

DRAFT

OXFORDSHIRE JOINT STATUTORY SPATIAL PLAN  
SCOPING DOCUMENT

Produced by:



Supported by:



**Oxfordshire Joint Strategic Spatial Plan**  
**Scoping document V4**

**1.0 Introduction**

- 1.1** The Councils in Oxfordshire have agreed to produce a Joint Statutory Spatial Plan (JSSP), building upon the existing joint working and partnership arrangements through the Oxfordshire Housing and Growth Deal. The Oxfordshire JSSP will provide a strategic policy framework for Oxfordshire to 2050. This recognises and reinforces the commitment to the Housing and Growth Deal to deliver up to 100,000 homes over a 20 year period by 2031.
- 1.2** The JSSP will identify the number of new market and affordable homes, the level of economic growth and related infrastructure that is needed across Oxfordshire. It will then seek to place the required growth in a cohesive and sustainable spatial planning framework that will set the scene for a future round of Local Plans. This approach will allow district local planning authorities to subsequently establish detailed planning policies and site allocations at a local level.
- 1.3** The JSSP will cover the administrative county area of Oxfordshire. However, it will seek to address linkages to wider planning considerations, for example the Oxford-Cambridge Growth Corridor. This will comprise the local planning authorities of:
- Cherwell District Council
  - Oxford City Council
  - South Oxfordshire District Council
  - Vale of White Horse District Council
  - West Oxfordshire District Council
- 1.4** The JSSP will also be prepared in partnership with Oxfordshire County Council, which has a key role given its responsibilities, such as transport and education.
- 1.5** This Scoping Document aims to:
- Determine the geographical extent of the JSSP
  - Explain the policy context within which the JSSP is proposed and parameters for the JSSP
  - Determine the plan period for the JSSP
  - Set out the timetable, key milestones and procedures of the JSSP
  - Set out the proposed structure of the JSSP
  - Explain the robust evidence base which will be required to underpin the delivery of a sound JSSP
  - Clarify the linkages to other relevant work programmes
  - Explain the governance arrangements of the JSSP project
  - Set out the importance of communications and consultation to the project
  - Set out the JSSP team structure

**2.0 Geographical extent**

- 2.1** The JSSP will cover the administrative area of Oxfordshire (all 5 constituent districts). The parties involved in the JSSP have committed to this process as they see the benefits of

collectively agreeing the level of growth, the broad spatial location of that growth and in setting aspirations for place making at a strategic level. The JSSP also offers an opportunity to formally consider the infrastructure needs collectively and will form part of any application for infrastructure funding through the Growth Deal or other sources.

**2.2** Planning on an Oxfordshire-wide scale gives added benefits to the plan. Many of the issues that a plan needs to consider are better dealt with at this higher level, for example Oxfordshire is a housing market area and functional economic area, people live and work across the county, everyday life is not restricted to district administrative boundaries. Some spatial planning issues for example Green Belt, biodiversity and transport can be dealt with at a district level but will benefit from consideration at a higher level with a consistent approach across the authorities. The JSSP will also form valuable evidence of compliance with the Duty to Co-operate.

### **3.0 Policy context and parameters**

**3.1** Each Oxfordshire district is committed through the Oxfordshire Housing and Growth Deal to submitting a Local Plan for examination by April 2019. The districts are at different stages of Local Plan production, however each authority is well on the way to producing a Local Plan covering the period to 2031 or 2036. Those plans make provision for the 100,000 homes by 2031 that forms part of the deal with the government, and they allocate specific sites for development.

**3.2** The JSSP will build on the foundations set by the suite of current and emerging Local Plans and look at the strategic planning issues for the period up to 2050. The JSSP will take into account the existing commitments made by this suite of plans through their site allocations as a baseline for the earliest part of the JSSP plan period.

**3.3** The agreed Statement of Common Ground identified the following key matters for the JSSP to set out:

- An overall strategy for the pattern and scale of development in Oxfordshire to 2050
- Identify the number of new market and affordable homes and level of economic growth needed across Oxfordshire
- Identify an appropriate spatial strategy and strategic locations for new development based upon an understanding and appreciation of both the environmental quality and natural capital of Oxfordshire
- Outline the strategic transport and other infrastructure that needs to be provided to support sustainable growth

**3.4** The JSSP will be a formal Development Plan Document, prepared under Section 28 of the Planning and Compulsory Purchase Act 2004 (as amended) which enables two or more local planning authorities to agree a joint Plan. It will form part of the development plan for each of the authorities in Oxfordshire and will be used in the formulation of more detailed plans locally and in determining planning applications where appropriate.

**3.5** The JSSP will form the framework within which subsequent Local Plans will be drafted. Subsequent Local Plans will need to be in broad conformity with the JSSP and provide a detailed application of the strategic policies which it contains.

**3.6** All parties agree that whilst the JSSP will set out the level of growth and the strategy and broad locations for growth; the JSSP will not contain detailed policies which would be better determined at a local district level. Those will be set out in the next round of Local Plans.

**3.7** The table below gives a broad indication of the policy coverage of these plans and the relationships between them:

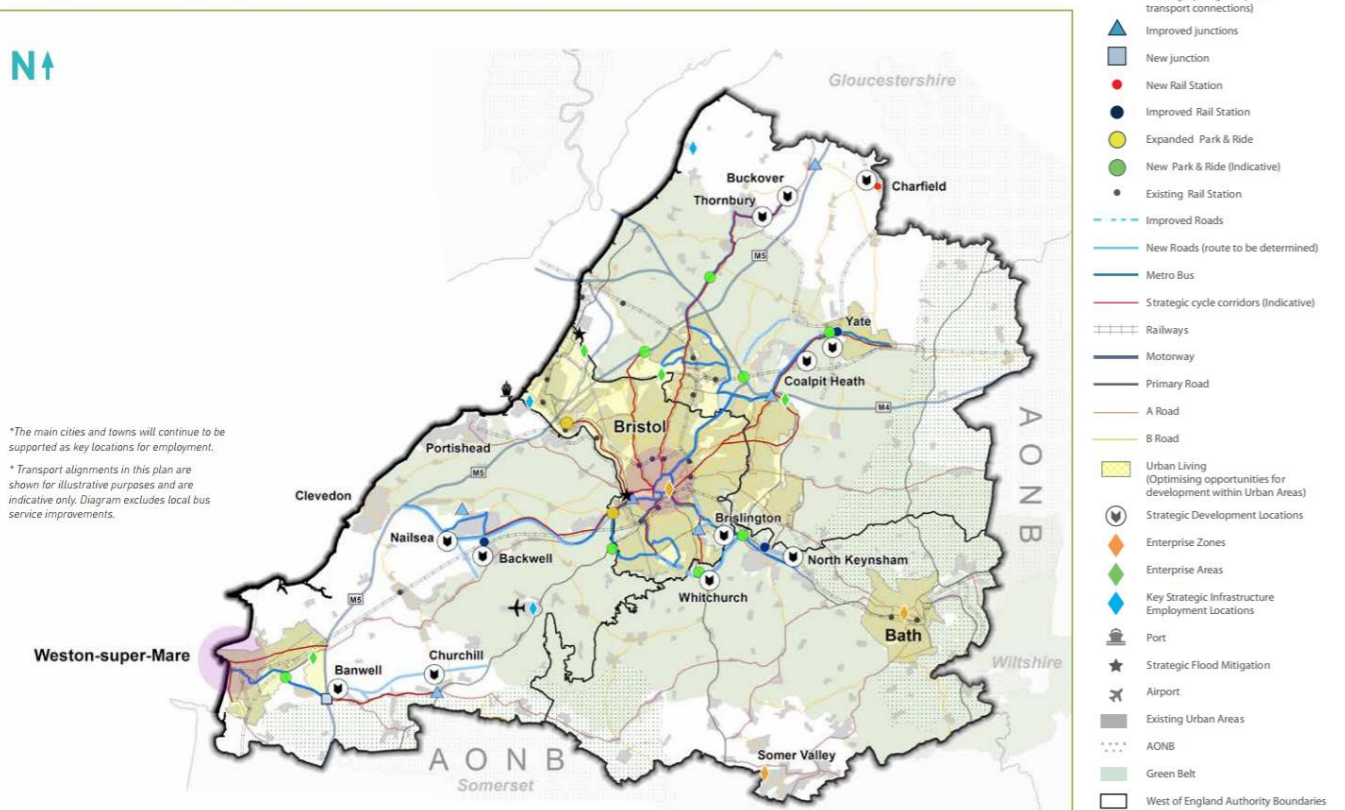
	<b>Current/ emerging Local Plans</b>	<b>Joint Strategic Spatial Plan</b>	<b>Future round of Local Plans</b>
County wide housing requirement figures		√	
County wide employment growth figures		√	
Identification of proposed growth areas		√	
Strategic housing trajectory		√	
Housing allocations and detailed housing trajectory	√		√
Affordable Housing requirements	√	√	√
Detailed housing policies	√		√
Employment allocations and trajectory	√		√
Detailed employment policies	√		√
Retail hierarchy	√	√	
Detailed retail policies	√		√
Tourism policies	√		√
Green Belt strategy and	√	√	
Detailed Green Belt Boundaries	√		√
Regeneration policies	√		√
Gypsy and Traveller and boat dwellers needs	√	√	√
Open space, sport and recreation allocations	√		√
Open space, sport and recreation policies	√		√
Renewable energy	√		√
Biodiversity and natural environment (Strategic policies)		√	
Biodiversity and natural environment (Detailed policies and designations)	√		√
Placemaking and built environment (Strategic policies)		√	
Placemaking and built environment (Detailed policies and designations)	√		√
Green infrastructure		√	

(Strategic policies)			
Green Infrastructure (Detailed policies and designations)	✓		✓
Strategic Environmental Allocations	✓	✓	✓
Transport strategy		✓	
Transport (Detailed policies)	✓		✓
Infrastructure strategy		✓	
Infrastructure (Detailed policies)	✓		✓

**3.8** The JSSP will set out the identified housing requirement for Oxfordshire and the apportionment for each Local Authority area and identify broad locations for strategic housing and economic growth within each Local Authority area, taking account of the opportunities offered by infrastructure investment, environmental constraints and economic growth forecasts.

**3.9** Whilst the JSSP will determine the spatial strategy and strategic locations for new development, it is unlikely to allocate sites. The precise level of detail that this information will presented in will be determined through the production of the plan. However it is considered that for the JSSP to add real value to the process, to set a good framework for the Local Plans that follow, and for authorities to be able to resist speculative proposals that do not fit within the agreed strategy, the JSSP needs to go beyond global Oxfordshire figures and district based apportionments and be more specific with identified areas on a key diagram with associated housing / employment numbers. The diagram below is taken from the West of England Plan as an example.

Figure 7: Appendix A: JSP Key Diagram



## 4.0 Plan Period

4.1 The Oxfordshire Housing and Growth Deal commits the JSSP to covering the period to 2050. This is a significantly longer period than is typical with a Local Plan and is important in this strategic context. It is more difficult to predict and forecast patterns and needs with certainty over an extended period and it is well accepted through examination that the level of detail and certainty of an evidence base supporting a plan will decrease over the plan period. It is considered appropriate therefore that the JSSP will address the time period in phases. For example it would seem logical to consider the period 2020-2030, then 2030-2040 and then 2040-2050 as phases of the strategy.

4.2 In terms of that first phase, 2020-2030, a significant amount of joint work across the Oxfordshire authorities has already taken place with a joint SHMA, agreed apportionment of Oxford's unmet need and the post-SHMA work. All of this has fed into the current and emerging round of Local Plans. These Local Plans cover the period from 2011-2031/36. There is therefore a good deal of detail and certainty around the period to 2031/36 as plans and strategies are well advanced.

4.3 The next two phases of the JSSP 2030-2040 and 2040-50 will be based on a new evidence base produced specifically for the JSSP. The level of certainty around any forecasting will vary from topic to topic, but in general it is considered it will be possible to have a good level of certainty in data for the period 2030-2040 even if the level of confidence in the assessments for the period 2040-2050 is less certain. It is nonetheless vital to address the latter part of the period as a core part of the plan; it is this long-term vision where the JSSP adds real value to the traditional approach of plan making. This longer timeframe also offers the opportunity to take account of and harness the benefits that will come with long term infrastructure investment such as East-West Rail and the Oxford-Cambridge Expressway.

## 5.0 Timetable, key milestones and procedures

5.1 The Oxfordshire Housing and Growth Deal commits the parties of the JSSP to a high level timetable for its production. The deal milestones for the JSSP are as follows:

- Joint Project Board established under Section 28 – July 2018
- Draft JSSP published for formal consultation (Reg. 19) – 30<sup>th</sup> October 2019
- Submission of JSSP – 31<sup>st</sup> March 2020
- JSSP Adoption (subject to examination) – 31<sup>st</sup> March 2021

5.2 The procedures for developing a statutory development plan document are described in regulations. There are therefore several key interim milestones to build into this timetable. This results in a more detailed timetable for production of the JSSP which can summarised as follows (the more detailed project breakdown is provided at AppendixX):

- Early Stakeholder Engagement - September 2018
- Consultation on Preferred Strategy Options (Reg. 18) - February / March 2019
- **Consultation on Proposed Submission Draft Plan (Reg. 19) - October / November 2019**
- **Submission to the SoS for examination - March 2020**
- Examination - Expected September 2020 TBC
- Receipt and Publication of Inspector's Report - December 2020

- **Adoption - March 2021 (subject to examination)**

- 5.3** It is important to recognise that once the JSSP has been submitted to the Secretary of State (Planning Inspectorate), the responsibility for the timetable of the examination is no longer under the control of the plan makers but determined by the appointed Inspector. As such the later milestones are estimations based on experience of these processes and are not fixed through the Growth Deal agreement.
- 5.4** As required in the regulations, a Local Development Scheme (LDS) has been drawn up to set out and make public the timeline for the production of the JSSP. Each local authority will adopt the JSSP LDS. This will be adopted in addition to their own LDS which sets out the local plans authorities will be producing.
- 5.5** Another requirement of the regulations is the production of a Statement of Community Involvement (SCI) to set out the ways in which the plan making body will involve and consult with the public and stakeholders through the project. An SCI for the JSSP has been produced and this will also be adopted by each authority and will stand alongside their own SCIs.
- 5.6** The decision making bodies for the JSSP production are the five local planning authorities (see section X on governance). The individual Councils will be asked to formally approve JSSP documents as follows:
- Approve LDS and SCI – November 2018
  - Approve JSSP Preferred Options Document for consultation (Reg 18) – January 2019
  - Approve Submission draft JSSP for consultation (Reg 19) and submission to SoS – September 2019
  - Adopt JSSP – March 2021 (subject to examination)
- 5.7** The JSSP timetable is ambitious and reflects the commitment of the parties involved to delivering change for Oxfordshire. In order to keep to this ambitious timetable, and underline the joint working approach taken, the individual authorities have agreed to hold co-ordinated council meetings at the above stages. All authorities will hold the relevant meetings within the same week (as far as possible) and consider a joint report from the JSSP project team.

## **6.0 Proposed structure of the JSSP**

- 6.1** It is anticipated that the structure of the document will comprise the following elements:
- (a) Introduction – Setting out the purpose of the document, Oxfordshire in a wider context, policy framework – the relationship of the JSSP to other documents and plans and the functional housing and economic market area.
  - (b) Spatial Portrait- setting a spatial context for the county and identifying issues and opportunities to be considered in the JSSP
  - (c) Vision and Objectives – linked to the Sustainability Appraisal and evidence base.
  - (d) Spatial Strategy - overall quantum of development for housing and employment together with strategic development locations and opportunities and the necessary strategic infrastructure to support this, including a key diagram
  - (e) Delivery & monitoring – to include phasing of development, review mechanisms, monitoring, funding arrangements etc.

**6.2** Early work on the JSSP will focus on the vision and objectives for the plan including the vision Oxfordshire in 2050. The early stakeholder engagement will focus on these aspects; they will also form part of the first round of formal consultation (Regulation 18 - February 2019) will also test options for the Spatial Strategy. A clear vision is key to engaging the wider community in the project and objectives form a vital part of the Sustainability Appraisal process for the plan and will help test the effectiveness of the project.

## **7.0 Supporting evidence base**

**7.1** A bespoke evidence base will be required to support the JSSP. The list below gives an indication of the pieces of technical work that will be required as part of this evidence base. This list is not exhaustive; more pieces of work may become relevant or apparent as the project progresses. Some of these pieces of work already exist and can be relied on for the purposes of the JSSP with no or only minor updates. This list will be reviewed throughout the project as work progresses:

- a) Oxfordshire Local Housing Need calculation
- b) Economic forecasting and job growth calculation
- c) Transport strategy, assessment and modelling
- d) Sustainability Appraisal
- e) Habitat Regulations Assessment
- f) Green Belt Review/Assessment
- g) Other infrastructure assessments/update of OXIS
- h) Flood Risk Assessment
- i) Natural Capital Assessment (including biodiversity)

**7.2** These studies will be collected in various ways to ensure that the evidence base is both robust and proportionate (at the appropriate level of detail), and that this is done in a cost-effective way. For example each authority already has a Strategic Flood Risk Assessment (SFRA), these are carried out to an established methodology and as such it may not be necessary to prepare a joint SFRA. However, other studies will require review and updating, and some new studies will need to be commissioned from specialist consultants. Where consultants are commissioned all draft briefs will be reviewed and approved by officers of each district ahead of the competition process.

## **8.0 Links to other work programmes**

- Need to link to LIS
- Need to link to a new transport vision
- Growth corridor
- expressway

## **9.0 Governance arrangements**

**9.1** The JSSP is a core work stream of the Oxfordshire Growth Board as part of the Housing and Growth Deal, yet the decision making bodies for the production of a plan are the 5 districts as Local Planning Authorities. This section seeks to set out the governance arrangements for the project.



**9.2** The Growth Deal commits to the establishment of a Joint JSSP Project Board to take forward the project under Section 28 of the Planning and Compulsory Purchase Act (2004). Section 28 of the Act provides the means for more than one Local Planning Authority to jointly produce a Local Development Document (the JSSP).

**9.3** Two groups will be set up to help guide the preparation of the JSSP, a Member Sub Group, made up of Elected Members, and an officer project board made up of senior officers.

**9.4** *Member sub-group:*

- Made up of members from the Districts and a County observer
- Will provide political advice and input into the work of the JSSP project team
- Representatives of the Statutory Agencies will be invited to participate in meetings as the agenda requires their advice and input
- Not a decision making group but will make recommendations to the Growth Board and to the individual Local Planning Authorities
- Meet quarterly with flexible programme to reflect the JSSP work programme
- Meet after the Officer Project Board

**9.5** *Officer Project Board:*

- Made up of the relevant Heads of Service of the District Councils, including the JSSP Project Sponsor, the Growth Deal Workstream Lead, and representatives of the County Council, OxLEP, MHCLG, Homes England and other relevant bodies as required.
- Meet quarterly with flexible programme to reflect work programme
- Meet ahead of the Member Sub Group

**9.6** *Provisional work programme and meeting dates:*

- September 18 – part of the September launch that is planned
- November 18 – help to refine the Regulation 18 document; discuss the jobs numbers and housing numbers for the plan period (LIS will have been submitted)
- February 19 – during Regulation 18 consultation; start exploring the spatial expression of the numbers
- May 19 – help to refine the Regulation 19 document and prepare for the consultation

**9.7** The table below identifies members of the two groups that make up the JSSP Project Board:

<b>Officer Project Board</b>		
<b>Partner</b>	<b>Officer</b>	<b>Responsibility</b>
West Oxfordshire DC	Giles Hughes	Project Sponsor - Overall responsibility for ensuring that the project meets its objectives and delivers the projected benefits. In addition same responsibilities as other Heads of Service.
Growth Deal	Deal Director	Provide direction and support for the JSSP Project Team and the link to the Growth Deal / Board.

Oxford City Council	Patsy Dell	Provide direction for the JSSP Project Team and the link to the corporate decision making processes of the Local Planning Authorities.
Cherwell DC	Adrian Colwell	
South Oxfordshire and Vale DCs	Adrian Duffield	
<b>Member Sub-group</b>		
<b>Partner</b>	<b>Member</b>	<b>Responsibility</b>
Cherwell DC	Cllr Colin Clarke	Will provide political advice and input into the work of the JSSP project team.
Oxford City	Cllr Alex Hollingsworth	
South Oxfordshire DC	Cllr Will Hall Sub all con group members	Not a decision making group but will make recommendations to the Growth Board and to the individual Local Planning Authorities.
Vale of White Horse DC	Cllr Anthony Hayward Sub- all con group members	
West Oxfordshire DC	Cllr Jeff Haine Sub Cllr Toby Morris	
Oxfordshire County Council (Observer)	Cllr Fox –Davies Sub Cllr Jeanette Matelot	

**JSSP Liaison Group**

**9.8** Work on the JSSP to date has been carried out by the Interim Project Team. This group made up of a planning officer representative from each of the partner bodies has been meeting regularly to put in place the various project management documents and arrangements required to initiate the JSSP project. This work means that the JSSP Project Team is able to start from a good position with much of the scoping, project planning, and statutory requirements well underway.

**9.9** This group has limited capacity, running as it does with donated time from the districts. With the establishment of the JSSP Project Team, it is proposed that this team, with their well established relationships and working arrangements is retained but adapts to form a Liaison Group for the project. This group would continue meeting on a regular basis but with a changed role, advising and performing a liaison function with the consistent authorities. The table below identifies members of the liaison group.

<b>JSSP Reference / Liaison Group</b>		
<b>Partner</b>	<b>Officer</b>	<b>Responsibility</b>
Cherwell DC	Alan Munn	Members of the Liaison Group will meet regularly to provide the key link between the JSSP Project Team and the authorities. They will bring key messages from their organisations to the JSSP Project Team and provide feedback to the Project Team on proposals and plans based on discussions within their organisations. They will help develop the agenda for the Officer Project Board and Member Sub Group meetings.
West Oxon DC	Andrew Thompson	
South Oxon DC	Holly Jones	
Vale WH DC	Andrew Maxted	
Oxford City	TBC	
Oxfordshire CC	Amanda Jacobs	

## **10.0 Engagement and communication**

- 10.1** It will be important to ensure that stakeholders are kept up to date with progress on the JSSP and have the opportunity to feed into the project. The SCI sets out the general approach to engagement and consultation. Formal consultation periods will be held at two key stages, Regulation 18 (February 2019) and Regulation 19 (October 2019).
- 10.2** Communications should be proactive, positive and high profile to reflect the wishes of the Board that public engagement and knowledge of the JSSP is at a high level. The project team will seek to maximise the use of digital channels for engagement, for example:
- Advertising- for example of key events
  - Social Media
  - Develop an interactive and engaging JSSP website, including a consultation portal
  - Commission highly professional video(s) to demonstrate the message on the website
  - Ensure that the opportunities on each partners website are maximised and that there is clear signposting to the JSSP website

## **11.0 JSSP Team Structure**

- 11.1** The JSSP project team will be responsible for co-ordinating and producing the work on the JSSP. Resources will come from 3 main sources:
- Core team recruited/seconded through the Growth Deal Capacity Fund Budget
  - Resources from the partner bodies (more specific task related)
  - Commissioned advice/expertise from external sources

## **12.0 Project timetable**

- 12.1** The project timetable is as follows. Bold milestones and dates are those set out in the Growth Deal.

<p>Preparation work June 18-October 18</p>	<p>Produce Scoping Document for the JSSP Scope evidence base needed Review and collate existing evidence base Draft briefs for evidence base studies Early work on issues and objectives Scoping Document is agreed Drafting of SA Scoping Report Identify stakeholders and agree plan for early stakeholder engagement First meeting of JSSP member sub group September project launch/engagement (incl. consult on SCI/SA Scoping doc) Summarise issues consultation responses</p>	<p>June 2018 June 2018 June 2018 June-July 2018 May-June 2018 June-July 2018 June-July 2018 June 2018 July 2018 September-October 2018 October 2018</p>
<p>Preferred Options Document July 18-April 19</p>	<p>Drafting of Preferred Options Document Drafting of SA report Refine PO drafting work with Sub-Board (and key Stakeholders) Finalise Preferred Options Document Committee meetings to agree LDS and SCI Draft template committee report for all authorities to use Circulate PO report for Council committee approvals Prepare for consultation <b>Committee meetings to agree PO Document for consultation</b> <b>Consult on PO Document (Reg 18)</b></p>	<p>July-October 2018 August-September 2018 October 2018 November 2018 November 2018 November 2018 December 2018 December-February 2019 <b>January 2019</b> <b>Feb -March 19</b></p>
<p>Proposed Submission Document April 19-Nov 19</p>	<p>Process representations on PO Document Update any evidence base as required Write Proposed Submission Document SA Proposed Submission Document Refine Proposed Submission Document with Board and Key Stakeholders Finalise Proposed Submission Document Draft template committee report for all authorities to use Circulate Proposed Submission report for Council committee approvals Prepare for consultation <b>Council meetings to approve Proposed Submission Document</b> <b>Consult on Proposed Submission Document (Reg 19)</b></p>	<p>April 2019 January-April 2019 March-May 2019 March-April 2019 May 2019 May 2019 June 2019 July 2019 June-September 2019 <b>September 2019</b> <b>Oct-Nov 2019</b></p>
<p>Submission Document Nov 19-March 20</p>	<p>Process representations on Proposed Submission Document Amend Submission Document SA amended Submission Document Refine amended Submission Document with Board and Key Stakeholders Finalise Submission Document Finalise supporting documents including consultation statement etc. <b>Submit (and examination period)</b></p>	<p>Nov-December 2019 Nov-December 2019 December-January 2020 January 2020 February 2020 January-February 2020 <b>March 2020</b></p>
<p>Examination &amp; adoption June 20-March 21</p>	<p>Pre Hearing Meeting Preparation for hearings Hearing Sessions Receive Inspector's Report Finalise Adoption Document Draft template committee report for all authorities to use Circulate adoption report for Council committee approvals <b>Council meetings to adopt JSSP</b></p>	<p>June 2020 June-September 2020 September 2020 December 2020 December 2020 December 2020 January 2021 <b>March 2021</b></p>