

Supplementary Papers

Cabinet

held on Friday 1 December 2023 at 10.30 am
in Meeting Room 1, Abbey House, Abbey Close, Abingdon, OX14 3JE

Open to the public including the press

7. **Joint Local Plan 2041 - Approval of Preferred Options Document for Public Consultation** (Pages 2 - 27)

To consider appendix 2 of the head of policy and programmes' report, being the Joint Local Plan in a Nutshell.

Agenda Item 7

Joint Local Plan in a Nutshell (working version)

Overview

Holding space for introductory video

A Local Plan looks ahead fifteen years and plans how much development is needed in an area, like new homes, jobs, roads and schools, and where they should go. South Oxfordshire and Vale of White Horse District Councils are working together to produce a new Joint Local Plan.

This plan will be different from the last Local Plans for our area, in particular it doesn't need to plan for the same scale of growth as last time. Our focus will be to continue to build out most of the sites already planned, consider development on new brownfield sites, and make sure the new policies are stronger on zero carbon development, nature recovery, protecting the countryside and providing facilities for communities.

This *Joint Local Plan in a Nutshell* is a short summary of what's in the Local Plan *Preferred Options Consultation* ([hyperlink to be added once live](#)) with quickfire questions. You can answer as many or as few questions as you like.

If you want to tell us about particular policy topics or draft plan text, there's also the option of reading the full detail and giving us in depth feedback via this form ([hyperlink to be added once live](#)).

Whichever you choose, we're really grateful for your time, your comments help shape the local plan.

About you

Are you responding as a:

Please select only one item

- Member of the public
- Agent, developer or landowner
- District, county or town/parish councillor
- Town/parish council
- Neighbourhood Planning Group
- Community or interest group
- Statutory body (Environment Agency, Highways England, Natural England etc.)
- Utility company or infrastructure provider
- Business/organisation
- Another planning authority
- Other (please specify):

If you selected 'other' please specify below

If you are responding on behalf of an organisation, what is the name of that organisation?

Organisation

If you live in the districts, what is your postcode?

Please tell us your postcode in the box below

Section 1. How many new homes

[Holding space for section video]



Find out more

The existing Local Plans for South Oxfordshire and Vale of White Horse (link to **South** <<https://www.southoxon.gov.uk/south-oxfordshire-district-council/planning-and-development/local-plan-and-planning-policies/local-plan-2035/adopted-local-plan-2035/>> | **Vale** <<https://www.whitehorsedc.gov.uk/vale-of-white-horse-district-council/planning-and-development/local-plan-and-planning-policies/local-plan-2031/>> plans) contain historically high housing targets for the districts because of:

The **Housing and Growth Deal** <<http://www.gov.uk/government/publications/oxfordshire-housing-deal>> , which granted councils in Oxfordshire extra funding for infrastructure and affordable housing provided they planned to build the 100,000 homes that a growth needs assessment had identified were needed

All district councils agreeing to cover unmet housing need from Oxford City, which led to a higher level of house building in their areas.

In this Local Plan we propose a lower annual level of new housing for our need, which is calculated by using the standard formula set out in the Government's planning guidance.

How far do you agree or disagree with the principle of reducing the housing target in the new Joint Local Plan?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

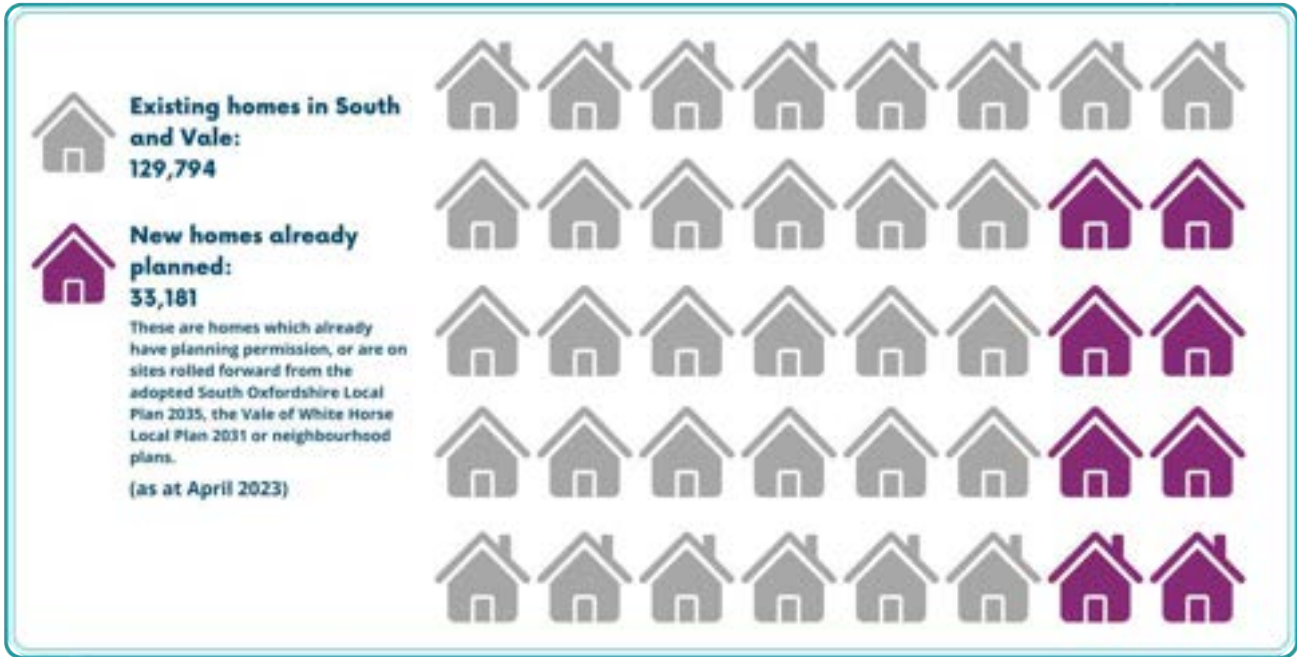
If you have any comments on this proposal, please provide them below.

Section 2. Large sites for housebuilding



Find out more

Because of the large amount of housing already planned, there is a lot in the pipeline still to be built.



This means that the Joint Local Plan won't need to identify a lot of land for housing.

How far do you agree or disagree with not planning for significant large scale housebuilding beyond what is already identified in the last local plans?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please provide them below.

Section 3. Net zero-carbon development



Find out more

We'd like to raise standards of development so that future new buildings use less energy, are more climate-change friendly and cheaper to run. This is likely to mean that new buildings are built to be highly energy-efficient and include renewable energy technology like solar panels and heat pumps.

Our current South Oxfordshire local plan policy goes beyond the requirements set out in Building Regulations. The plan gives dates for when carbon reduction standards increase, until reaching zero carbon development in 2030. Our current Vale of White Horse local plan doesn't set any carbon reduction standards.

We want to go further than our current plans and deliver new development that is truly net zero across both districts. Reducing carbon emissions against those set out in Building Regulations has its flaws, because Building Regulations only count regulated energy (fixed building services, such as heating), which only accounts for 50% of the carbon emissions of a building. Unregulated energy (energy from plug-in appliances) is not covered by the current Building Regulations, nor is the carbon associated with the processes and materials used to construct those buildings, known as embodied carbon. As our current policy approach doesn't cover unregulated energy or embodied carbon, it won't achieve truly net zero carbon buildings.

Therefore, we want to introduce a policy that deals with all of the carbon associated with new buildings, setting the highest standards possible to deliver true net zero carbon buildings, while not making it too expensive for development to go ahead.

How far do you agree or disagree with the Joint Local Plan raising standards to achieve net zero carbon development across South and Vale?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please provide them below.

Section 4. Affordable homes

Find out more

We know that house prices are higher than the national average across our districts, especially in some hotspots. This makes it difficult for many people to get onto the housing ladder or to find accommodation they can afford locally. The main way planning can help with this is to require developers to provide a proportion of 'affordable homes' when they build homes for sale. These affordable homes are homes that cost less than normal to rent, buy or part-buy (known as shared ownership). People can qualify for these new affordable homes if they are on the Council's housing register ([South](https://www.southoxon.gov.uk/south-oxfordshire-district-council/housing/social-housing-and-join-the-housing-register/)) or are first time buyers, for example.

Current policy for South Oxfordshire is that 40% of homes on larger sites should be affordable (or 50% on sites at the edge of Oxford), and in Vale of White Horse this is 35%. In the Joint Local Plan we plan to raise this to 50% everywhere. This is so we can help more people who need an affordable home, without increasing the total number of homes being built. This policy, along with all the other policies, will need testing to ensure development can still happen, this is called a viability assessment.

How far do you agree or disagree with the Affordable Housing percentages?

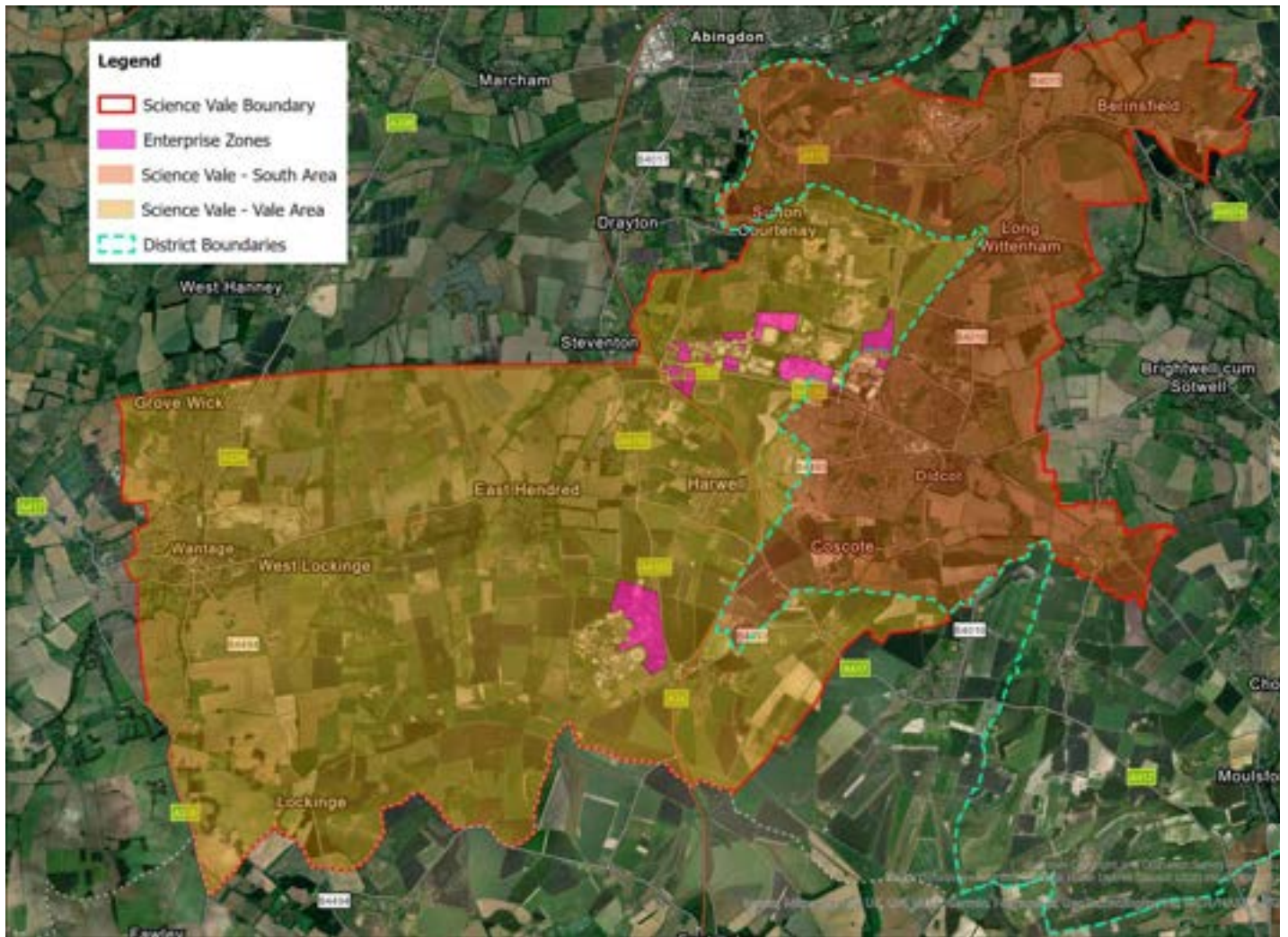
	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	I don't know
South Oxfordshire (50%) <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vale of White Horse (50%) <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you selected disagree, what percentage of Affordable Housing do you propose?

	More than 50%	Less than 50%	Keep existing percentage
South Oxfordshire <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Vale of White Horse <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you have any comments on this proposal, please provide them below.

Section 5. Jobs



Find out more

Our districts have strong local economies. Our towns and villages are home to many small and medium sized businesses, which, along with rural enterprises, provide jobs and vital services. We are also home to regionally, nationally and globally important employment areas, including Culham Science Centre, Milton Park and Harwell Campus. The area in our districts where these significant employment parks are located is known as 'Science Vale'.

Our evidence shows that we need to provide around 24 hectares of employment land in South Oxfordshire and 115 hectares of employment land in Vale of employment land over the plan period. This is less than we planned for in the current South and Vale local plans.

We have enough available land on our existing employment sites, and enough employment land coming forward through approved planning applications, so we don't need to find any new employment sites in the Joint Local Plan to meet our needs up to 2041.

Our preference is therefore to meet our employment land needs on the land we've already identified for employment. We will also support employment development on our existing employment sites and on brownfield sites within settlements.

Do you support our approach to employment land?

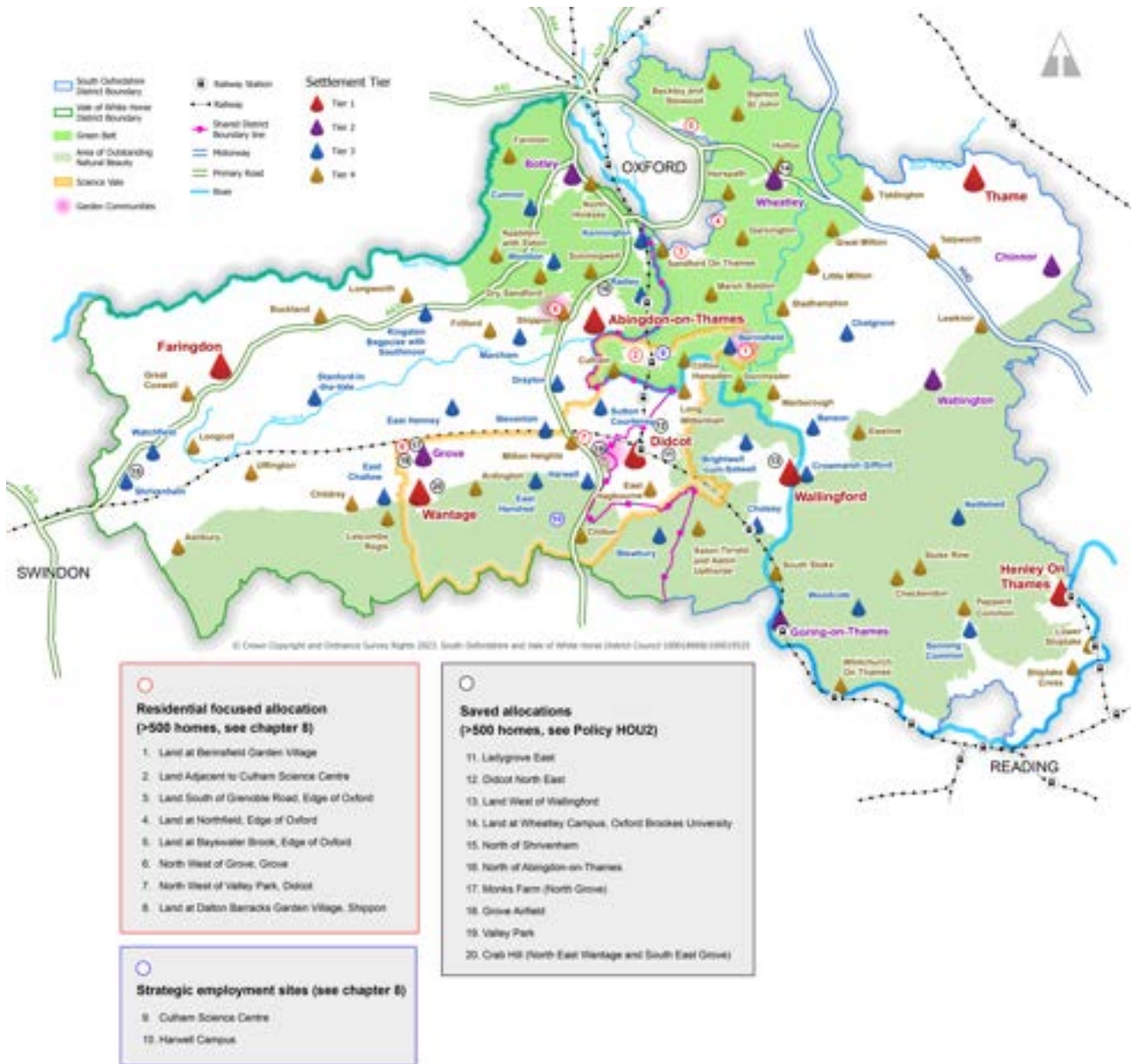
Please select only one item

- Yes
- No, you should be planning for less
- No, you should be planning for more
- Not sure
- I don't have a view
- Other

If you said other, please specify here

If you have any comments on this proposal, please provide them below.

Section 6. Where development will go
Key Diagram



Find out more

Our spatial strategy is an important policy at the heart of the Joint Local Plan. It sets out clearly where new development like housing and employment will be supported and where it will be limited so that it meets the objectives of the plan, like encouraging sustainable travel and protecting our communities and the environment.

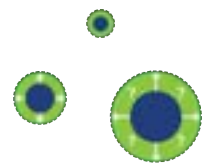
In this plan we propose to deliver development planned in Science Vale, at our Garden Communities (Didcot Garden Town, Berinsfield Garden Village and Dalton Barracks Garden Village) and at settlements at the highest tiers of our settlement hierarchy with the best and biggest range of facilities. We've updated our settlement hierarchy to direct development to a smaller number of settlements.

In practice this means simply delivering the growth already planned in the adopted local plans and neighbourhood plans, we don't need to add more greenfield development beyond that at our towns and villages in order to meet housing targets. However we will support new development on two new potential brownfield site allocations at Dalton Barracks and Crowmarsh Gifford (we ask you about these details later on at Section 14)

Existing planned and new brownfield development at Science Vale, Garden Communities and Tiers 1, 2 and 3 of the settlement hierarchy (see map) (our preferred approach)



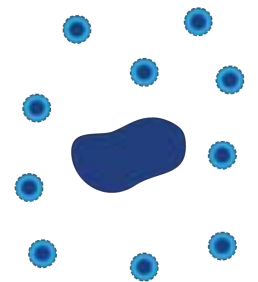
Greenfield expansion at the towns and larger villages



Co-location of housing and employment, including development on greenfield sites



A dispersed pattern of development including more at smaller villages



What kind of spatial strategy do you think we should adopt? Please select your preferred option.

	1	2	3	4
Existing planned and new brownfield development at Science Vale, Garden Communities and Tiers 1, 2 and 3 of the settlement hierarchy (see map) (our preferred approach) <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Greenfield expansion at the towns and larger villages <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Co-location of housing and employment, including development on greenfield sites <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A dispersed pattern of development including more at smaller villages <i>Please select only one item</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

If you have any comments, please provide them below.

Section 7. Neighbourhood plans

Find out more

Our Councils are big proponents of neighbourhood planning. We have over fifty completed neighbourhood plans and many more on the way, this is higher coverage than in most areas of the country. You can see these and link through to the plans via our neighbourhood plan maps (**South** <<https://www.southoxon.gov.uk/south-oxfordshire-district-council/planning-and-development/local-plan-and-planning-policies/neighbourhood-plans/map-of-neighbourhood-plans-in-south-oxfordshire/>> **Vale** <<https://www.whitehorsedc.gov.uk/vale-of-white-horse-district-council/planning-and-development/local-plan-and-planning-policies/neighbourhood-plans/map-of-neighbourhood-plans-in-the-vale/>>).

In the last South Oxfordshire Local Plan, we gave neighbourhood plans a housing target to work to and invited communities to make decisions locally on which sites should be developed for housing and other uses like employment. Many communities took up this challenge and have used neighbourhood planning to take control of their destinies, and also protect land by, for example, designating Local Green Space, which gives the same level of protection as Green Belt.

This time we don't have housing requirements to delegate to neighbourhood plans in South Oxfordshire or Vale of White Horse. But we want to support the preparation of new Neighbourhood Plans, and encourage ambitious projects if Parish or Town Councils want to deliver more.

If a Town or Parish Council wanted to deliver more homes as part of their neighbourhood plan, how far do you agree or disagree with the Joint Local Plan including a strategy allowing allocation for further land for development?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please provide them below.

Section 8. Transport and travel



Find out more

We're aiming for a plan that moves us towards a more sustainable transport system, where people don't need to drive everywhere by private car and can choose sustainable transport options like walking and cycling, public and shared transport for more of their journeys, as well as less polluting, electric and alternative fuel cars. To do this we're making sure appropriate locations are chosen for development so that residents can access their daily needs without driving, and that travel infrastructure like cycle lanes and electric vehicle charge points are put in place to support sustainable travel, cleaner air and healthy living. We're planning for enhanced public transport including protecting land for a new Wantage and Grove train station.

How far do you agree or disagree with the Joint Local Plan encouraging walking, cycling, buses and trains when planning for future travel?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please provide them below.

Section 9. Community infrastructure

[HOLDING SPACE FOR A MAP]

Find out more

We'll need new and improved community infrastructure like schools, community halls, sport and leisure facilities, health care facilities and green spaces to go with the new homes and jobs already planned (and in some cases already delivered). These improvements are likely to be in or near areas where new development is planned, rather than where there's less development. In a refresh of our Infrastructure Delivery Plan, we will identify what's needed where to support planned development, and we'd value your views on this. The Joint Local Plan will include policies to ensure that developers contribute a fair share of the cost of new infrastructure.

What type of community infrastructure would you like to comment on?

Please select all that apply

- Schools
- Community halls
- Sport and leisure facilities
- Health care facilities
- Public greenspaces
- Allotments
- Other (please specify below)

If you said other, please specify here

Please tell us if you have any comments on our district's infrastructure needs, including any ideas you have about what is needed to support new development in our area or anything else you think we should consider.

Section 10. Water quality and wastewater infrastructure



Find out more

Wastewater (including waste from toilets) may be released directly into rivers and streams with no or minimal treatment when there is insufficient sewage infrastructure capacity. This potentially causes significant harm to human health and to nature. The councils are extremely concerned about how often and how long storm overflows are currently being used and are actively engaging with Thames Water on this issue.

Our policy approach is to ensure that there is sufficient capacity to serve new development to avoid the use of storm overflows moving forward. Where wastewater infrastructure capacity issues are identified, our policy will be that no development takes place until we have suitable wastewater upgrades planned and agreed. In addition, to protect water quality we are willing to use a special type of planning condition (called a Grampian condition) to ensure that people cannot move into new homes until the necessary infrastructure upgrades have been completed.

How far do you agree or disagree with our proposed policy approach to wastewater infrastructure?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please provide them below.

Section 11. Nature recovery

Find out more

Biodiversity net gain is an approach to development that aims to leave the natural environment in a measurably better state than it was before. Under the Environment Act 2021, when developers build, there must be a minimum of 10% biodiversity net gain. In the Joint Local Plan, alongside protecting ecological networks and incorporating features to support wildlife, we propose setting a higher level of biodiversity net gain between 11-25%, as long as the level doesn't make development too expensive to go ahead.

How far do you agree or disagree with the Joint Local Plan requiring developers to provide a higher level of biodiversity than in the Environment Act?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please let us know below.

Section 12. Valuing the landscape

Find out more

In the first consultation we ran on the Joint Local Plan last summer, people told us that protecting our countryside was their number one issue. We have always had planning policies to protect the landscape, but this time we are incorporating some extra policies. As well as recognising nationally protected landscapes like our two Areas of Outstanding Natural Beauty, we've also commissioned research on valued landscapes, so that we recognise and protect areas that may not be nationally designated but are nevertheless special and locally important to communities. We've also commissioned a map showing the tranquillity of all parts of the districts, and a map showing light pollution and where our darkest skies are. We're proposing new policies we've not had before to go with the maps so that we can protect valued landscapes, tranquil places and dark skies better.

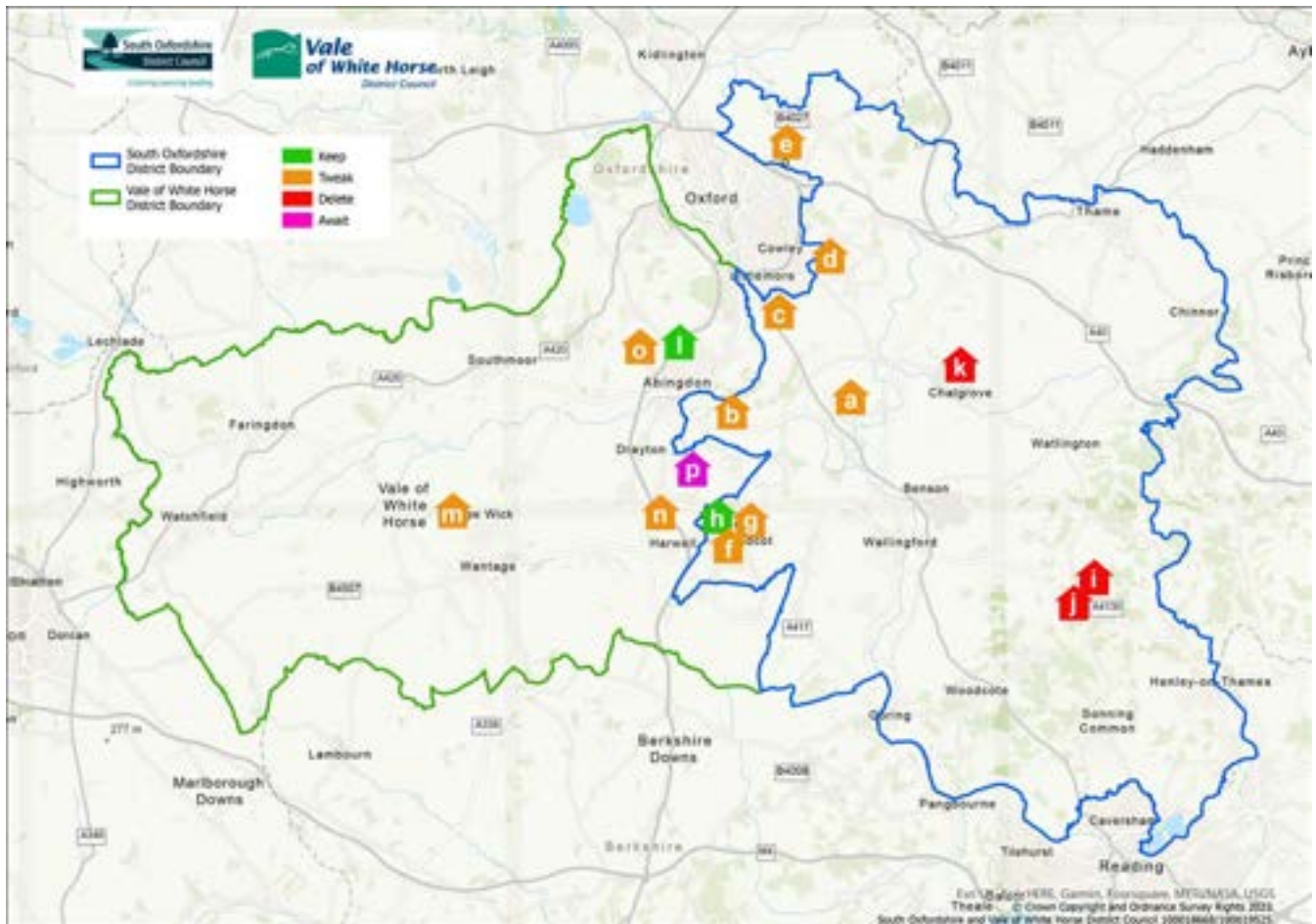
How far do you agree or disagree with adding these additional policies to protect the landscape in the Joint Local Plan?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this proposal, please let us know below.

Section 13. Homes already planned in existing local plans



Find out more

The existing local plans approved in 2016, 2019 and 2020 identified a large number of sites for housebuilding. Some of these allocated sites have now been developed, others have planning permission, but there are significant numbers that are still to gain planning permission and be built. This provides an important pipeline of new homes and jobs for the 2020s and 2030s.

What we can do now in the Joint Local Plan is review the existing allocated sites which do not yet have planning permission, to see if there's a need to update or refresh the policy wording. In simple terms we have looked at whether to keep, tweak or delete these allocations. The types of tweaks we have suggested include increasing or decreasing the number of homes, varying the layout or updating what's needed to go with the development.

From this review we are proposing:

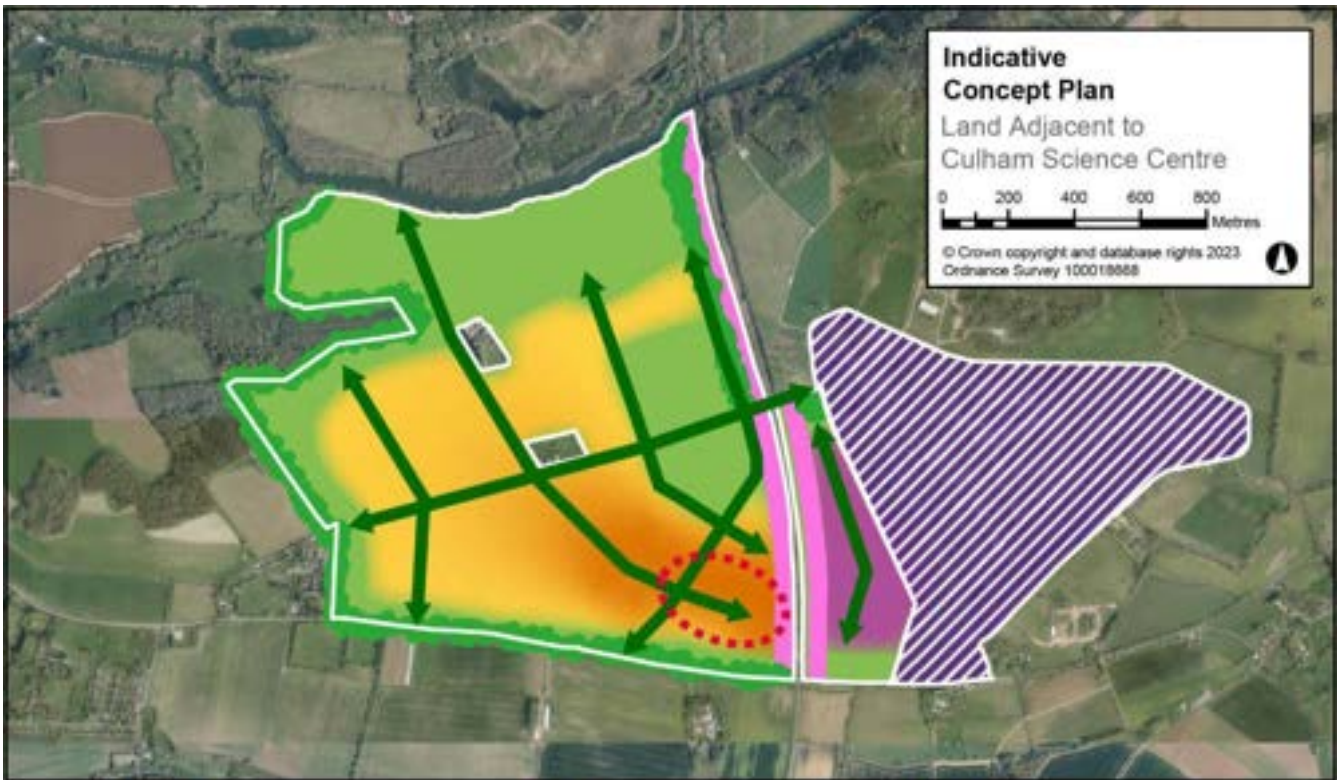
Existing allocated site name	Number of homes planned for Joint Local Plan	Outcome of our review
South Oxfordshire		
a. Land at Berinsfield Garden Village	1700	Tweak – minor changes
b. Land adjacent to Culham Science Centre	3500	Tweak – minor changes
c. Land south of Grenoble Road	3000	Tweak – minor changes
d. Land at Northfield	1800	Tweak – minor changes
e. Land north of Bayswater Brook	1100	Tweak, keep main site, but delete the parcel of land at Sandhills
f. Orchard Centre Phase 2	100	Tweak, reduce the site area to exclude the Orchard Centre, rename to "Rich's Sidings and Broadway", and fewer homes
g. Didcot Gateway	200	Tweak, fewer homes
h. Vauxhall Barracks	300	Keep
i. West of Priests Close, Nettlebed	0	Delete the allocation
j. Land south of Nettlebed Service Station	0	Delete the allocation
k. Land at Chalgrove Airfield	0	Delete the allocation
Vale of White Horse		
l. North West of Abingdon-on-Thames	200	Keep, as part of the site does not have planning permission.
m. North West of Grove	600	Tweak, higher number of homes to cover the new plan period, but no extra overall
n. North-West Valley Park	800	Tweak – minor changes
o. Dalton Barracks*	2750	Tweak, extend the site area and increase number of homes
p. East of Sutton Courtenay	220	Await government Inspector's appeal decision on the future of this site

*We ask more about Dalton Barracks in section 14.

Concept plans for sites with over 500 homes



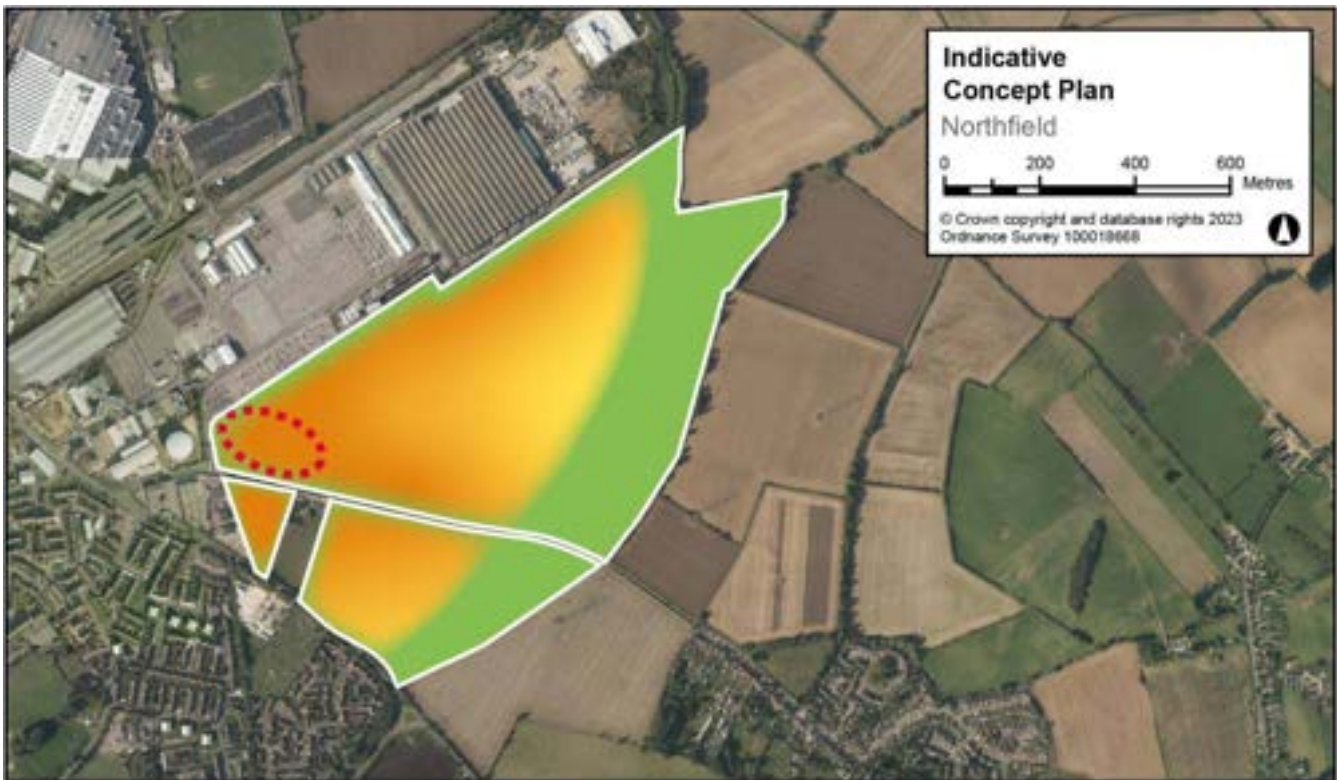
- | | | |
|--|--|---|
|  Higher density development |  Green Infrastructure |  Green Links |
|  Medium density development |  Local Centre |  Green Belt Reinforcement |
|  Lower density development | | |



- | | | |
|----------------------------|----------------------|----------------------------|
| Higher density development | Green Infrastructure | AS11 Employment Allocation |
| Medium density development | Local Centre | Employment |
| Lower density development | Railway Safeguard | Green Belt Reinforcement |
| | | Green Links |



- | | | |
|----------------------------|------------------------|--------------------------|
| Higher density development | Green Infrastructure | Safeguard mobility hub |
| Medium density development | Local Centre | Indicative Road links |
| Lower density development | Science park extension | Green Belt Reinforcement |

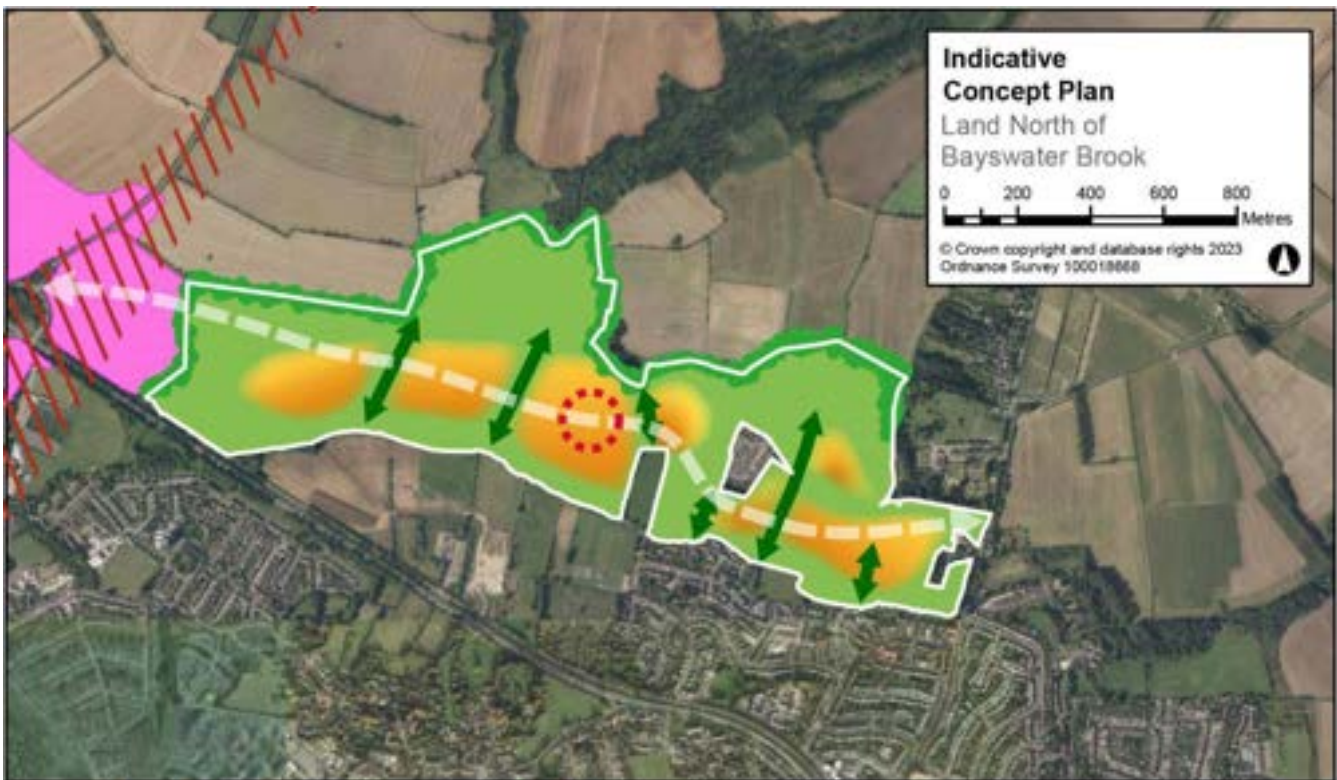


Indicative Concept Plan
Northfield

0 200 400 600 Metres

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Ordnance Survey 100018668

- Higher density development
- Green Infrastructure
- Local Centre
- Medium density development
- Lower density development



Indicative Concept Plan
Land North of
Bayswater Brook

0 200 400 600 800 Metres

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Ordnance Survey 100018668

- Higher density housing
- Green Infrastructure
- Indicative Route Alignment
- Local Centre
- Area needed for Transport Access
- Green Belt Reinforcement
- View Cone
- Green Links



- Higher density development
- Medium density development
- Lower density development
- Green Infrastructure
- Green Links
- Indicative Road Alignment



- Higher density development
- Medium density development
- Lower density development
- Local Centre
- Land Safeguarded for Highways Improvements
- Green Infrastructure
- Green Links



Which site would you like to comment on?

[Please note that once the consultation is live we will provide the option to comment on multiple sites]

Please select only one item

- Land at Berinsfield Garden Village
- Land adjacent to Culham Science Centre
- Land south of Grenoble Road
- Land at Northfield
- Land north of Bayswater Brook
- Orchard Centre Phase 2
- Didcot Gateway
- Vauxhall Barracks
- West of Priests Close, Nettlebed
- Land south of Nettlebed Service Station
- Land at Chalgrove Airfield
- North West of Abingdon-on-Thames
- North West of Grove
- North-West Valley Park
- Dalton Barracks
- East of Sutton Courtenay

How far do you agree or disagree with the outcome proposed for this for this site allocation?

Please select only one item

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree
- I don't know

If you have any comments on this site, please provide them below. Where the outcome of our review is to keep or tweak the allocation, we welcome your feedback on the mix of uses (new housing, employment, shops, public open space etc), the layout or types of community and transport facilities needed for the site, and any comments you have on the indicative concept plans for sites of over 500 homes.

Section 14. Planning for brownfield sites

Although the Councils do not need to make any new housing allocations to meet the housing numbers, and do not plan to make any new greenfield allocations in this local plan, where there are brownfield sites in sustainable locations which could be regenerated or re-used, we propose to allocate these to help them find a new future. Brownfield sites are pieces of land which have previously been developed, so could include old office and industrial buildings, or car parks, for example. In 2021 we asked people to suggest suitable sites in our Call for Land and Buildings Available for Change. You can see the results [here](https://storymaps.arcgis.com/stories/83c42d77f9104794a8cb49a815ff2352) . So far we have identified two brownfield sites we propose to allocate: the barracks area at Dalton Barracks (in Vale of White Horse), and the site where the former Council offices stood at Crowmarsh Gifford (in South Oxfordshire).

Brownfield land at Dalton Barracks



Site of the former Council Offices, Crowmarsh Gifford



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What do you think are the best use(s) of the Dalton Barracks brownfield site? Please tick as many as you like:

Please select all that apply

- Building new homes
- Employment development
- Specialist housing for the elderly and/or a care home
- Community facilities like schools, health, leisure facilities (please state below)
- Prefer to leave as it is
- Not sure
- I don't have a view
- Other idea (please tell us below)

This brownfield site is likely to see change over the next 15 years - what things would make this a great place? You could tell us for example your suggestions for the mix of uses, the layout, space for nature, or the types of community and transport facilities needed for this site?

What do you think are the best use(s) of the Crowmarsh Gifford site? Please tick as many as you like:

Please select all that apply

- Building new homes
- Employment development
- Specialist housing for the elderly and/or a care home
- Community facilities like schools, health, leisure facilities (please state below)
- Prefer to leave site empty
- Not sure
- I don't have a view
- Other idea (please tell us below)

This brownfield site is likely to see change over the next 15 years - what things would make this a great place? You could tell us for example your suggestions for the mix of uses, the layout, space for nature, or the types of community and transport facilities needed for this site?

Can you suggest any other brownfield sites in sustainable locations that we should consider?

Please let us know the location of the site(s) below.

Section 15. Anything else you want to tell us?

Is there anything else you would like to tell us?

Let us know in the box below

Our commitment to equal access for all

We are committed to making sure that residents have equal access to all council services. Please help us to keep track of how successfully we are achieving this by ticking the appropriate boxes below.

All questions are optional. All information is confidential and will only be used to help us monitor whether views differ across the community.

What is your sex?

Please select only one item

- Female
- Male
- Prefer not to say

Is the gender you identify with the same as your sex registered at birth?

Please select only one item

- Yes
- No (please specify below)
- Prefer not to say

If no, please specify below.

How old are you?

Please select only one item

- 16-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75+
- Prefer not to say

What is your ethnic group?

Ethnic group

Please select only one item

- Prefer not to say
- English, Welsh, Scottish, Northern Irish, British
- Irish
- Gypsy or Irish Traveller
- Roma
- Any other White background
- Indian
- Pakistani
- Bangladeshi
- Chinese
- Any other Asian background
- Caribbean
- African
- Any other Black, Black British or Caribbean background
- White and Black Caribbean
- White and Black African
- White and Asian
- Any other Mixed or Multiple background
- Arab
- Other (please specify below):

Other (please specify below)

Do you have any physical or mental health conditions or illness lasting or expecting to last 12 months or more?

Please select only one item

- Yes
- No
- Prefer not to say

Do any of your conditions or illnesses reduce your ability to carry out day to day activities?

Please select only one item

- Yes, a lot
- Yes, a little
- Not at all