

Agenda

Oxfordshire Growth Board

Date: **Monday 30 October 2017**

Time: **2.00 pm**

Place: **The Old Library, Town Hall**

For any further information please contact:

Jennifer Thompson

✉: democraticservices@oxford.gov.uk ☎: 01865 252275

Voting Members 30/06/2017-30/06/2018

Chair - Leader of Oxford City Council	Councillor Bob Price
Vice- Chairman - Leader of South Oxfordshire District Council	Councillor John Cotton
Leader of Cherwell District Council	Councillor Barry Wood
Leader of Oxfordshire County Council	Councillor Ian Hudspeth
Leader of Vale of White Horse District Council	Councillor Matthew Barber
Leader of West Oxfordshire District Council	Councillor James Mills

Non- voting Members 30/06/2017-30/06/2018

Chairman of OXLEP	Jeremy Long
Vice Chairman and Skills Board Representative	Adrian Lockwood
Universities Representative	Professor Alistair Fitt
OXLEP Business Representative – Bicester	Phil Shadbolt
OXLEP Business Representative – Oxford City	Richard Venables
OXLEP Business Representative – Science Vale	Andrew Harrison
Homes and Communities Agency Representative	Catherine Turner
Oxfordshire CCG Representative	David Smith
Environment Agency Representative	Veronica James

Note: Members of the Board may be accompanied at the table by senior officers from their organisation.

As a matter of courtesy, if you intend to record the meeting please let the Committee Services Officer know how you wish to do this before the start of the meeting.

AGENDA

PART ONE PUBLIC BUSINESS

Pages

1 APOLOGIES FOR ABSENCE AND SUBSTITUTE MEMBERS

Apologies for absence should be notified by email to democraticservices@oxford.gov.uk or telephone 01865 252275 prior to the start of the meeting.

2 DECLARATIONS OF INTEREST

3 MINUTES OF THE LAST MEETING

Purpose: to confirm as a correct record the minutes of the meeting of the Oxfordshire Growth Board held on 26 September 2017.

4 CHAIR'S ANNOUNCEMENTS

Purpose: to receive communications from the Chair.

5 PUBLIC PARTICIPATION

Members of the public may ask questions of the Chairman of the Growth Board, or address the Growth Board on any substantive item at a meeting, subject to the restrictions set out in the public participation scheme.

The total amount of time allowed for public participation at a meeting shall not exceed 30 minutes unless the Chairman consents to that in the interests of the proper conduct of the business of the Board.

A person speaking to the Board may speak for up to 3 minutes. The Board members may ask questions for clarification.

Asking a question

Questions (in full and in writing) must be received before 5pm on Tuesday 24 October 2017 by the Chief Executive of the host authority. A written or verbal answer will be provided by the Chairman at the meeting. The questioner may ask a supplementary question directly related to either the original question or the reply received.

Addressing the Board

Notice of a wish to address the Board must be received before noon on Friday 27 October 2017 by the Chief Executive of the host

authority.

Petitions

Petitions on matters directly relevant to matters in which the Board has powers and duties must be received before 5pm on Tuesday 24 October 2017 by the Chief Executive of the host authority. The representative of the petitioners may speak. Petitions are referred without discussion to the next meeting.

Questions, petitions and notice of addresses should be submitted to the committee secretary at democraticservices@oxford.gov.uk or delivered/ posted to the Chief Executive at Oxford City Council.

6 JOINT SPATIAL PLAN BUSINESS CASE

7 - 28

Report attached.

Purpose: to consider the business case for a Joint Spatial Plan for Oxfordshire.

Recommendations: that the Growth Board recommend to constituent councils:

- that they work together to take forward a joint spatial plan; and
- within the first stages of the project and in discussion with government, seek to agree the most appropriate arrangements to take forward a joint plan; and
- that the Chief Executives of the Oxfordshire Local Authorities take forward the necessary programme of work to achieve a joint plan.

7 HOUSING AND GROWTH (PLACE BASED) DEAL UPDATE

Purpose: to provide a verbal update on the progress of discussions with Government officials on developing a housing and growth (Place based growth) package for Oxfordshire

Recommendation: that the Growth Board notes the progress.

8 BUSINESS RATES UPDATE

Report to follow

Purpose: to set out proposals to government for forming a pilot for an Oxfordshire Business rates pool in 2018/19, including retention of business rates growth in the interests of the county.

Recommendation: that the Growth Board note and endorse the proposals.

9 OXFORDSHIRE 2050 TRANSPORT VISION - VIDEO

Purpose: to show the video setting out the Oxfordshire 2050 transport vision.

The video is available at

<https://www.youtube.com/watch?v=-4koosxZMmo>

10 LIVING LABS - DEVELOPING A PLACED BASED APPROACH TO THE INDUSTRIAL STRATEGY

Presentation from Oxfordshire County Council and LEP officers.

Recommendation: that the Growth Board notes the presentation.

11 MATTERS ARISING FROM OXLEP

A representative of OXLEP will then provide a verbal update on:

- Transformative Technologies SIA
- Programme Delivery
- Other relevant matters

12 UPDATES ON MATTERS RELEVANT TO THE GROWTH BOARD

Growth Board members and officers may verbally update the Board on progress on matters previously before the Board for consideration, listed in the work plan, or relevant to the Board's future decisions.

This is for the sharing of information and no decisions will be taken.

13 DATES OF NEXT MEETINGS

Dates for future meetings are:

30 November 2017

1 February 2018

27 March 2018

11 June 2018

All meetings are to be held 2.00pm to 4.00 pm in the Oxford Town Hall, Old Library.

Councillors' duties on declaring interests

General duty

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

What is a disclosable pecuniary interest?

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

Declaring an interest

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

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

Member's Code of Conduct and public perception

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

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

OXFORDSHIRE GROWTH BOARD

Business case for producing a Joint Spatial Plan (JSP) for Oxfordshire

Purpose of report

1. For the Oxfordshire Growth Board to consider the business case for a Joint Spatial Plan for Oxfordshire.

Recommendations

That the Growth Board recommend to constituent councils:

- *that they work together to take forward a joint spatial plan; and*
- *within the first stages of the project and in discussion with government, seek to agree the most appropriate arrangements to take forward a joint plan.*
- *that the Chief Executives of the Oxfordshire Local Authorities take forward the necessary programme of work to achieve a joint plan.*

Introduction

2. With the abolition of regional planning bodies and removal of regional spatial strategies in 2010, the requirement to plan for strategic cross-border issues has rested with the local planning authorities within an area. The requirement to plan to meet objectively assessed development needs and the formal Duty To Cooperate (DTC, the mechanism intended to ensure on-going co-operation and collaborative working on strategic planning across appropriate planning areas) were introduced with the new National Planning Policy Framework in 2012.

3. Oxfordshire has a long history of collaborative working on strategic spatial planning and the county footprint is recognised as a functional economic area (that has been confirmed with the establishment of the Oxfordshire LEP) and a functional housing area (reflected in the Oxfordshire SHMA which has since been tested at local plan examinations). When South Oxfordshire and Oxford City complete work on their local plans there will then be a suite of local plans providing full local plan coverage across Oxfordshire, planned from a common strategic evidence base.

4. Having full development plan coverage for Oxfordshire provides a strong foundation for development to happen in a planned and sustainable way, aligned with infrastructure provision. This approach, as opposed to an incremental, speculative and unplanned approach is something that the majority of communities in Oxfordshire want to see happening. However, because of the timescales for completing the local plans across Oxfordshire, and the anticipated introduction of a new formal duty to keep development plans up to date (through the requirement for a review every five years), work will need to start very soon on reviewing a number of the Oxfordshire local plans. In addition, through the work on the housing white paper published in February this year¹ the government has reviewed the operation of the DTC and has concluded that it needs strengthening. The preparation of joint spatial plans across larger areas, aligned with a commitment to a more strategic approach through statements of common ground is now the preferred direction of government policy going forward.

5. For Oxfordshire a point in time has now been reached where decisions about future strategic planning activities now need to be taken, notwithstanding current discussions with government about support with infrastructure funding for current growth commitments. Local plans

¹ Fixing our Broken Housing Market DCLG Housing White paper February 2017

based upon the agreed SHMA are completed or are moving into their final stages and alignment of that part of the local development plans into a joint strategic planning approach for the next round of plans needs to be determined. The review of the first of the suite of current adopted development plans will need to be in place by early 2020's.

6. This report proposes that Growth Board recommends the preparation of a Joint Spatial Plan (JSP) for Oxfordshire to build on the previous joint work, and to support effective strategic planning for economic growth, housing, and infrastructure. This will build on previous work of Oxfordshire Authorities through the Growth Board agreeing the SHMA homes and jobs targets and support the Oxfordshire Infrastructure Strategy (OxIS) and the shared vision expressed in the Strategic Economic Plan (SEP). Together with OxIS and the SEP, a JSP will provide a strategic planning framework for sustainable growth for existing and new communities and a platform from which to secure funding for infrastructure needed to achieve the best outcomes for Oxfordshire.

7. The supporting business case for a JSP is attached as Appendix 1 to this report.

Purpose and benefits of a JSP

8. The purpose of the JSP will be to provide an Oxfordshire-wide integrated strategic planning framework and supporting evidence base to support sustainable growth across the county, including the planned delivery of the new homes and economic development, and the anticipated supporting infrastructure needed. It will also deliver savings.

9. There are a range of benefits of preparing a JSP, and advantages of starting the process now. The wide range of benefits and reasons for starting now can be summarised as:

- It provides coherence and consistency of planning over the strategic housing market area and sub-regional economic area;
- It provides the simplest and most direct alignment with the Industrial Strategy, the LEP's SEP, and countywide planning for transport, minerals and waste;
- It is the best option to achieve sustainable developments that are properly coordinated at a strategic level;
- It provides confidence for investors because they can rely on longer-term plans, and greater clarity and transparency on the context for decisions locally. This applies to commercial and private investors, government agencies, entrepreneurs and residents;
- A JSP is supported by government, agencies (Environment Agency, Highways England, Homes & Communities Agency etc), utilities providers, and major stakeholders and businesses, who would prefer a single point of engagement for engaging in planning. It could also save councils money as some agencies have indicated that they may start charging for advice in future;
- A JSP is supported by a number of stakeholder groups in the county, for example the Oxford Civic Society and CPRE.
- Planning professionals' advice is that it is advantageous to the proper delivery of effective strategic planning;
- It will provide strategic context for the timely review of all the local plans, the first of which due is the Cherwell Local Plan which is due to be reviewed in 2020 (five years from adoption in 2015); and
- Once in place, it will reduce the scope for speculative planning proposals and the associated costs for councils in defending against unacceptable proposals and, reduce costs for the development industry in pursuing uncertain applications.

10. Other strategic drivers and current opportunities that suggest both technical and tactical advantages from a JSP approach include:

- Developing a strategic planning approach for Oxfordshire beyond current local plan horizons will allow the local authorities to seek out the greatest opportunities for sustainable planned growth for existing and new communities coordinated with the infrastructure and future updates of the Local Transport Plans led by Oxfordshire County Council. This includes being able to take a longer term view of potential change factors through to 2050, including an ageing population, anticipated climate change, and changing patterns of work and mobility;
- It will place Oxfordshire in a position to respond to the opportunities offered to us by the National Infrastructure Commission (NIC) consideration of the potential of the Oxford to Cambridge Growth Corridor (O2C) expected this autumn and the government's response to that. The NIC investigation and Government's attention to the Ox-Cam corridor work has highlighted the opportunity to secure significant investment in infrastructure in Oxfordshire to support delivery of the economic and housing growth set out in the SEP. Both the NIC and government officials are strongly encouraging the work on joint planning in Oxfordshire, which is seen as an exemplar across the corridor, as a key means by which future investor certainty will be secured by taking a comprehensive, shared consideration of future growth needs and potential 'directions of growth'. Officials have expressed interest in supporting work on a joint spatial plan in Oxfordshire as a pilot approach to inform policy and practice elsewhere. Our Deal proposals include an ask for funding to support this work;
- It will support the development of a pipeline of sites for Oxfordshire through which we are aiming to secure investment to support infrastructure and flexibilities to help deliver our housing and jobs targets. Discussions with the Department of Communities and Local Government (DCLG) and the Department for Business, Energy and Industrial Strategy (BEIS) indicate that a joint strategic approach to planning is key to achieving the deal and providing confidence about future economic growth and housing delivery. In addition it will both support and add value to bids for funding, for example from the Housing Infrastructure Fund;
- It will enable Oxfordshire to engage with the national direction of travel set out in the Housing White Paper, Industrial Strategy and the powers in the Neighbourhood Planning Act that indicates a joint planning approach is needed to align housing and infrastructure. It will help us to meet the identified challenges for Oxfordshire, a point raised in recent discussions with Government on the issues of joint working; and
- The recently published consultation 'Planning for the right homes in the right places' (September 2017) supports joint working on tackling housing need and proposes a series of changes to the NPPF and Plan making regulations in support of joint working on planning matters. This positively encourages joint working.

11. Given these drivers and the context of needing to start work on rolling forward the existing local plan work in any event, a JSP would offer the following advantages to Oxfordshire:

- It will deliver savings in the preparation of the pan-Oxfordshire strategic planning component that would otherwise have to be prepared and delivered through five separate local plans and local plan processes;
- It will deliver savings on the commissioning and procurement of the pan-Oxfordshire strategic planning evidence base for one process, rather than through five separate local plans and local plan processes;
- Depending upon the agreed status and scope of the JSP it has the potential to deliver savings (time and cost) in the consultation and examination of specific stages of the JSP process, or reduce the amount that would need to be undertaken by the individual authorities in five separate local plans and local plan processes;
- It will provide a framework for an aligned set of Local Plans and avoid current issues caused by having 5 plans at different stages of development;
- It offers the opportunity to align future work on Local Transport Plans and Waste and Minerals planning in with the JSP, offering potential savings for the County Council in the preparation of those areas of work;

- It will build on the OxIS work and provide a framework for proactive infrastructure decisions, taking account of planned growth maximising the opportunity to secure funding for infrastructure and other measures to support development;
- It will provide a long term strategic growth context for Oxfordshire and set the strategic direction for growth planning- up to 2050 - a date that aligns to other larger than local planning policy initiatives such as the 2050 London Plan; the development of the Oxford-Cambridge corridor Transport Strategy and the Economic and Industrial Strategy; and
- It will help to address the perceived “democratic deficit” by giving the public a clear overview of and transparent engagement in the county growth/development picture, thus enabling a better understanding of the growth trajectory and underpinning evidence across the county and an increased ability to engage in collective decision making.

What if Oxfordshire does not prepare a JSP

12. If a JSP is not taken forward then planning by the districts and county will continue as it currently stands with separate local plans and county plans. It is likely that optional and voluntary joint working will continue, bilaterally and collectively through Growth Board.

13. There are however some risks with the status quo approach, especially if the aspirations for economic growth across Oxfordshire are to be realised:

- In a high growth area like Oxfordshire, separate plans may make it more difficult to manage change to achieve sustainable growth and communities;
- The evidential case for infrastructure development will be weaker, and consequently is likely to be a low priority from a national perspective;
- Investment confidence will be reduced (including commercial and private investors, government agencies, and entrepreneurs); and
- Government keeps revisiting the need to coordinate plans over areas wider than individual districts. The White Paper earlier in 2017, and the current consultation on planning, suggest a strengthened requirement for joint planning.

Scope and content of the JSP

14. The JSP is intended to be a strategic plan for Oxfordshire, concerned with long-term strategic growth and infrastructure decisions. It will do this by firstly building on the current planned growth within each Local Plan (up to 2031/36) and secondly by developing a set of longer-term strategic objectives and priorities for the period to 2050.

15. The JSP will create a framework to articulate Oxfordshire's growth needs and ambitions to 2050 by:

- Setting out an overarching vision including economic and housing growth;
- Identifying the scale of economic development and housing to be provided across Oxfordshire;
- Identifying broad spatial options for growth and the infrastructure requirements to support this broad spatial pattern;
- Potentially articulate a longer term single spatial strategy for the county;
- Identifying longer-term infrastructure investment priorities;
- Aligning shared spatial, economic and infrastructure priorities;
- Providing a robust evidence base for local plan preparation and reviews;
- Fulfilling the requirements of the Duty to Cooperate in relation to joint working between local planning authorities;
- Setting out a Statement of Common Ground (SoCG) between the local authorities in line with proposed government requirements;

- Helping to enable the authorities collectively to contribute more collaboratively to the development of the Oxford-Cambridge Corridor and other national agendas;
- Depending upon the scope of the JSP, provide a clear long-term strategy for all stakeholders to provide certainty and stimulate investment;
- Addressing environmental implications and potential for securing environmental gains; and
- Addressing transport, waste and minerals needs.

Planning status of a JSP

16. A key consideration is the status of the JSP and what weight it should have in planning decisions, in other words whether to develop it as a statutory planning document with full planning weight or just as guidance.

17. It is proposed that the production of the JSP commences on a non-statutory basis, however supported by an evidence base and process that would enable the constituent local authorities to decide to take a statutory route at key decision points as identified in the business case and timelines.

18. Whilst the JSP will provide the strategic framework, it will not replace local plans. If the JSP was to become a statutory plan it would in effect operate as Part 1 of future local plans, setting out a high level long term strategic plan for sustainable development in Oxfordshire to 2050. More detail would then flow from local plans produced by each council. This coherent, strategic approach offered by the development of the JSP will provide each authority with the opportunity to have an informed countywide growth assessment underpinning its Local Plan and acting as a 'material consideration' for plan development. Equally, the JSP will be informed by the approach to local growth set out in the adopted Local Plans.

19. If endorsed, the production of the JSP will aim to be in place to frame the context for the first Local Plans that will approach their five-year review point; this is the Cherwell Local Plan in 2020. Once the JSP is in place, it will influence all District Plans (Local Plans and Neighbourhood Plans) and County Plan (Minerals) to a greater or lesser degree depending upon its scope and the extent to which it forms part of the formal development plan.

20. Included in the project at an early stage is the development of a Statement of Common Ground (SoCG) as proposed in the 'Planning for the Right Homes' consultation. This consultation document sets out the scope of these new documents as being to strengthen the Duty to Cooperate, including the headline housing need figures for each district and to establish a mechanism to address and identified unmet housing need. The SoCG will also set out the relevant strategic and cross-boundary matters for Oxfordshire and could, for example, include some high-level sustainability and infrastructure matters and be agreed by each Council.

21. A timeline is proposed in the business case which would see a JSP adopted by the end of 2019 for a non-statutory plan, or the end of 2020 for a statutory plan (the additional time being largely to allow for a public examination by an independent government inspector plus an additional statutory stage of consultation on the draft plan).

Governance arrangements

22. Production of the JSP would not require new governance arrangements to be set up at this stage, allowing progress to be made on the initial commissioning of new evidence and studies.

23. If the constituent councils decide to undertake a statutory plan this will require agreement from all of the authorities concerned and governance arrangements may need to be reviewed. The Planning and Compulsory Purchase Act 2004 includes provisions to enable

local planning authorities to produce a joint plan either by creating joint local development documents (s28) or by establishing Joint Planning Committees (s29). The appropriate route would need to be considered and agreed by constituent authorities.

Financial considerations and resources

24. The financial costs of the project fall into various categories:

- The costs of the joint project team (including accommodation, IT support etc.)
- The costs of the evidence base, including a new housing need assessment, specialist consultant advice and expertise, legal advice and some transport modelling
- Consultation and, if statutory, examination and adoption costs

25. It is proposed that the cost of the JSP, whether statutory or non-statutory, are split 6 ways between the 5 District/City Councils and the County Council. These costs will depend heavily upon whether the JSP follows a non-statutory or statutory route with the former requiring less cost, but the latter offering greater potential cost savings to individual authorities in terms of their future individual local plan work. Because of the need to build in flexibility to allow for future decisions about the status of the JSP the costs up to and including 2019/20 are substantially the same whether it is a statutory or non-statutory plan.

26. If the JSP continues on a statutory route, the total estimated cost is approximately £3.9 million over the project period. If the project were to take a non-statutory route there would be no need for examination and associated legal costs and this, together with the reduced time for the project reduces the costs to £2.9 million over the project life.

27. Officers at each of the Local Authorities have estimated cost of delivering five new adopted local plans is circa £5,000,000 per plan (including the staffing inputs, evidence base, consultation, legal and examination costs). Costs of delivering local plans across Oxfordshire would amount to £25 million. Investing in the production of a JSP would reduce costs of developing these plans in future, resulting in savings for all the authorities overall. There will also be savings in the costs of producing the county-wide mineral and waste plans and the Local Transport Plan.

28. Officers have estimated that the production of a JSP would lead to a 10% saving in the production of their own local plans and the county-wide plans, equating to £500,000 per authority. This would lead to a saving of £3,000,000.

29. A significant part of the costs is the commissioning of the evidence base and specialist consultant advice on an Oxfordshire-wide basis. This amounts to approximately £900,000 of the total costs. This cost would be incurred whether there is JSP or individual Local Plans.

30. Each Local Authority through Chief Executives should manage the costs and savings within their own Council.

31. The length and complexity of the project, coupled with the work still being undertaken on local plans across the districts means that the project will require additional resources and capacity over and above the current planning policy work being undertaken by the councils to deliver the JSP.

32. The Chief Executives will ensure that arrangements are in place for effective delivery and sufficient resourcing of the work.

33. The Project Team will have reporting arrangements into the Growth Board Planning Delivery Group (PDG), and ultimately account to the Growth Board as project sponsor. This accountability should be at a level sufficiently detailed to ensure that all councils are actively

engaged in project management. A project management structure is proposed in the business case.

Conclusions

34. The Board are asked to commission the Joint Strategic Plan.

Appendix 1 – Business Case for a Joint Spatial Plan for Oxfordshire

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Appendix 1

Joint Spatial Plan for Oxfordshire (JSP): Business Case

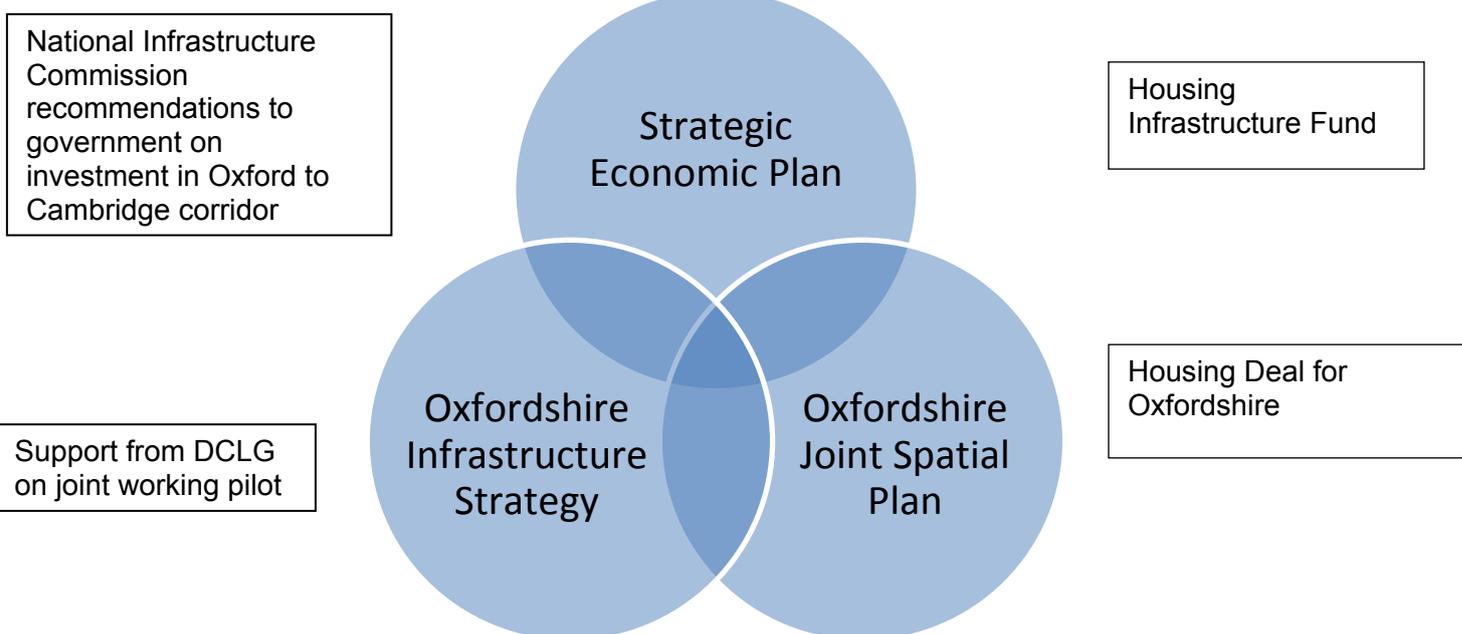
Introduction

1. This document sets out the case for the preparing a joint spatial plan for Oxfordshire, and the financial case (both costs and savings) of preparing it. This business case is predicated upon the decision of the Oxfordshire Growth Board to commence the project without requiring a formal commitment to either a statutory or non-statutory route until the project reaches the critical milestone to do so.
2. This business case proposes that the Oxfordshire Growth Board recommends that Oxfordshire Authorities agree to the development of a Joint Spatial Plan (JSP) for Oxfordshire. The project is anticipated to take just over three years, from commencement in November 2017 to completion at the end of 2020.
3. The purpose of the JSP will be to provide an Oxfordshire-wide; integrated strategic planning framework to help support sustainable growth across the County, including the planned delivery of the new homes and economic development, and the anticipated supporting infrastructure needed.
4. The JSP will build on the existing joint work of the Oxfordshire Local Authorities through the Oxfordshire Growth Board that, amongst other matters, has led to the publication of the SHMA, a working agreement for the apportionment of Oxford's unmet housing need, and the Oxfordshire Infrastructure Study (OxIS).
5. The production of the JSP commences on a non-statutory basis, however supported by an evidence base and process that would enable it to take a statutory route at key decision points identified in the business case.

The strategic context for the Plan

6. The Oxfordshire Authorities agreement through the Growth Board in March 2017 to work collectively on a strategic approach to planning for growth reflects a shared ambition to maximise the considerable potential for growth that Oxfordshire's unique knowledge economy offers. This will build on previous work through the Growth Board on agreeing the apportionment of unmet need; the shared vision expressed in the Strategic Economic Plan (SEP); and the Oxfordshire Infrastructure Strategy (OxIS). Together with OxIS and the SEP, a JSP will provide a strategic planning framework for sustainable growth for existing and new communities and a platform from which to secure funding for infrastructure needed to achieve the best outcomes for Oxfordshire.

Sustainable Planned Growth for Oxfordshire



7. The strong progress that is being made toward the SEP targets of 85,600 jobs and 100,000 new homes by 2031 demonstrate the potential for economic and housing growth in Oxfordshire. The SEP will be followed by the development of an Economic Industrial Strategy that will consider the economic and productivity issues facing Oxfordshire through to 2050. There is a compelling case for progressing a JSP in a timely manner and considering the same period to plan for sustainable growth and to secure investment in the infrastructure required.

The scope of the Plan

8. The JSP will create a framework to articulate Oxfordshire's growth ambitions to 2050 by:
- setting out an overarching vision including economic and housing growth.
 - identifying the scale of economic development and housing to be provided across Oxfordshire.
 - identifying broad spatial options for growth and the infrastructure requirements to support this broad spatial pattern.
 - potentially articulate a longer term single spatial strategy for the county
 - identifying longer- term infrastructure investment priorities.
 - aligning shared spatial, economic and infrastructure priorities
 - providing a robust evidence base for local plan preparation and reviews
 - fulfilling the requirements of the Duty to Cooperate in relation to joint working between local planning authorities
 - Set out a Statement of Common Ground (SoCG) between the Local Authorities
 - helping to enable the authorities collectively to contribute more collaboratively to the development of the Oxford-Cambridge Corridor and other national agendas
 - depending upon the scope of the JSP, provide a clear long-term strategy for all stakeholders to provide certainty and stimulate investment.
 - addressing environmental implications and potential for securing environmental gains.
 - addressing minerals needs
9. The JSP is intended to be a strategic plan for Oxfordshire, concerned with long-term strategic growth and infrastructure decisions. It will do this by firstly building on the current

planned growth within each local plan (up to 2031/36) and secondly by developing a set of longer-term strategic objectives and priorities for the period to 2050.

10. Plan preparation, whether it is statutory or non-statutory, needs to be based upon a robust evidence base. Proposals for the earlier part of the plan period are likely to be more detailed, whilst further into the future towards the end of the plan period (2050) the assumptions and evidence behind the plan will, of necessity, be more generalised.
11. Emerging government guidance (as proposed in the recent Housing White Paper and OAN consultation) would require a statutory plan to be reviewed every 5 years. As part of the current negotiations with CLG, we have asked for a 10 year freedom for the review period if the decision was taken to make this JSP a statutory plan.
12. Whilst the JSP will provide the strategic framework, it will not replace local plans. If the JSP was to become a statutory plan it would in effect operate as Part 1 of future local plans, setting out a high level long term strategic plan for sustainable development in Oxfordshire to 2050. More detail would then flow from local plans produced by each council. This coherent, strategic approach offered by the development of the JSP will provide each authority with the opportunity to have an informed countywide growth assessment underpinning its local plan and acting as a 'material consideration' for plan development. Equally, the JSP will be informed by the approach to local growth set out in the adopted local plans.
13. A potential element of the business plan is the development of a suite of common policies based on a common evidence base. If the JSP were to evolve into a statutory plan, then a common set of policies could help serve the wider area for development management purposes. However, if the plan remains non-statutory then these policies will help to provide a common framework for individual local plans.
14. It is intended that the JSP will be in place to frame the context for the first local plans that will approach their five-year review point; this is expected to be the Cherwell local plan in 2020. It needs to be appreciated however that all District Plans (local plans and neighbourhood plans) and county plans (minerals and waste) will be shaped by the JSP from the outset.
15. Included in the project at an early stage is the development of a Statement of Common Ground (SoCG) as proposed in the 'Planning for the Right Homes' DCLG consultation. This consultation document sets out the scope of these new statements to strengthen the Duty to Cooperate, including the headline housing need figures for each district and to establish a mechanism to address and identified unmet housing need. The SoCG will also set out the relevant strategic and cross-boundary matters for Oxfordshire and could, for example, include some high-level sustainability and infrastructure matters and be agreed by each Council.

Programme / Project Milestones

16. A detailed programme is set out in an attached detailed Gantt chart. The key milestones however are set out in the table below.

Milestone	Detail	Approximate timescale
Endorsement of business case	Business case to be endorsed by Growth Board	End Oct 2017
Establishment of project governance systems	For agreement by the Chief Executives	Nov 2017
Establishment of JSP Project Team, project management and budget bids within councils	Recruitment and establishment of team operational by Dec 2017	Dec 2017
Communications strategy developed agreed through Growth Board	For approval by the Oxfordshire Authorities	Feb 2018
Prepare first Statement of Common Ground (SoCG)	High-level SoCG to cover Duty to Cooperate matters etc. For approval by Oxfordshire authorities (to be reviewed annually)	Feb 2018
Develop operating framework for plan including: Statement of Community Involvement (SCI); Local Development Scheme (LDS) or plan timeline; and Sustainability Appraisal (SA) scoping report/	Prepare supporting framework/documentation to guide the development of the plan	LDS & SCI by Feb 2018 SA scoping start Feb 2018
Commissioning of the early evidence base documents including SHMA, and economic modelling; scope other evidence base required for JSP	An updated SHMA to reflect updated government guidance (consultation issued Sept 2017)	Start commissioning Jan 2018 (actual SHMA or housing need evidence would need revised method confirmed in updated NPPF, estimated Spring 2018)
Decision point 1 – Scope- is the JSP a broad spatial strategy for growth or will it include more detail about growth areas at a sub county level		April 2018
Review and revise SoCG(if necessary)	A detailed SoCG to cover the next phase of JSP. For approval by the Oxfordshire Authorities	April-May 2018
Scoping of issues and Options – including public consultation	The preparation of an Issues and Options document. Identifying the key issues facing Oxfordshire and the options for addressing them, including public consultation.	publish for consultation upon completion of the SHMA/OAN- hopefully by August 2018

Decision point 2 – If the JSP is to assess future growth potential at the sub-county level, should it go on to test and then allocate broad areas or specific strategic sites for development?		August 2018
Testing and gathering of further evidence base	<p>Option 1: Option 1: Exploration of generic spatial distribution options including: concentration; dispersal; continuation of existing market towns strategy; , urban extensions; , new growth points; freestanding new settlements etc.</p> <p>Option 2: Additional level of detail, to include broad areas, or specific strategic sites for development.</p> <p>Both options require Para 46 work to assess capacity and constraints. Both relate to SEA process and include evidence like Strategic Flood Risk Assessment, call for sites and green belt assessment.</p>	During Autumn 2018 to Spring 2019
Dependent upon the above decision. The development of preferred options (and if applicable allocations) and public consultation	The preparation of preferred options including public consultation	Publish for consultation by May 2019- complete August/September 2019
Decision point 3 – Should the JSP be statutory or non-statutory		July 2019
Review and revise Statement of Common Ground (if necessary)	A detailed SoCG to cover the next phase of JSP. For approval by the Oxfordshire Authorities	Oct-Dec 2019
If statutory: Publication of draft Plan (Reg 19) and consultation	Consultation on submission plan required by Regulations	Consultation Jan 2020
If non-statutory: finalise plan and approve at Growth Board		Autumn/winter 2019
If statutory: submit plan to government for Examination		Spring 2020
If statutory: Public examination		Summer 2020
If statutory: Adoption by Joint Planning Committee if one has been agreed or individual authorities		End 2020

**The timeline for the project is based upon collective agreement through a joint committee if established for a statutory plan. If a statutory plan requires approval of individual Local Planning Authorities, timelines will need to be reviewed.*

17. The high-level project plan would also be set out in a Local Development Scheme (LDS)

Planned Communication & Consultation

18. The business case proposes four consultation stages
 - The first is the scoping of evidence, in particular for the SEA
 - The second would be the consultation on issues and options
 - Dependent upon the route taken for the JSP, the third would be carried out on preferred options. If a decision were taken for the JSP to be a statutory plan, then these two rounds of consultation would be Regulation 18 consultations in accordance with the Development Plan Regulations 2012.
 - The fourth stage would only be required if the JSP were to be a statutory plan and would be the final Regulation 19 public consultation before the Joint Spatial Plan is submitted to the Planning Inspectorate for examination.
19. The detailed consultation plan for the JSP will be prepared and published as a Statement of Community Involvement (SCI) alongside a Statement of Common Ground during the early stages of the project. This will be subject to review at key decision points in the project.
20. Alongside this, the business case proposes that we develop a comprehensive communications plan for the project covering matters such as formal public engagement and social media strategies. The key stages of which would need to be included within the SCI.
21. Communication on progress with the project will be via reports from the steering group to the Growth Board and EOG. All ad-hoc communication will be governed by a Communications Protocol between the Councils, prepared at the outset of the project and designed to ensure consistency of message across partners.
22. A dedicated website would be needed and publicity for the stages and public ability to attend meetings. The SCI will need to set out clearly how the community, site promoters, developers and any other stakeholders are to be engaged and involved in developing the JSP.

Project Governance

23. All partners note that oversight of the JSP project plan is essential to the project.
24. Production of the JSP will take place under the supervision of the Oxfordshire Growth Board and would not need new governance arrangements to be set up at this stage, allowing progress to be made on the initial commissioning of new evidence and studies
25. If the constituent councils decide to undertake a statutory plan this will require agreement from all of the authorities concerned and governance arrangements may need to be reviewed. The Planning and Compulsory Purchase Act 2004 includes provisions to enable local planning authorities to produce a joint plan either by creating joint local development documents (s28) or by establishing Joint Planning Committees (s29). The appropriate route would need to be considered and agreed by constituent authorities.
26. Previous partnership oversight at officer level has been provided by the Growth Board secretariat and this business case assumes this role continues.

Project Management Structures

27. The table below sets out the proposed project management structure required.

Responsible Owner	Name	Role and frequency
Project Sponsor	Oxfordshire Growth Board	Recommendations to constituent authorities; endorsement of Business case, project initiation, budget, the Joint Spatial Plan documents, a Statement of Common Ground, Statement of Community Involvement and key milestones Quarterly progress reports from Strategic Project Board
Chief Executive Group	Chief Executive Group	Recommendations for decisions put to Growth Board
Strategic Project Board	Growth Board EOG sub group - comprising lead strategic directors of councils	Bi-Monthly progress reports from Project Board. Approval of key project milestones and attendance at check and challenge at key milestones
Detailed Project Board	Growth Board Planning Delivery Group comprising Heads of Planning from councils	Delivery of project. Monthly meetings and other key points to be agreed
Joint Strategic Plan Team Manager	Joint Strategic Plan Project Team	Dedicated team to lead and deliver the preparation of the Joint Strategic Plan Leads the project, reports to PDG, and manages project team, budget, commissions consultants, risk register etc. Leads the process to draw upon policy specialists as required.
Host authority	The Chair of the Oxfordshire Growth Board rotates each year in July	Chairmanship of Oxfordshire Growth Board and the various sub groups to secure collective agreement.
OGB Programme Management	Growth Board Programme Manager	Supports Oxfordshire Growth Board, EOG, PDG and lead officers. Coordinates within overall Board programme. Part of JSP Project Team
Local Authorities	Cherwell District Council Oxford City Council Oxfordshire County Council South Oxfordshire District Council Vale of White Horse District Council West Oxfordshire District Council	Role as Local Planning Authorities (Districts) in approving and adopting Local Development Plans Budget commitment to the project period Overall project management through attendance at Project Board Scrutiny arrangements as appropriate

Project costs main elements

28. The requirement to keep local plans up-to-date and the timescales for review of the current adopted and emerging local plans across Oxfordshire has to assume a level of future financial commitment from all the councils. This business case is predicated upon there needing to be a future financial commitment, but seeks ways that the objective of delivering a different strategic planning approach with effective local plan-making can be combined with financial and procedural efficiencies for the benefit of all the councils.
29. The financial costs of the project fall into various categories:
- The costs of the joint project team (including accommodation, IT support etc.)
 - The costs of the evidence base, including a new housing need assessment, specialist consultant advice and expertise, legal advice and some transport modelling
 - Consultation and if statutory examination and adoption costs

Project team & governance costs

30. The length and complexity of the project coupled with the work still being undertaken on local plans across the districts means that the project cannot be undertaken alongside the current planning policy work being undertaken by the councils and additional resources and capacity will need to be put in place to deliver the JSP.
31. The business case pre-supposes that the level of resource required that the level of staffing would be similar for either the statutory or the non-statutory route with the costs differences mainly attributed to the longer project timeline for a statutory plan.

Evidence base and specialist consultant advice

32. The project will require a robust evidence base to withstand interrogation at examination, regardless of the statutory status of the JSP. Officers have calculated the costs including the production of a new SHMA and transport modelling. These costs would be incurred even if a JSP were not being pursued since Oxfordshire authorities will need to do this work collectively in light of national changes to calculating housing need.
33. The business case concludes that whilst the project team will complete the bulk of the work, specialists in preparing the evidence base and other specialist roles will be required to supplement the team resources.
34. In addition, a best practice approach would include the engagement of a critical friend who would provide a sounding board and independent technical advice as required by the project. This approach was used successfully during both the Green Belt review and the post SHMA project and assisted in ensuring a high quality product. If the Growth Board applied this approach to future joint work on a new SHMA and modelling, it is likely that a good proportion of these costs would be incurred even in the absence of a JSP.
35. There is no difference between the possible call on this budget dependent upon a statutory or non-statutory plan, so the costs are the same.

Consultation and adoption costs

36. Specialist consultation assistance will be required at key points in the JSP's development. This will include advertising, social media, the compilation and printing of all documents as well as workshops or presentations to key stakeholders and the public.
37. The business case assumes that the non-statutory route would exclude the final (Regulation 19) stage of consultation and the examination costs.

38. If the plan were to take the statutory route then there will be significant adoption costs, including the legal costs of preparing for examination and all associated costs including the examination programme officer in 2020/21, counsel, and venue costs that will occur in the latter stages of the Project. These costs however would result in subsequent savings to the districts in the preparation of the residual local plans because they would need less strategic level content as a result.

Total costs

39. The estimated costs of a Statutory Plan are as follows:

	2017/18	2018/19	2019/20	2020/21	Total project costs
Project team & governance costs**	200,000	815,000	830,000	690,000	2,535,000
Evidence base costs*	60,000	330,000	330,000	130,000	850,000
Consultation and adoption costs**	-	100,000	150,000	250,000	500,000
Total project Costs	260,000	1,245,000	1,310,000	1,070,000	3,885,000

** Costs which are likely to be incurred by the local authorities for required collective work regardless of whether there is a JSP*

***Costs would be offset in subsequent savings to the districts in the preparation of the residual local plans*

40. The costs of a Non-Statutory Plan are as follows:

	2017/18	2018/19	2019/20	2020/21	Total project costs
Project team costs	190,000	760,000	775,000	130,000	1,855,000
Evidence base costs*	60,000	330,000	330,000	130,000	850,000
Consultation costs	-	100,000	50,000	-	150,000
Total project Costs	250,000	1,190,000	1,155,000	260,000	2,855,000

41. If the JSP continues on a statutory route, the total estimated cost is approximately £3.9 million over the project period. If the project were to take a non-statutory route there would be no need for examination and associated legal costs and this, together with the reduced time for the project reduces the costs to £2.9 million over the project life.

42. Comparing the costs between the Statutory and Non-Statutory Plan. The costs up to and including 2019/20 are substantially the same whether it is a statutory or non-statutory plan.

	2017/18	2018/19	2019/20	2020/21	Total project costs
Statutory Plan	260,000	1,245,000	1,310,000	1,070,000	3,885,000
1/6 ~	43,500	207,500	218,500	178,500	648,000
Non-Statutory Plan	250,000	1,190,000	1,155,000	260,000	2,855,000
1/6 ~	41,500	198,500	192,500	43,500	476,000

Predicted savings

43. It is proposed that the cost of the JSP, whether statutory or non-statutory, are split 6 ways between the 5 District Councils and the County Council. The production of the JSP will either replace or reduce the requirement for significant elements of this work at future local plan stages and result in efficiencies as a result of a single process. Senior planning advisors view is that the approach could deliver significant savings depending on scope.
44. These costs will depend heavily upon whether the JSP follows a non-statutory or statutory route with the former requiring less cost, but the latter offering greater potential cost savings to individual authorities in terms of their future individual local plan work. Because of the need to build in flexibility to allow for future decisions about the status of the JSP the costs up to and including 2019/20 are substantially the same whether it is a statutory or non-statutory plan.
45. Officers at each of the Local Authorities have estimated cost of delivering five new adopted local plans is circa £5,000,000 per plan (including the staffing inputs, evidence base, consultation, legal and examination costs). Costs of delivering local plans across Oxfordshire would amount to £25 million. Investing in the production of a JSP would reduce costs of developing these plans in future, resulting in savings for all the authorities overall. There will also be savings in the costs of producing the county-wide mineral and waste plans and the Local Transport Plan.
46. Officers have estimated that the production of a JSP would lead to a 10% saving in the production of their own local plans and the county-wide plans, equating to £500,000 per authority. This would lead to a saving of £3,000,000.
47. A significant part of the costs is the commissioning of the evidence base and specialist consultant advice on an Oxfordshire-wide basis. This amounts to approximately £900,000 of the total costs. This cost would be incurred whether there is joint spatial plan or individual local plans.

Risks, Constraints, Dependencies and Exclusions

48. The key areas of risk are as follows:

Description of areas or sources of risk and impact on project	Mitigation	Owner
If statutory, the Joint Spatial Plan will need to come into force at or close to the review date of the earliest local plan, any delays in the completion of the project will impact upon the ability of that authority to control growth within its district	The district will need to maintain their 5-year land supply after the review date to be able to contest speculative applications or have successfully negotiated a bespoke arrangement with DCLG that has legal force.	Project Board
Councils are not willing/able to delegate key decisions to the growth board, Instead each individual authority needing to agree its own position at each of the key stages.	The timeline for the project is based upon collective agreement through the Growth board, either using leaders delegated authority for the non-statutory route or via the establishment of an executive joint committee if established for a statutory plan. If a statutory plan requires approval of individual Local Planning Authorities, timelines will need to be reviewed. An early decision on appropriate governance arrangements will be required of the Board and the project timeline adjusted as appropriate	Growth Board
Not all councils are willing to take part in the plans preparation.	The plan is prepared county- wide in terms of infrastructure and strategic growth areas/sites. In areas not taking part in the project relevant information to inform the JSP is drawn from local plan information	Growth Board/Project Board
The spatial plan will diminish the primacy of district Local Plans still in use before their review dates	The Joint Spatial Plan will set only set the high level strategic direction and potentially, broad growth areas, thus leaving detailed site allocations to local plans	Project Board
Partner councils are not content with the preparation of a statutory plan in advance of a government requirement to do so	The JSP will be evidence based and this will need to be robust and sound notwithstanding the statutory basis of the plan as it will in any event be a key document in statutory local plans and therefore subject to examination and challenge. The need therefore will be for the processes and evidence that underpin the JSP to be as if it was a statutory plan.	Project Board
The partners will not be able to offer the resources to complete the project from within their officer base	Partners offer to second officers dedicated to the project where possible, contractors can be used in	Project Board

	other circumstances. The three-year period could also enable graduate planning apprenticeships to be set up which would be beneficial to the development of much needed planning skills across Oxfordshire. Technical project lead appointed on a secondment or fixed term basis	
The Programme is not able to secure sufficient consultancy expertise to carry out the projects	Plan for those elements of the project that could be tendered out and commission early to have an alternative plan if it fails	Project Board
Partners are not willing to commit to the project as it unfolds	Continued dialogue and commitment to discuss implications openly at EOG at the outset. Partners need to commit funds to do the project in full recognising that bids to DCLG and any other funding sources will also be pursued.	Project Board
Partners are not willing to agree to the testing of all scenarios within the plan and therefore not willing to fully engage with the project	The SoCG will set out how the partners will consider and resolve areas of disagreement and continued dialogue and commitment to discuss implications openly at EOG,	Project Board
Partners are not willing to share confidential information	Confidentiality agreement signed as part of the project inception	Project Board
Partners are unable to offer a consistent message to the public and media over the progress of the plan	Communication protocol drawn up and agreed as part of the project inception	Project Board
Spatial Plan is challenged and fails at Examination	Adopt a best practice approach and engage PAS/specialist consultant to offer professional advice and act as critical friend at key points of the project	Project Board

Appendix one- Summary Timeline		2017				2018				DP1				DP2				2019				DP3				2020				2021																
		Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan			
	Establishing project team and governance and building high level evidence base				Blue	Blue	Blue	Blue	Blue	Yellow	Blue	Blue	Blue	Yellow											Yellow																					
	High level scoping of JSP content and evidence required				Blue	Blue	Blue	Blue	Blue	Yellow	Blue	Blue	Blue	Yellow												Yellow																				
	Decision point 1 – Scope- is the JSP a broad spatial strategy for growth or will it include more detail about growth areas at a sub county level									Yellow				Yellow												Yellow																				
	Scoping options for JSP strategy / spatial distribution of growth, and 1st consultation									Blue	Blue	Blue	Blue	Yellow												Yellow																				
	Decision point 2 – If the JSP is to assess future growth potential at the sub-county level, should it go on to test and then allocate broad areas or									Yellow				Yellow												Yellow																				
	Testing and gathering evidence for allocating broad areas or specific strategic sites									Yellow				Yellow	Red				Yellow																											
or	Testing and gathering evidence for broad DM policies / strategy and for local plans									Yellow				Yellow	Green	Green	Green	Green	Green	Green					Yellow																					
	Develop preferred options and consultation on emerging strategy and strategic sites/ areas									Yellow				Yellow					Green	Yellow																										
	Decision point 3 - Is the JSP statutory or non-stat									Yellow				Yellow												Yellow																				
	For statutory: Regulation 19 - write submission plan & consultation									Yellow				Yellow												Yellow	Red	Red	Red	Red	Red	Red	Red													
	For stat: submit plan, examination and adoption (assuming successful examination)									Yellow				Yellow												Yellow																				
	For non-stat: finalise plan and approve									Yellow				Yellow												Yellow	Green	Green	Green	Green	Green															
	Actions common to both plans	Blue																																												
	Actions for a statutory plan	Red																																												
	Actions for a non-statutory plan	Green																																												

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