified in the draft Local Plan are predicated and informed by the "ambitious" plan of the combined authorities (see page 92) for housing delivery within this part of Oxfordshire. It is this deliberate inflation of the housing numbers within South Oxfordshire which have predetermined the need for the provision of the identified housing sites and, in turn, the proposed significant Green Belt releases.

There is nothing wrong with this initiative if it is a fair reflection of the intention of the Council, but it also follows that any substantive movement away from this previous strategy to effectively reduce the housing commitment and to protect the Green Belt will require the wholesale revision and redefinition of the Local Plan.

As it is reflected in your own Officers assessment this immediately ensures that Option One and Option Two as identified in the Report cannot be pursued. This is because the appointed Inspector does not have the capacity or authority to make fundamental changes (see paragraph 47) and, in turn, the scale of changes required would be too significant to be secured by modification (paragraph 76).

This conclusion has now been supported by the Scrutiny Committee and it is also notable that this view has been further reinforced by the very recent conclusions of the Local Plan Inspector for the Vale of the White Horse, who has explicitly confirmed that he had no powers to amend the overall housing allocation.

The remaining options of withdrawal and revision or republication carry essentially the same consequences and risks and must be considered in further detail. These risks can be summarised as follows:

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### **Speculative applications**

There is no prospect that the Council would be at risk of speculative applications for the foreseeable future. As is confirmed at page 9 of the Supplementary Paper, the Council can demonstrate a 9.8 year housing land supply against the 'standard methodology'. This is identified as a template mechanism and operating standard for the proper assessment of local housing need at paragraph 60 of the NPPF and is a clear safeguard for the Council.

The Supplementary Paper helpfully suggests (Figure 1 on page 8) that if nothing further changes this position should provide breathing space to pursue Option 3 or 4 until 2027, but even this is a very restrained assessment because it assumes no further consents will be secured pursuant to the extant Local Plan. This is an even more important point in review of Figure 2 on page 12) because again this assumes that none of the sites that are dependent upon HIF or Deal funding will come forward without the support of the emerging Local Plan.

This prevailing position also ensures that the potential risk of intervention by the Secretary of State is very unlikely within the next 7-8 years. This is because the Council has not and will not fail in the delivery of housing for the foreseeable future and there isn't any immediate and pressing need for further housing provision through the Local Plan.

It also follows that the claimed risk of Judicial Review is non-existent, as any decision to withdraw the Plan would be entirely within the reasonable judgement and control of the local planning authority.

### **Growth Deal**

It is important to note that the Oxfordshire Housing and Growth Deal has a broader remit than just South Oxfordshire and relates to the administration and planning function of six Oxfordshire Councils and the Oxfordshire Local Enterprise Partnership. It is also a central plank of the Government's housing policy and remains a significant part of the national housing growth initiative.

In this context, the prospect of withdrawal of the funding by Government in response to the decision by South Oxfordshire Council to re-evaluate its position must, on any fair assessment, simply not be in prospect. This is particularly the case where the accurate assessment of unmet housing need in Oxford City has yet to be determined (paragraph 111), the joint planning strategy for Oxfordshire has yet to be identified (paragraphs 34 and 43) and the future alignment of the Oxford to Cambridge Expressway (paragraph 123) remains unknown.

### **Housing Infrastructure Funding**

It is important to note that the commitment made by the Government to HIF relates entirely to projects (paragraph 37) identified in the adopted Core Strategy. This ensures that the associated development projects can still come forward and that the Council can secure the same funding within this established and adopted policy context.

It is also, more importantly, the case that the identified funding is all directed at highway improvement works needed to facilitate the Oxford to Cambridge Expressway as relates to the existing highway network within and around Didcot. Again, the prospect that this funding would be withdrawn to the prejudice of this programme is, to put it at its lowest level, remote as it would only operate to undermine the whole growth strategy for this part of Oxfordshire.

### **Conclusion**

It is important to emphasise that the submitted Local Plan is ultimately intended to reflect the intention and aspiration of the Council and the clear implication of this is that the local authority should only submit a plan "*it considers to be sound*" (see the Inspector's letter provided with the Frampton's letter of 14<sup>th</sup> June 2019). If this isn't the case the whole Local Plan strategy will be flawed and will have direct and significant implications for the future determination of

## Agenda Item 6

Date: 9 July 2019

Your ref:

Our ref: ANDREWST\NEW-NEW

Page: 3

planning applications that are submitted to the Council in accordance with the emerging and adopted Local Plan provisions.

In short, if Councillors have a concern as to that initiative this is the moment to take action, as the end consequence of this process is that the Council will be presented with a series of substantial and controversial planning applications that you will be directed to approve by Officers in accordance with the adopted policy context. It is these approved applications that will attract Government funding and if they are not to be supported by Councillors it is better that this judgment is exercised now and at a point where alternative initiatives are still in your control.

We trust the above submissions are of assistance.

Yours faithfully

A handwritten signature in cursive script that reads "Eversheds Sutherland".

**Eversheds Sutherland (International) LLP**

Cabinet Report 10-07-2019 Local Plan; Appendix 10

**From:** Ian Kemp <[ikemp@icloud.com](mailto:ikemp@icloud.com)>  
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**Cc:** Bunn, Eleanor <[Eleanor.Bunn@southandvale.gov.uk](mailto:Eleanor.Bunn@southandvale.gov.uk)>  
**Subject:** SODC Local Plan Progress

Dear Holly & Emma,

The Inspectors thank the Council for the update. They note Scrutiny were due to meet on the 2nd of July, are you able to provide an update as to whether they reached any conclusions?

In terms of the specific queries outlined in your letter, the Inspectors are keen to get on with the hearings for the Oxford City LP. At the moment it is anticipated they might take place in the autumn, but this is dependent on a number of factors including Oxford's responses to the Inspectors' questions and indeed the availability of the Council's team and accommodation.

The hearings into the Oxford City LP are likely to take place before those of South Oxfordshire and we will invite representatives from South Oxfordshire and other authorities in the housing market area to make representations at the hearings.

The Inspectors' preference is normally to hold all the hearings together rather than to separate out housing and issue an interim letter on the subject. However, the approach taken in this instance will depend on a number of factors including the response from Oxford City Council to their initial questions and comments, the complexity of the housing issues involved, and the manageability of the overall process. Even if there is no interim letter, attendees will be able to gain a clear understanding of the Inspectors' preliminary verbal conclusions at the hearings.

As regards the future of the South Oxfordshire Local Plan, way forward is clearly a matter for the Council, but the Inspectors would like to make two very important points in respect of Option 2. Firstly, the changes referred to will presumably not have been subject to Regulation 19 consultation. Secondly, the Inspectors can only recommend main modifications where they are necessary to ensure the soundness or legal compliance of the **submitted plan**. Changes that are considered desirable for whatever reason by the Council and would amount to main modifications but are not necessary to remedy the soundness or compliance of the submitted plan **will not be recommended by the Inspectors as main modifications** and cannot be taken forward.

Regards

Ian Kemp  
Programme Officer