

# Oxford City Council

## Annual Monitoring Report 2006

(April 2005-March 2006)



## Key

1	2	3
4	5	6
7	8	9

1. University Parks
2. Brooks Taylor Court
3. Templars Square
4. Gloucester Green bus station
5. Gloucester Green (on a market day)
6. Business Park
7. Brasenose Driftway, Benouville Close
8. Cycle parking next to the Said Business School
9. Broad Street

## Translations available

अनुवादों बावस्था आछे  
提供有翻译本  
तरजमे उपलब्ध हैं  
उवजमे मिल सकते हन  
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## FOREWORD

This is Oxford City Council's second Annual Monitoring Report for planning policies. It covers the period 1<sup>st</sup> April 2005 – 31<sup>st</sup> March 2006. The Planning and Compulsory Purchase Act 2004 (Section 35) requires every local planning authority to submit an annual monitoring report to the Secretary of State containing information on the implementation of the Local Development Scheme (LDS) and the extent to which policies set out in Local Development Documents (LDDs) are being achieved. (The Oxford Local Plan 2001 – 2016 is a LDD).

All local planning authorities are required to submit reports to the Secretary of State and publish the report on their websites by no later than the end of December following each monitoring period. This report covers the following aspects of planning policy monitoring:

**Local Development Scheme monitoring:** this reviews actual plan progress of the LDS compared with the targets and milestones for LDD preparation. Each year, this section of the report will assess whether the City Council:

- has met the LDS targets and milestones or is on target to meet them;
- is falling behind schedule or has failed to meet a target or milestone and the reasons for this;
- the need to update the LDS in light of this information.

**Monitoring policies:** these will be monitored in order to assess<sup>1</sup>:

- whether policies and related targets or milestones in LDDs have been met or progress is being made towards meeting them or where they are not being met or not on track to being achieved, the reasons why;
- what impact the policies are having in respect of national, regional and local policy targets and any other targets identified in LDDs;
- whether the policies in the LDD need adjusting or replacing because they are not working as intended;
- whether the policies need changing to reflect changes in national or regional policy; and
- if policies or proposals need changing, the actions needed to achieve this.

In accordance with Government guidance, the City Council has adopted an objectives-policies-targets-indicators approach to ensure relevant and effective monitoring. A range of indicators have been developed divided into:

- **Core output indicators** – these have been set nationally for all local authorities to provide data in a consistent format. The findings from these indicators will inform the preparation of regional spatial strategy annual monitoring reports.
- **Local output indicators** – these have been selected to supplement the information provided in the core indicators and to highlight the key circumstances and issues relevant to Oxford.
- **Contextual indicators** – these have been used to show the baseline position of the wider social, environmental and economic circumstances against which the policies operate.

Where appropriate, the report shows how policy monitoring links to national targets such as Public Service Agreement targets and its integration with other City Council initiatives such as the Community Strategy. The existing targets in the Local Plan vary in their precision but more detailed targets will be integrated into Development Plan Documents (DPDs). Significant effect indicators will be included in future reports when DPDs are adopted with related sustainability appraisal targets. In the meantime, the effectiveness of adopted policies for sustainable development are highlighted where relevant. This years report also includes a short section on the effectiveness of consultation initiatives undertaken under the Statement of Community Involvement. (adopted October 2006)

This report has been compiled in liaison with key stakeholders such as Oxfordshire County Council and the Environment Agency. It is the intention to provide information in a consistent format year on year to enable comparisons to be made. However the detailed content may vary to reflect particular local issues that may arise or changes to national core output indicators.

<sup>1</sup> Planning Policy Statement 12: Local Development Frameworks

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## 1.0 INTRODUCTION

The Oxford Local Plan 2001-2016 was adopted on 11<sup>th</sup> November 2005. This Local Plan sets out the policies and proposals for future development and land use in Oxford. The Local Plan provides the main framework for development control decisions (along with the emerging Regional Spatial Strategy). Under the Planning and Compulsory Purchase Act 2004, the policies in the Local Plan will be 'saved' until they are progressively replaced by policies in Development Plan Documents (DPDs). The timeframe for production of DPDs is set out in the Local Development Scheme. As no DPDs were adopted in 05/06, this report assesses the key Local Plan policies.

Oxford covers an area of only 17.6 square miles. Oxford has a resident population of approximately 138,000. It has a huge housing need, even when compared with other cities in the South East region including London. Oxford has a large student population, with an estimated 30,000 at the two Universities alone. With the River Isis, historic colleges and university buildings, Oxford is one of the top tourist attractions in the South East. In addition, Oxford serves as a major shopping centre, centre for public services and a centre of manufacture.

Oxford is one of the largest employment centres in the South East with up to 100,000 jobs and low levels of unemployment. It is an affluent City, but contains pockets of severe deprivation.

Oxford is well located, with easy access to international airports, the railway network, and the M40 motorway. Oxford is within the M3/M40 wedge, and forms one end of the Oxford-Cambridge arc.

Oxford has a high level of in-commuting, with about half its workforce living outside its boundary. With more than 5 million visitors a year, a large sub-regional catchment area for shopping and other services, and a rapidly growing population, these have major implications for planning policy in Oxford.

### Why Monitor?

Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. It provides a crucial feedback loop and information on the performance of policy and its surrounding environment. Under the new planning system, with its focus on delivery of sustainable development and sustainable communities, monitoring takes on an added importance in providing a check on whether those aims are being achieved. Monitoring will also enable us to identify the need to review 'saved' Local Plan policies and future DPDs, and respond more quickly to changing priorities and circumstances.

### Data used

The City Council logs various data from applications granted permission through the City Council Uniform computer system – currently about 1900 active planning permissions. It monitors developments that have been commenced and completed through information obtained from building control, Council tax, and visits to all sites with current planning permissions. Specific reports are then produced to enable the data to be analysed. The City Council also analyses:

- vacancy rates of business premises;
- the proportion of retail and other uses in the City and district centres;
- number of visitors to key tourist attractions.

The other sources of data used are referred to in the relevant sections and include:

Job Seekers Allowance Claimants

Annual Business Inquiry

Thames Valley Environmental Records Centre

English Nature

Oxfordshire County Council

## 2.0 SUMMARY OF KEY FINDINGS/EVENTS

### KEY EVENTS

The most significant factor influencing planning policy during the period covered by this second monitoring report was the adoption of the Oxford Local Plan on 11<sup>th</sup> November 2005. The City Council has started assisting the successful implementation of key policies in the Plan with the development of supplementary planning documents on affordable housing and natural resource impact analysis. The documents were drafted following consultation with key interest groups and public consultation took place February-April 2006. Work also started on further supplementary planning documents on planning obligations and car parking standards, transport assessments and travel plans with community involvement through meetings and questionnaires on the scoping of the documents.

In terms of implementing the new policy system, the Local Development Scheme (LDS) sets out the City Council's project plan for policy development over the next 3 years and all of the target milestones have been achieved in 05/06. Evidence gathering commenced on the Core Strategy DPD and the West End Area Action Plan (AAP), including a major public consultation exercise on the AAP in January 2006. A Statement of Community Involvement was developed and submitted to the Secretary of State in February 2006.

### KEY FINDINGS

**Housing Delivery** – Monitoring information up to 1<sup>st</sup> April 2006 represents the end of the first 5 year phase of the 15 year Local Plan. This provides the opportunity to reflect on whether the Local Plan is on target to deliver the number of dwellings in the Local Plan. The Structure Plan and Local Plan set a strategic target for Oxford of 6,500 dwellings over the Plan period which equates to an annual average of 433 dwellings. There were 943 dwellings completed in 05/06, over 270 more than the previous year. If this trend continues, Oxford could exceed the strategic target by almost 1,500 dwellings. Over 90% of dwellings completed were 1 and 2 bed dwellings. This reflects the number of City centre flat developments and the conversion of dwellings to flats. Whilst the loss of 3 and 4+ bed dwellings is of initial concern, consultants have been commissioned to undertake an assessment of the dwelling sizes of the current housing stock in Oxford, the demographics and what impact this has on the need for particular sizes of market dwellings. In September 2006, the City Council commenced the production of a Balance of Dwellings Supplementary Planning Document. This will provide further information on how the City Council will apply the balance of dwellings policy in light of this additional research. Planning permission was granted for 997 dwellings. Whilst this is about 280 fewer than last year, it is still a high level. The slight drop may be due to the adoption of the Local Plan with its affordable housing policy that increases the proportion of affordable housing required and applies it to smaller sites than the previous Plan. This may have resulted in initial resistance to develop land as it reduces the value of sites so landowners may be less keen to sell to developers. However it is anticipated this resistance may be short term. Any developing trends will be carefully monitored to assess potential impact on target completion rates.

**Affordable Housing** – 167 units of affordable housing were completed which equates to nearly 18% of all dwellings, in comparison to 186 in 04/05. This seems due to the number of sites completed in phases where the proportion of market housing is completed earlier than the affordable housing to cross subsidise the affordable housing. The 167 units of affordable housing is slightly higher than the target in the Housing Strategy of 150 affordable dwellings per year. However affordable housing delivered by planning obligations will only meet a relatively small proportion of the need for affordable housing in Oxford (estimated to be 1700-1800 affordable dwellings per year by the Housing Requirements Study).

**Student numbers** – Student numbers at Oxford Brookes University increased by 185 students (1.05%). At the University of Oxford, the University figures indicate there were 139 less students in 05/06 than 04/05. The two universities anticipate limited or reducing growth after 2006/07 which should help them meet the Local Plan policy requirement that no more than 3000 students at each of the two universities live outside provided accommodation after 2008. Student numbers will continue to be carefully monitored to ensure that the number of students living in private accommodation does not significantly

increase in future years and put further pressure on the Oxford housing market. Officers will undertake further discussions with the two universities to confirm that the figures provided give an accurate indication of changes in student numbers so that when there are real increases in student numbers, these are reflected in the figures. Any future growth in academic floorspace should only be supported with further increases in student accommodation.

**Business development** – just under 267,500 sq.m. of business floorspace has been completed in 05/06, 90% of which was due to further development at the BMW plant at Cowley. Permission was granted for 13,000 sq.m. of office space, mainly at the Oxford Business Park. At the same time, 4.7 hectares of land was lost (in comparison to 3.7 hectares in 04/05). Most of the employment land lost was due to the redevelopment, mainly for residential use, of the former Oxford Automotive Components factory site.

**Retail** – Completed retail development amounted to 3,872 sq.m., mainly through the intensification of existing units in district centres by the insertion of mezzanine floors. This is a significant increase in comparison to last years total of 340 sq.m.

**Tourism** – hotel accommodation increased in Oxford with the opening of the 150 bed space Malmaison hotel within the Castle site. Planning permission has also been granted for a further 174 bed space hotel on land adjacent to The Priory, Grenoble Road. There has been a growth in museum provision with the completion and opening of Oxford Unlocked and planning permission granted for extensions at the Ashmolean and Pitt Rivers Museums.

**Environment** – In recent years the water vole has been Britain's fastest declining mammal. However, the 2005 survey results seem to indicate that the species may no longer be declining in Oxfordshire as a whole. Whilst there is no evidence that this decline is slowing in Oxford yet, there are extensive areas of potential habitat to encourage water voles.

**Transport** – on car parking standards, 81% of completed non-residential developments complied with car parking standards. It is expected that compliance with cycle and disabled parking standards will improve in future years with the removal of the ambiguity of having two sets of standards during the Local Plan review period and the adoption of the Parking Standards Supplementary Planning Document in early 2007.

As with the first monitoring report on planning policies, this second report should be viewed in the context of providing an important evidence base from which to assess future reports. The report draws attention to various key issues and does include some comparison data with the outcome of the first report. A more detailed assessment of future trends will develop as the evidence base builds.



### 3.0 LIST OF ABBREVIATIONS

List of Abbreviations	
<b>AAP</b>	Area Action Plan
<b>AMR</b>	Annual Monitoring Report
<b>BAP</b>	Biodiversity Action Plan
<b>BBOWT</b>	Berkshire, Buckinghamshire & Oxfordshire Wildlife Trust
<b>BTO</b>	British Trust for Ornithology
<b>BVPI</b>	Best Value Performance Indicator
<b>DETR</b>	(former) Department of the Environment, Transport & the Regions
<b>DPD</b>	Development Plan Document (part of the Local Development Framework)
<b>DPH</b>	Dwellings per hectare
<b>GOSE</b>	Government Office for the South East
<b>JSA</b>	Job Seekers Allowance
<b>LDD</b>	Local Development Document (part of the Local Development Framework)
<b>LDF</b>	Local Development Framework
<b>LDS</b>	Local Development Scheme
<b>LTP</b>	Oxfordshire Local Transport Plan
<b>ODPM</b>	Office of the Deputy Prime Minister
<b>ONS</b>	Office of National Statistics
<b>PDL</b>	Previously Developed Land
<b>PPG</b>	Planning Policy Guidance
<b>PPS</b>	Planning Policy Statement
<b>PSA</b>	Public Service Agreement
<b>RPG</b>	Regional Planning Guidance
<b>RSS</b>	Regional Spatial Strategy
<b>SAC</b>	Special Area of Conservation
<b>SCI</b>	Statement of Community Involvement
<b>SLINCS</b>	Sites of Local Importance for Nature Conservation
<b>SPD</b>	Supplementary Planning Document
<b>SSSI</b>	Sites of Special Scientific Interest
<b>TVERC</b>	Thames Valley Environmental Record Centre

## 4.0 LOCAL DEVELOPMENT SCHEME

This section addresses progress on the various documents that make up the Local Development Framework, and towards the milestones set out in the Local Development Scheme. It assesses whether the LDS timetable is being met and whether the milestones for Local Development Documents are being met.

### Plan-making: Development Plan

Best Value Performance Indicator 200a asks the question: “Did the Local Planning Authority submit the Local Development Scheme (LDS) by March 2005 and thereafter maintain a 3-year rolling programme?”

Oxford City Council submitted its first LDS on 23<sup>rd</sup> March 2005 and received confirmation from the Secretary of State that he would not issue a direction preventing it to be brought into force on 24<sup>th</sup> March 2005. This performance indicator has therefore been met. The City Council is continuing to roll forward the LDS, a revised version was submitted to GOSE in the Summer of 2006. This will be covered in next years Annual Monitoring Report.

### Plan-making: Milestones

Best Value Performance Indicator 200b asks the question: “Has the Local Planning Authority met the milestones which the current Local Development Scheme (LDS) sets out?”

Eight documents were programmed in the LDS to be under production during this period: Oxford Local Plan 2001-2016; Statement of Community Involvement; Core Strategy; Oxford’s West End Area Action Plan; and Supplementary Planning Documents on Affordable Housing, Natural Resource Impact Analysis, Planning Obligations and Parking Standards.

The LDS 2005-2008 set thirteen milestones for these documents; the table below shows those milestones, the dates achieved and whether the targets were met<sup>1</sup>. The table illustrates that all the milestones set for the period 2005/2006 were met. This performance indicator has therefore been met.

Document and Milestone	Target date	Achieved	Met?
<b>Oxford Local Plan 2001-2016</b>			
Commencement of deposit – modifications	June 2005	17 <sup>th</sup> June 2005	✓
Adoption	November 2005	11 <sup>th</sup> November 2005	✓
<b>Statement of Community Involvement (SCI)</b>			
Commencement of preparation process	April 2005	14 <sup>th</sup> April 2005	✓
Commencement of consultation on draft SCI	September 2005	16 <sup>th</sup> September 2005	✓
Submission of SCI to Secretary of State	February 2006	24 <sup>th</sup> February 2006	✓
<b>Core Strategy DPD</b>			
Commencement of preparation process	January 2006	31 <sup>st</sup> January 2006	✓
<b>Oxford’s West End Area Action Plan</b>			
Commencement of preparation process	September 2005	30 <sup>th</sup> September 2005	✓
<b>Affordable Housing SPD</b>			
Commencement of preparation process	July 2005	27 <sup>th</sup> July 2005	✓
Commencement of consultation on draft SPD	February 2006	24 <sup>th</sup> February 2006	✓
<b>Natural Resource Impact Analysis SPD</b>			
Commencement of preparation process	July 2005	27 <sup>th</sup> July 2005	✓
Commencement of consultation on draft SPD	February 2006	24 <sup>th</sup> February 2006	✓
<b>Planning Obligations SPD</b>			
Commencement of preparation process	January 2006	9 <sup>th</sup> January 2006	✓
<b>Parking Standards SPD</b>			
Commencement of preparation process	January 2006	9 <sup>th</sup> January 2006	✓

<sup>1</sup> There is some discrepancy in the definition of key milestones between PPS12, Best Value 200b and Local Development Framework Monitoring: a good practice guide. But however milestones are defined, Oxford has met them.

## **Plan-making: Monitoring Report**

Best Value Performance Indicator 200c asks the question: “Did the Local Planning Authority publish an Annual Monitoring Report by 31<sup>st</sup> December of each year?”

Oxford City Council submitted its first Annual Monitoring Report on 17<sup>th</sup> November 2005. GOSE has stated that the Oxford AMR was the first to be submitted in the South East region. The regulations required a minimum of 6 months monitoring on a limited number of indicators. Oxford’s AMR covered the full 12 month period and contained information on 41 indicators including all of the core indicators. This performance indicator has therefore clearly been met.

## 5.0 INDICATORS

### HOUSING

<b>Indicator 1 (Core)</b>	<b>Housing trajectory</b> i) net additional dwellings completed over the previous 5 year period or since the start of the relevant DPD period, whichever is the longer; ii) net additional dwellings completed for the current year; iii) projected net additional dwellings up to the end of the relevant DPD period or over a 10 year period from its adoption, whichever is the longer; iv) annual net additional dwelling requirement (annual rate of housing provision required); v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance.
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#### Objective

To plan, monitor and manage the delivery of new housing in accordance with development plan requirement.

#### Target

Nationally, an objective of the (former) ODPM is to “Achieve a better balance between housing availability and the demand for housing, including improving affordability, in all English regions while protecting valuable countryside around our towns, cities and in the green belt and the sustainability of towns and cities.”<sup>1</sup> The draft South East Plan<sup>2</sup> was submitted to the Government in March 2006 and has set a strategic housing target for Oxford at 7,000 between 2006-2026. This equates to an annual average of 350 dwellings. The adopted Oxfordshire Structure Plan 2016<sup>3</sup> and Oxford’s Local Plan 2001-2016<sup>4</sup> sets a strategic target for Oxford as 6,500 dwellings to be provided between 2001-2016 which equates to an annual average of 433 dwellings.

Year	Housing completions	Cumulative completions total	Local Plan target	Cumulative Local Plan total
2001/02	439	439	433	433
2002/03	267	706	433	867
2003/04	578	1,284	433	1,300
2004/05	669*	1,953	433	1,733
2005/06	943	2,896	433	2,167

\*The Annual Monitoring Report 2005 recorded this figure as 718. That figure was an error (a number of dwellings were recorded as having been completed in the incorrect year) and has been amended for this AMR.

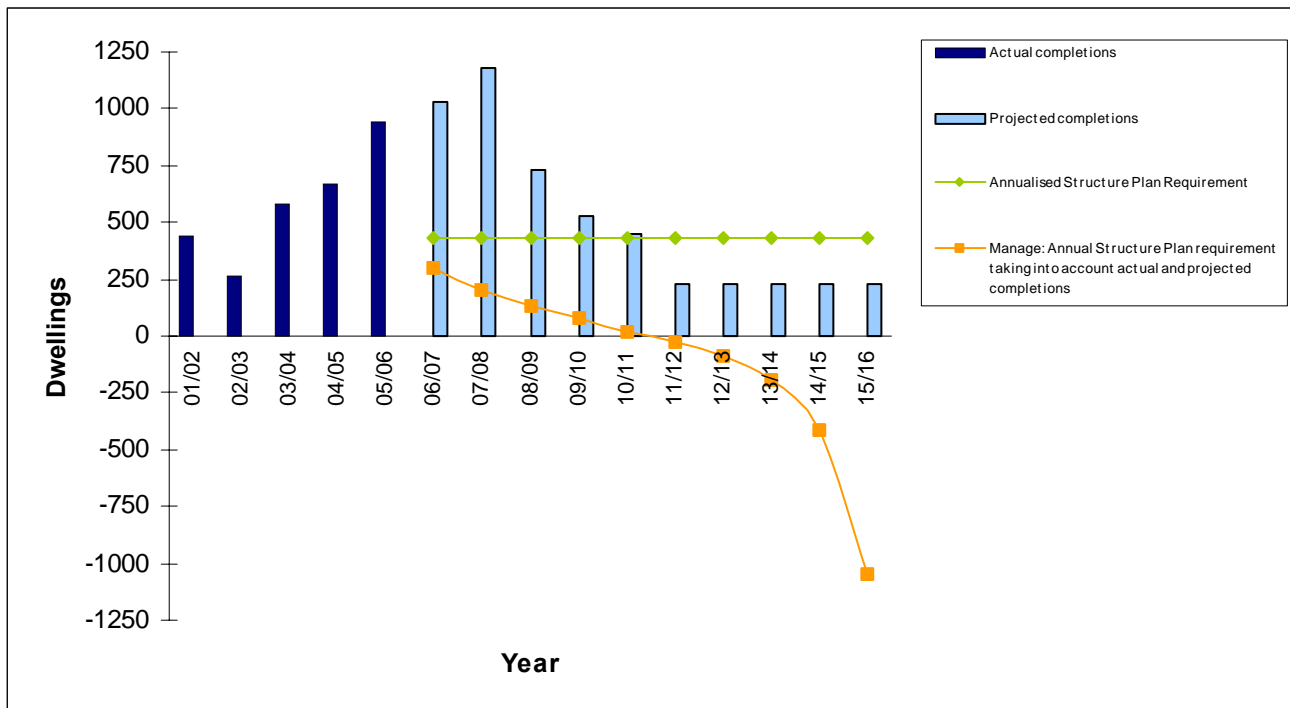
<sup>1</sup> PSA5, Public Service Agreement 2005-2009, (former) Office of the Deputy Prime Minister

<sup>2</sup> *The Draft South East Plan*, South East of England Regional Assembly, March 2006

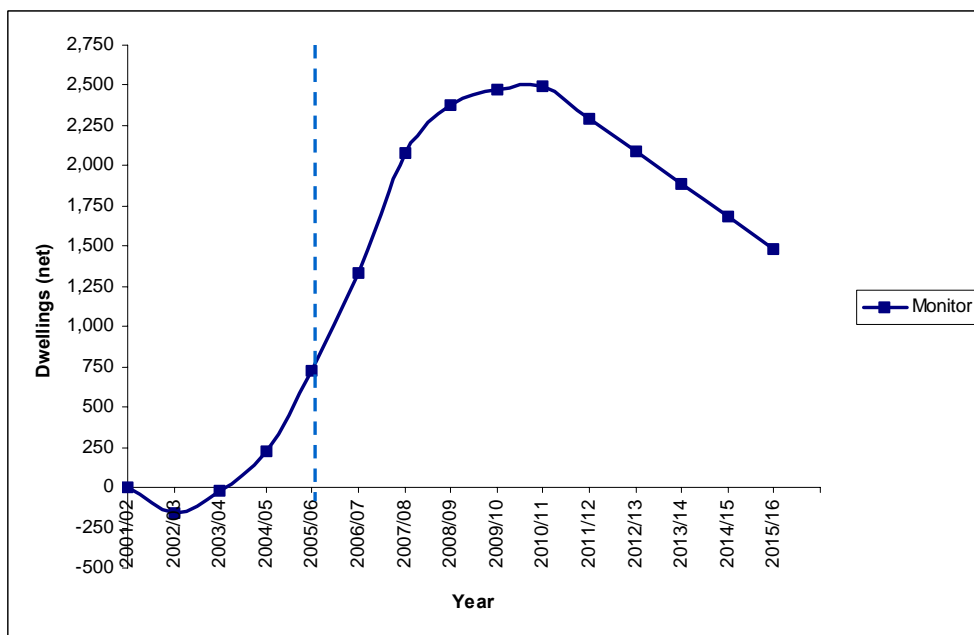
<sup>3</sup> Oxfordshire Structure Plan 2016, October 2005

<sup>4</sup> Policy HS.1, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

## Data analysis



**Figure 1: The past and anticipated supply of housing during the Plan period 2001-2016 (Oxford City Council)**



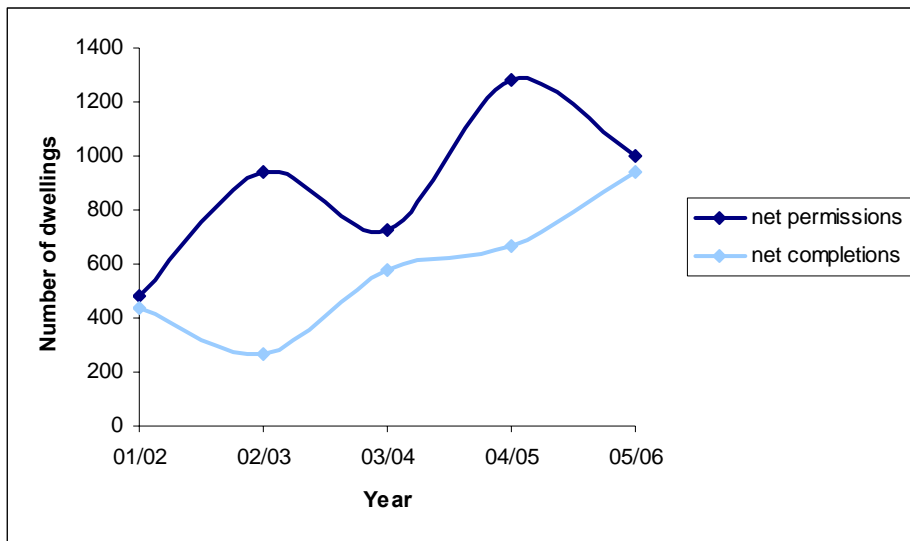
**Figure 2: Monitor - The position above or below zero represents how many dwellings Oxford City Council is ahead or behind their cumulative allocation at any point in time (Oxford City Council)**

## Commentary

Since 2003/04, completions have exceeded the Local Plan (and Structure Plan) target quite considerably. The projection suggests that if windfall sites continue to come forward at the same rate, and that allocated sites deliver as predicted, the overall target for 2016 of 6,500 dwellings could be exceeded by almost 1,500 dwellings (Figure 2). This projection is a result of work undertaken for the Urban Potential Study 2005 and updated by Oxford City Council databases.

Figure 3 shows the expected pattern of permissions and completions, whereby any rise in permissions one year, leads to a rise in completions the following years, due to the lag time from permission to construction.

The drop in the number of permissions in 2005/06 would suggest that the number of completions in 2006/07 will drop. This supports expectations of a drop following the adoption of a new policy. However, it should be noted that the general trend is still an increase in the number of dwellings constructed since the start of the plan period.



**Figure 3: Pattern of total net permissions and net completions over the Local Plan period (Oxford City Council)**

2005/06 has seen a slight fall in the number of permissions compared to 2004/05. This could be due to the adoption of the Local Plan in November 2005 which includes a policy requiring a greater proportion of affordable housing from residential development and on sites of a smaller scale than the previous Local Plan. This inevitably has an impact upon land value and hence there is less incentive for landowners to sell to developers. The City Council will continue to monitor permissions but it is likely that permissions will gradually begin to rise once the policies have become more established in their impact upon land values.

A short term drop in the number of permissions/completions also took place when the previous Local Plan and its Supplementary Planning Guidance (SPG) was adopted. The reduction in permissions could also be an indication that there are fewer suitable sites available for development. It will therefore be important to monitor permissions to assess whether or not future completions will continue to exceed the targets set by the Local Plan / Structure Plan and the Regional Planning Guidance (RPG9) or whether completions will start to decrease.

Year	Permissions	Completions
01/02	482	439
02/03	938	267
03/04	726	578
04/05	1279	669*
<b>05/06</b>	<b>997</b>	<b>943</b>

\*The Annual Monitoring Report 2005 recorded this figure as 718. That figure was an error (a number of dwellings were recorded as having been completed in the incorrect year) and has been amended for this AMR.

See Appendix 1 for comprehensive data table of housing trajectory figures.

On target? ✓

<b>Indicator 2 (Core)</b>	<b>Percentage of new and converted dwellings built on previously developed land (gross)</b>
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### Objective

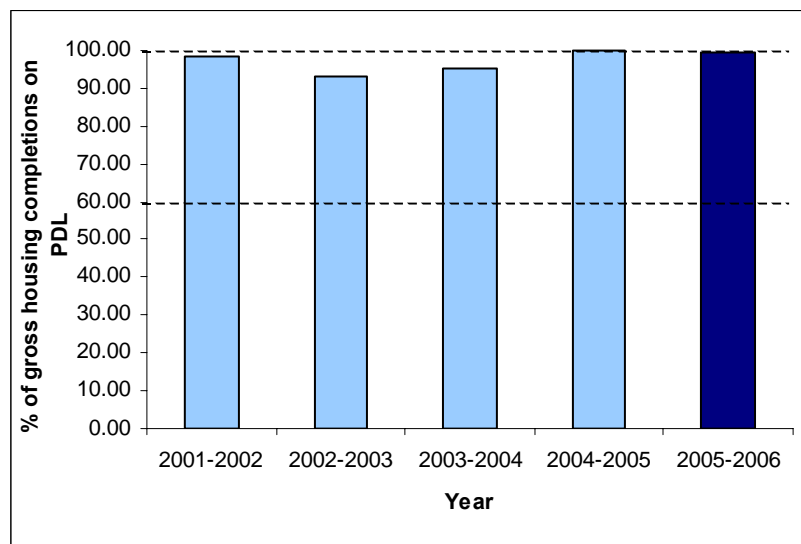
To maximise the re-use of previously developed land (PDL) in order to promote regeneration and minimise the amount of non-previously developed land being taken for development.

### Target

Nationally, at least 60% of additional housing should be provided on previously developed land<sup>1</sup>. In the South East region as a whole, over the 2006-2026 period, the same target was set<sup>2</sup>. The Oxford Local Plan<sup>3</sup> sets a target to build 95-100% of new dwellings between 2001-2016 on previously-developed land. National guidance states that this indicator relates to the gross number of dwellings not the net number.

### Data analysis

Year	Percentage of gross housing completions on PDL
2001/2002	98.60%
2002/2003	93.00%
2003/2004	95.00%
2004/2005	99.87%
<b>2005/2006</b>	<b>99.43%</b>



**Figure 4: Percentage of new and converted dwellings built on Previously developed land 2005/06 compared to previous years (Oxford City Council)**

### Commentary

Oxford is composed predominantly of an urban environment with some undeveloped wedges, mainly Green Belt and flood plain, running through the City. The urban nature of Oxford offers the opportunity to re-use a considerable proportion of previously developed land. The City Council has therefore been able to exceed the target of 60% set in national and regional guidance quite considerably over the Plan period.

The general trend of the last few years is an upward one and, during 2005/06, 99.43% of all new dwellings were built on previously developed land. It is considered that the percentage is unlikely to fall below the Local Plan target of 95% over the next five years.

**On target?** ✓

<sup>1</sup> *Planning Policy Guidance note 3*, (former) Department of the Environment Transport and the Regions, 2000 and BVPI 106 and Regional Planning Guidance for the South East (March 2001)

<sup>2</sup> *The Draft South East Plan*, South East of England Regional Assembly, March 2006

<sup>3</sup> Paragraph 6.7.4, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<b>Indicator 3 (Core)</b>	<b>Housing densities</b> Percentage of new (gross) dwellings completed at: i) less than 30 dwellings per hectare (dph); ii) between 30 and 50 dph; iii) above 50 dph.
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### Objective

To ensure an efficient and appropriate use of land.

### Target

PPG3<sup>1</sup> encourages housing development which makes more efficient use of land, between 30 and 50 dwellings per hectare, and higher densities in areas with good public transport accessibility. Most areas of Oxford are sustainably located and so the Oxford Local Plan<sup>2</sup> set a target that residential development should generally be above 40 dph. Draft Planning Policy Statement 3<sup>3</sup> increases the densities sought and distinguishes between different types of residential environment, setting higher targets for city centres.

### Data analysis

Density (PPG3 target)	Sites of ≥ 10 dwellings	Sites of < 10 dwellings
less than 30 dph	4.90%	15.00%
between 30 and 50 dph	9.00%	10.90%
above 50 dph	86.10%	74.10%

Density (Local Plan target)	Sites of ≥ 10 dwellings	Sites of < 10 dwellings
Less than 40 dph	8.70%	17.40%
40 dph or more	91.30%	82.60%

dph = dwellings per hectare

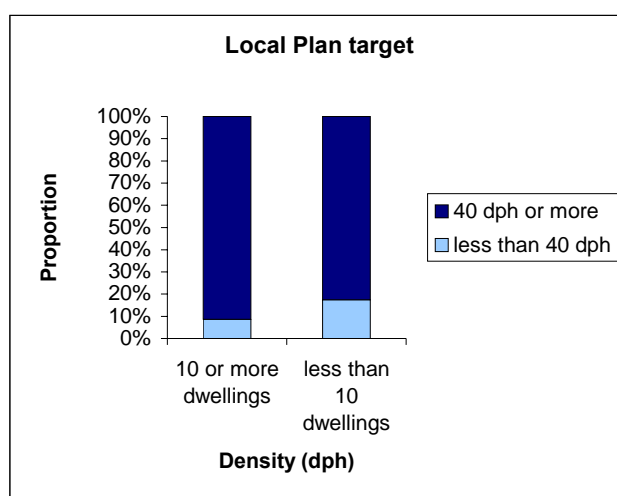
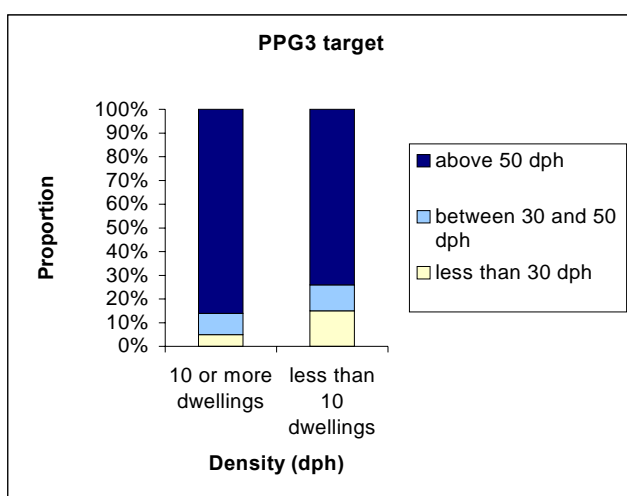


Figure 5: Density of dwellings (PPG3 and Local Plan targets) completed (gross) during 2005/2006 split by site capacity (Oxford City Council)

### Commentary

In Oxford, there is a huge need for housing, but there is only limited land available for development. The City Council therefore expects land to be developed efficiently. Oxford has excellent public transport and is considered very sustainable so higher densities have generally been appropriate. PPG3 and the Local Plan recognises that density may not always be a useful measure on small sites of

<sup>1</sup> Paragraph 58, *Planning Policy Guidance note 3*, (former) DETR, 2000

<sup>2</sup> Policy CP.6, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<sup>3</sup> Draft *Planning Policy Statement 3*, (former) ODPM, December 2005



less than 10 dwellings so the data has been split to show densities of both large and small sites separately.

The results show that on large sites, the density of completions during 2005/06 have generally been above the PPG3 densities, with a significant proportion above 50 dph. Small sites have been also been achieving a high proportion at higher densities, although this is likely to reflect the large number of developments of 1 or 2 dwellings. Due to the compact nature of Oxford, a significant proportion of sites that come forward for development are small sites so it is considered worthwhile monitoring the density of small sites.

The threshold for affordable housing contribution is 10 dwellings and the City Council will use this data to check that contributions to the provision of affordable housing are not being lost as a result of underdevelopment.

Just over 90% of dwellings completed on sites of 10 or more dwellings were built at a density of 40 dph or more. This is consistent with Policy CP.6 of the Oxford Local Plan 2001-2016. This level of density is expected to be consistently achieved in the future, however, the Supplementary Planning Document on Affordable Housing seeks a reasonable proportion of larger affordable dwellings due to the great need for affordable housing for families. This may result in reduced densities overall, however, the densities are not considered likely to reduce so much that it would result in underdevelopment and be contrary to Policy CP.6.

It is anticipated that a final version of PPS3 will be available prior to the completion of next years AMR so the monitoring figures will be compared with any new targets set at that time. Taking account of current densities achieved in Oxford, it is anticipated that more challenging targets can still be achieved.

**On target?** ✓

<b>Indicator 4 (Core)</b>	<b>Number of affordable housing completions</b>  i) Gross number of affordable housing completions; ii) Net number of affordable housing completions.
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### Objective

To secure a proportion of affordable housing to help meet housing needs.

### Target

PPG3<sup>1</sup> says that local authorities should use surveys to demonstrate local need for affordable housing. These surveys would then form the basis for Local Plan policies on the delivery of affordable housing. RPG9<sup>2</sup> suggests that about 48% of new dwellings built in the South East region need to be affordable. The South East Plan<sup>3</sup> sets an overall regional target that 25% of all new housing should be affordable social rented housing and that 10% should be other forms of affordable housing. In order for the region to achieve this, some authorities targets that are lower than this will be balanced with authorities with higher targets. The Oxfordshire Structure Plan<sup>4</sup> has an expectation that 50% of the additional housing provided in Oxfordshire should be affordable.

The Oxford Local Plan 2001-2016<sup>5</sup> requires 50% of dwellings to be affordable on residential sites with a capacity of 10 or more dwellings or on a residential site of 0.25ha. The Local Plan seeks a contribution towards affordable housing from commercial development<sup>6</sup>. Oxford's Housing Strategy<sup>7</sup> sets a target of 150 dwellings per annum.

### Data analysis

Gross affordable housing completions 2005/06	171
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Year	Net total dwelling completions	Net affordable dwelling completions	Proportion of total dwellings that are affordable
01/02	439	71	16.2%
02/03	267	46	17.2%
03/04	578	141	25.7%
04/05	673	186	27.6%
<b>05/06</b>	<b>943</b>	<b>167</b>	<b>17.7%</b>

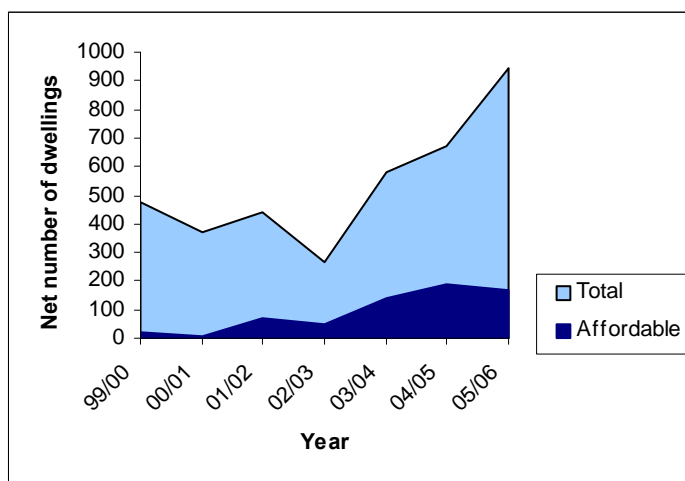


Figure 6: Net total dwelling completions compared with net affordable dwelling completions (Oxford City Council)

<sup>1</sup> Paragraph 16, *Planning Policy Guidance note 3*, Department of the Environment Transport and the Regions, 2000

<sup>2</sup> Policy H4, *Regional Planning Guidance for the South East*, GOSE, March 2001

<sup>3</sup> Policy H4, *The Draft South East Plan*, South East England Regional Assembly, March 2006

<sup>4</sup> Paragraph 7.18, *Oxfordshire Structure Plan 2016*, Oxfordshire County Council

<sup>5</sup> Policies HS.4 and HS.5, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<sup>6</sup> Policy HS.7, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<sup>7</sup> *Housing Strategy for Oxford 2005-2008*, Oxford City Council, March 2005

## Commentary

The net number of affordable housing completions for the 2005/06 period was 167. It is considered useful to compare net affordable housing completions with net total housing completions to indicate the proportion of affordable housing being developed compared to all completions. This data is also available for the previous 6 years and has shown a generally an upward trend in the actual number of affordable dwellings and in their proportion of the total dwellings completed; although 2005/06 has seen a slight drop in both numbers of affordable housing and the proportion of affordable housing overall. The proportion of affordable housing permitted is analysed at Indicator 7.

The apparent drop in the amount of and overall proportion of affordable housing could be attributed to the adoption of the Local Plan in November 2005. The previous Local Plan included a threshold of 20 dwellings and as the new threshold is 10 dwellings, it is anticipated that there will be a short term drop in the number of schemes being developed in the 10-20 dwelling size due to the new policy. In addition, due to the limited land available in Oxford, developers are utilising small scale infill plots and conversions of family sized dwellings and these types of developments tend to be below the threshold for providing affordable housing.

The need for affordable housing is so huge that it would be impossible to meet all the need therefore a more realistic approach must be taken. Whilst there is no set target in the Local Plan for the number of affordable units to be completed each year, Oxford's Housing Strategy<sup>1</sup> sets a target of 150 dwellings per annum. The 2005/06 figure exceeded this target.

The Housing Requirement Study<sup>2</sup> estimated that for the 5 year period 2004-2009, there is a shortfall of affordable housing in Oxford of around 1,700 – 1,800 affordable homes per year. Therefore whilst the 2005/06 figure is greater than expected, it falls significantly short of that needed to meet the shortfall of affordable housing. It is clear that more affordable housing negotiated through planning obligations alone, on land within the city administrative boundary, will never satisfy this level of need.

On target? ✓

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<sup>1</sup> Page 23 *Draft Housing Strategy for Oxford 2005-2008*, Oxford City Council March 2005

<sup>2</sup> *Oxford Housing Requirements Study*, Fordham Research, April 2004

<b>Indicator 5 (Local)</b>	<b>Number of affordable housing permissions against completions</b>
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**Objective**

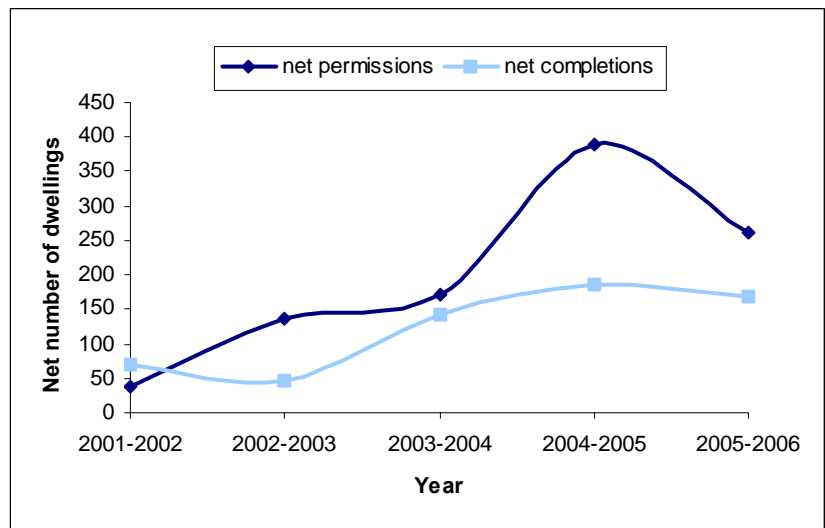
To enable the delivery of affordable housing to help meet housing needs.

**Target**

To ensure that every affordable dwelling that is permitted is completed and occupied, within a reasonable and acceptable time frame.

**Data analysis**

Year	Net affordable housing permissions	Net affordable housing completions
2001/02	39	71
2002/03	137	46
2003/04	172	141
2004/05	390	186
<b>2005/06</b>	<b>261</b>	<b>167</b>



**Figure 7: Pattern of affordable housing permissions and completions over the past five years (Oxford City Council)**

**Commentary**

Indicator 5 compares the number of affordable housing permissions with the number of affordable housing completions. In past years, permissions in one year have been following by a similar number of completions during the following years however, during 2005/06 this pattern did not continue as completions fell rather than rose as expected. This in part is likely to be due to the number of large sites that are being completed in phases and where a proportion of the market housing is completed earlier than the affordable housing in order to cross subsidise the affordable housing. Large phased sites lengthen the time from permission to completion.

This may also be related to the delivery of affordable housing following planning permission. It will be useful to monitor the delivery of a completed Section 106 legal agreement (planning obligation) and whether or not this is having an impact on the delivery of affordable housing. The City Council adopted an Affordable Housing Supplementary Document in July 2006 and is currently drafting a Planning Obligations SPD which should speed up the process of agreeing S106 agreements.

**On target?** ✓

<b>Indicator 6 (Local)</b>	<b>Cash contribution received during monitoring period towards affordable housing from:</b>  i) Residential development; ii) Commercial development.
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## Objective

To secure financial contributions towards affordable housing from commercial development and from residential development (instead of on-site provision) in exceptional circumstances.

## Target

PPG3 states “Local planning authorities should encourage the development of mixed and balanced communities: they should ensure that new housing developments help to secure a better social mix by avoiding the creation of large areas of housing of similar characteristics”<sup>1</sup> and that “there is a presumption that such housing [affordable housing] should be provided as part of the proposed development of the site”<sup>2</sup>.

Draft PPS3<sup>3</sup> states that “the presumption is that affordable housing should be provided on the application site so that it contributes towards achieving the objective of creating more mixed communities and avoids creating concentrations of deprivation.”

The draft South East Plan<sup>4</sup> also states that “There will be a presumption in favour of on-site affordable housing provision” and the Oxfordshire Structure Plan 2016 says that provision of affordable housing will normally be on-site<sup>5</sup>.

Policy HS.6 of the Oxford Local Plan says that that affordable housing should be provided on-site as part of the proposed development. Policy HS.7 seeks a contribution from commercial development where a need for affordable housing is related to that commercial development. This will be provided on-site where the commercial development is part of a mixed use scheme.

## Data analysis

<i>Cash in lieu (£) received for the provision of affordable housing:</i>	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
<b>From residential development</b>	446,815	0	477,969	573,650	0	100,000	0
<b>From commercial development</b>	-	-	-	-	-	-	0

## Commentary

There have been no financial contributions received this past year, and this is due to the presumption in favour of providing affordable housing provision on site, thus negating the need to contribute financially. Previous funding is substantially allocated primarily to two affordable housing schemes hoped to be implemented in 07/08.

<sup>1</sup> Paragraph 10, *Planning Policy Guidance note 3*, Department of the Environment Transport and the Regions, 2000

<sup>2</sup> Paragraph 17, *Planning Policy Guidance note 3*, Department of the Environment Transport and the Regions, 2000

<sup>3</sup> Paragraph 28, *Planning Policy Statement 3*, ODPM, December 2005

<sup>4</sup> Policy H4, *The South East Plan*, South East England Regional Assembly, March 2006

<sup>5</sup> Policy H4, *Oxfordshire Structure Plan 2016*, October 2005

The application of Policy HS.6 is expected to contribute to a decrease in amount of cash received towards the provision of affordable housing. Policy HS.6 does allow for exceptions to on-site provision, although it is considered that these situations will be rare due to the limited land available in Oxford, it will be a challenge finding available sites to develop affordable housing schemes on.

Contributions that are received due to the need for affordable housing arising from a commercial development are more likely to be as cash in lieu. However, in a mixed use development involving residential, the presumption will be for the on-site provision of affordable housing.

A formula for calculating affordable housing contributions from commercial development is set out in the Affordable Housing Supplementary Planning Document<sup>6</sup> (SPD), which was adopted in July 2006. As yet, no contributions have been received from commercial development, however, this is expected to change now that the SPD is adopted.

**On target?** ✓

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<sup>6</sup> *Affordable Housing SPD*, Oxford City Council, July 2006

<b>Indicator 7 (Local)</b>	<b>Average percentage of affordable housing permitted via S106 legal agreements (planning obligations) on residential sites where there is a policy requirement</b>
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### Objective

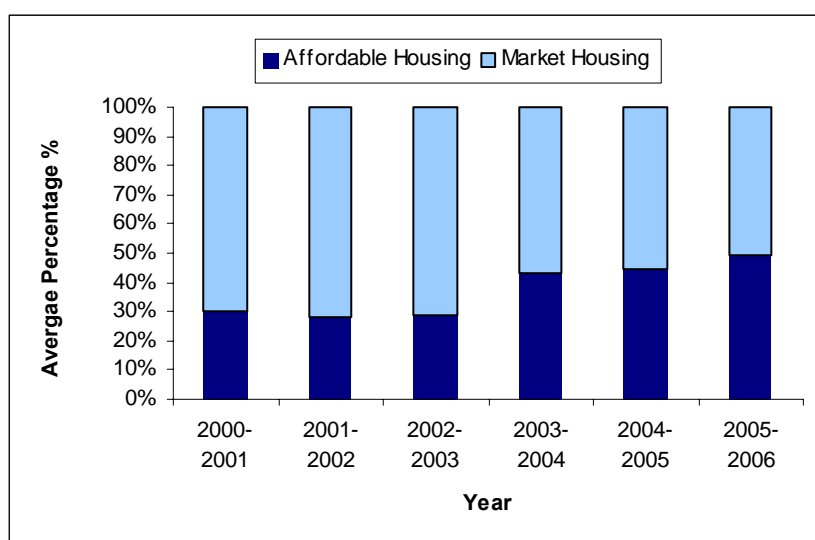
To secure a proportion of affordable housing to help meet housing needs.

### Target

The Oxford Local Plan 2001-2016 requires generally a minimum of 50% of dwellings to be affordable on residential sites with a capacity of 10 or more dwellings, or on a residential site of 0.25ha<sup>1</sup>. The Local Plan seeks a contribution towards affordable housing from commercial development<sup>2</sup>.

### Data analysis

	2000/2001	2001/2002	2002/2003	2003/2004	2004/2005	2005/2006
<b>Average proportion of affordable housing from S106 legal agreements</b>	30.29%	27.86%	28.78%	43.35%	44.60%	<b>49.20%</b>



**Figure 8: Proportion of affordable housing permitted where there is a policy requirement for affordable housing provision (Oxford City Council)**

### Commentary

Indicator 7 specifically looks at the proportion of affordable housing permitted where there is a policy requirement for affordable housing provision.

In assessing the proportion of affordable housing achieved from residential sites, it is appropriate to look only at data from sites where the applicant is a private developer. Registered Social Landlords mostly develop sites of 100% affordable housing which would skew the figures. These have therefore been excluded from the data above.

The average proportion achieved on sites in 2005/06 was 49.20%. The Oxford Local Plan 2001-2016, including the requirement for 50% affordable housing, was adopted in November 2005 and so only

<sup>1</sup> Policies HS.4 and HS.5, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<sup>2</sup> Policy HS.7, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

about 4 months of the 2005/06 year had an adopted Oxford Local Plan 2001-2016 policy which probably reflects why the 50% target was not quite met on average. However, considering that the Local Plan will have been adopted for some time, it is likely that the target will be met next year and so it is considered that this indicator is on target.

During the 2005/06 period there were no examples of contributions received from commercial developments although there are expected to be some during the next AMR (see Indicator 6).

**On target?** ✓



<b>Indicator 8 (Local)</b>	<b>Mix of housing completed by house size in respect of:</b>  i) market dwellings; ii) affordable dwellings.
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**Objective**

To ensure a mix of dwelling sizes is achieved in order to maintain, and create, sustainable communities.

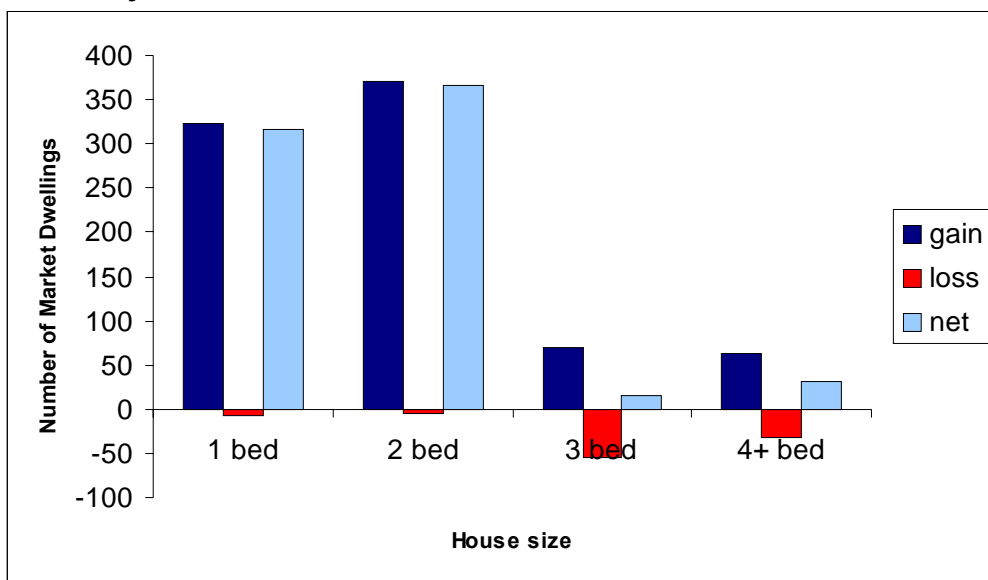
**Target**

An objective of PPG3 is that Local Planning Authorities should “*plan to meet the housing requirements of the whole community*”<sup>1</sup>. Draft PPS3 states that “*Local planning authorities should have regard to the relevant sub-regional housing market assessment and the relevant Regional Spatial Strategy, Regional Housing Strategy and Local Housing Strategy in determining the overall balance between different household types to be provided for across the plan area, to ensure that housing provision is made for example for family, single person and multi-person households. In planning at site level, it is important that a broad mix of housing suitable for different household types is provided for on larger sites. For smaller sites, the mix of housing should contribute to the creation of mixed communities*”<sup>2</sup>.

The South East Plan states that “*Local Development Documents should require an appropriate range of housing opportunities in terms of a mix of housing types, sizes and tenure.*”<sup>3</sup>

The Oxford Local Plan 2001-2016 seeks to achieve a balance mix of dwelling sizes within a site and within a locality in order to maintain and create sustainable communities.<sup>4</sup> Oxford’s Housing Strategy<sup>5</sup> seeks to meet the needs of a range of households within Oxford which requires affordable dwellings to be of the right size to meet that need.

**Data analysis**



**Figure 9: Mix of market dwelling size completed during 2005/06 (Oxford City Council)**

<sup>1</sup> Paragraph 2, *Planning Policy Guidance note 3*, Department of the Environment Transport and the Regions, 2000

<sup>2</sup> Paragraph 21, *Planning Policy Statement*, ODPM, December 2005

<sup>3</sup> Policy H6, *South East Plan*, South East England Regional Assembly, March 2006

<sup>4</sup> Policy HS.8, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<sup>5</sup> *Housing Strategy for Oxford 2005-2008*, Oxford City Council

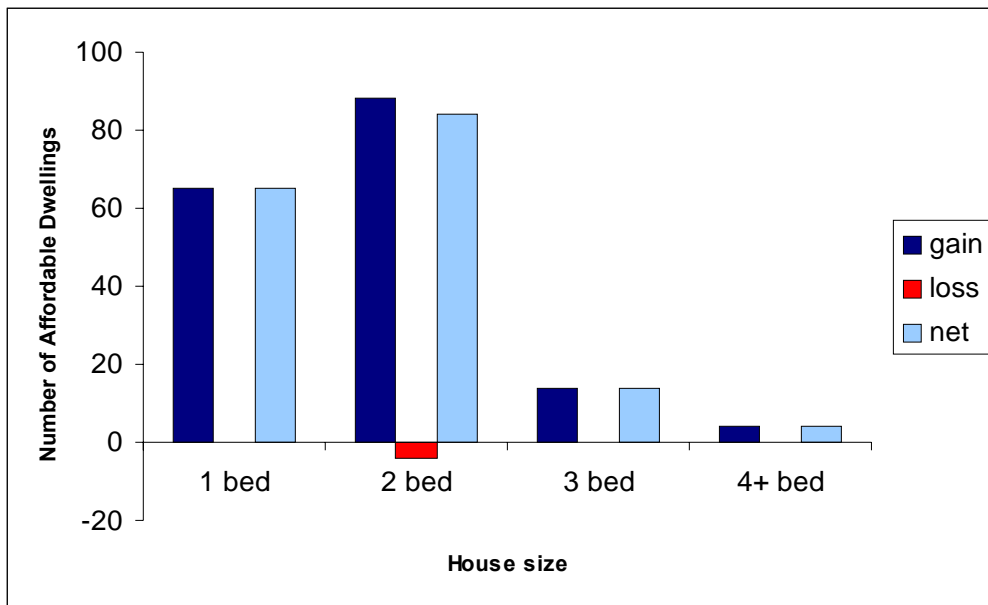


Figure 10: Mix of affordable dwelling size completed during 2005/06 (Oxford City Council)

	Number of dwellings completed in 2005/06 that were 1 or 2 bed in size	Total number of dwellings completed in 2005/06 (excluding key worker)	Proportion of dwellings completed that were 1 and 2 bed dwellings
Market	682	729	93.5%
Affordable	149	167	89.2%
Total	831	896	92.7%

## Commentary

Figure 9 shows that the size of market dwellings completed during 2005/06 was significantly skewed towards one and two bed units. Only 7.3% of all market and affordable housing completions in 2005/06 were 3 and 4+ units. This is considerably lower than the equivalent proportion in 2004/05 which was 24.1%<sup>1</sup>. The losses in 3 bed market houses almost cancel out any gain in 3 bed market houses. The AMR 2005 commented that it was likely that future years would show more of a skew away from 3 and 4 bed completions because of number of permissions received for conversions and for one bed purpose built flats. The data from this year shows evidence to support this trend.

Figure 10 shows that one bed affordable dwellings were most numerous, gradually reducing in quantity towards the larger dwelling sizes. The proportion of all affordable completions being 1 and 2 bed dwellings increased from 70.4% in 2004/05 to 80.9% in 2005/06.

On a site-by-site basis, the majority of the large sites completed during 2005/06 were on out-of-centre sites where a mix of units was generally achieved. On smaller sites and in the City centre, the pattern of development tends to be of a large number of small flats, which does not achieve a mix on-site.

Smaller units (both market and affordable) are generally more lucrative for landowners, and with the push towards higher densities since the publication of PPG3 in March 2000, smaller units on new build developments are often proposed. Oxford has the additional problem of having a limited land supply so developers are resourceful in finding sites to develop which often include the conversion of typical 3 bed semi detached houses into two flats. These conversions can be identified in Figure 9 by the loss of 3 bed market dwellings.

<sup>1</sup> Indicator 8, *Annual Monitoring Report 2005*, Oxford City Council

As in the AMR 2005, it is difficult at this stage to assess whether or not the City Council is 'on target' to meet the objective of Policy HS.8 because the information in this indicator is only a snapshot taken of completions during the monitoring period of 2005/06. Whilst the loss of 3 and 4+ bed dwellings is of initial concern, consultants have been commissioned to undertake an assessment of the dwelling sizes of the current housing stock in Oxford, the demographics and hence what impact this has on the need for particular sizes of market dwellings. In September 2006, the City Council commenced the production of a Balance of Dwellings Supplementary Planning Document. This will provide further information on how the City Council will apply the Balance of Dwellings policy (HS.8) in light of this additional research.

While the completions during 2005/06 do not show an even mix of dwellings sizes, there is a recognised need for smaller dwellings and so it is considered that at this stage, and in the absence of a detailed evidence base to support a robust assessment, the City Council should be regarded as being on target.

In September 2006 the City Council commenced the production of a Supplementary Planning Document (SPD) to support Policy HS.8 on the Balance of Dwellings. This is anticipated to be adopted in September 2007.

**On target?** ✓

<b>Indicator 9 (Local)</b>	<b>Affordable dwellings permitted and completed analysed by tenure</b>
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**Objective**

To assess if a suitable balance of affordable housing is being achieved.

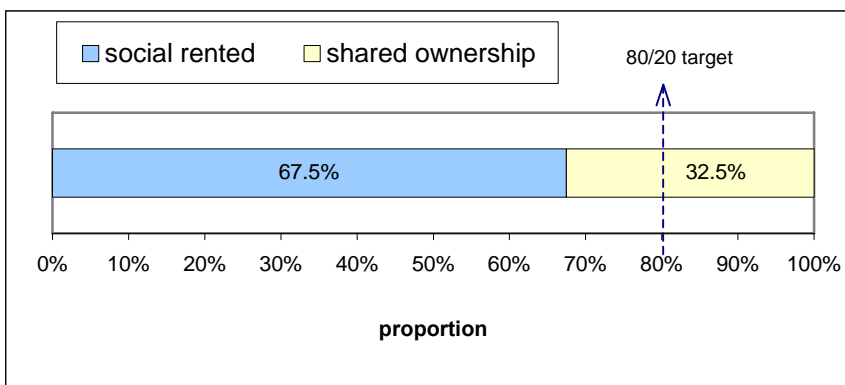
**Target**

The Oxford Local Plan 2001-2016 seeks to achieve a balance mix of dwelling sizes, types and tenures within a site and within a locality in order to maintain and create sustainable communities<sup>1</sup>.

Oxford's Affordable Housing SPD<sup>2</sup> indicated that the tenure split of affordable housing should be 80% social rented and 20% shared ownership. This was based upon evidence within the Oxford Housing Requirements Study<sup>3</sup>.

**Data analysis**

	Proportion of completions 2005/06	Proportion of permissions on S106 sites 2005/06	Total proportions of permissions 2005/06
<b>Social Rented</b>	67.5 %	66.1 %	69.6 %
<b>Shared Ownership</b>	32.5 %	33.9 %	30.4 %



**Figure 11: Tenure of affordable housing completions 2005/06 (Oxford City Council)**

**Commentary**

Due to the high cost of property in Oxford, the greatest need is for social rented affordable housing, however there is a need for shared ownership housing as well. Shared ownership is more attractive to developers both financially and perhaps in the perception to purchasers of market housing of the occupiers of shared ownership housing compared to social rented housing. The tenure split of 80/20 was only fully adopted in the form of the Affordable Housing SPD in July 2006. The 80/20 tenure split was being negotiated with applicants prior to that time in the form of the draft SPD but because the draft

<sup>1</sup> Policy HS.8, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

<sup>2</sup> *Affordable Housing Supplementary Planning Document*, Oxford City Council, July 2006

<sup>3</sup> *Oxford's Housing Requirements Study*, Fordham Research, April 2004.

did not hold as much weight, the tenure of completion fell short of the target. Completions during 2005/06 were likely to have been permitted when the previous requirement of 70/30 was current (adopted SPG on Social Housing) and there for the tenure of completions mirrors that requirement. However, the tenure split for completions during 2005/06 falls below even the previous SPG target.

The proportion of social rented overall is slightly greater than the social rented proportion from sites secured by planning obligations from private developers as opposed to Registered Social Landlords (RSLs). This is due to the fact that sites that are built by RSL or the City Council seek to meet the greatest need, which is for social rented accommodation.

The tenure split is expected to be closer to the target of 80/20 by the next AMR as the SPD would have been adopted for a significant period.

**On target? X**

<b>Indicator 10 (Local)</b>	<b>Number of full and part time students at the University of Oxford and Oxford Brookes University</b>
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**Objective**

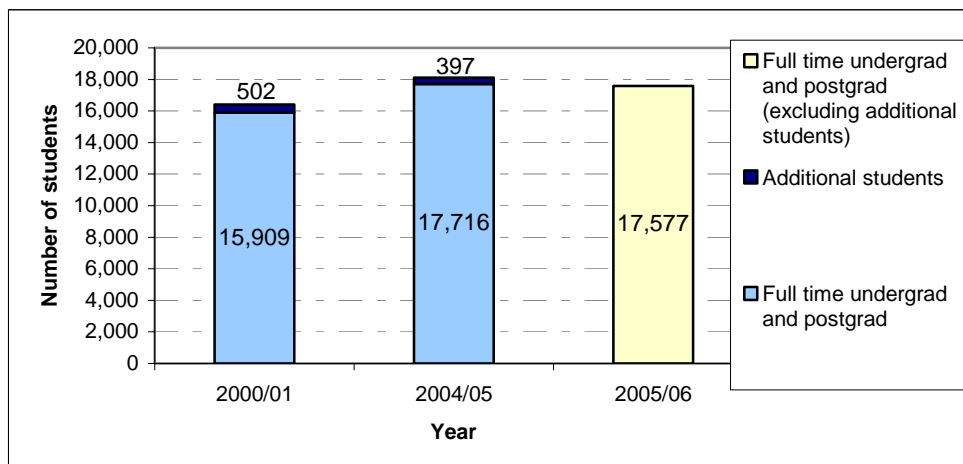
To ensure that any increase in student numbers at the University of Oxford and Oxford Brookes University does not have a detrimental effect upon the availability of private sector housing by ensuring that any increase in student numbers is matched by an equivalent increase in purpose built student accommodation.

**Target**

The Oxford Local Plan 2001 - 2016 policies ED.6 and ED.8 state that in relation to both the University of Oxford and Oxford Brookes University the City Council will assess proposals for teaching/administration accommodation for their impact on student numbers. Planning permission will only be granted for additional teaching/administrative accommodation where the number of full-time students at either institution living in Oxford in accommodation not provided by that University does not exceed 3,500 in the academic years up to 2008, and 3,000 after that date.

**Data analysis**

**1. University of Oxford**

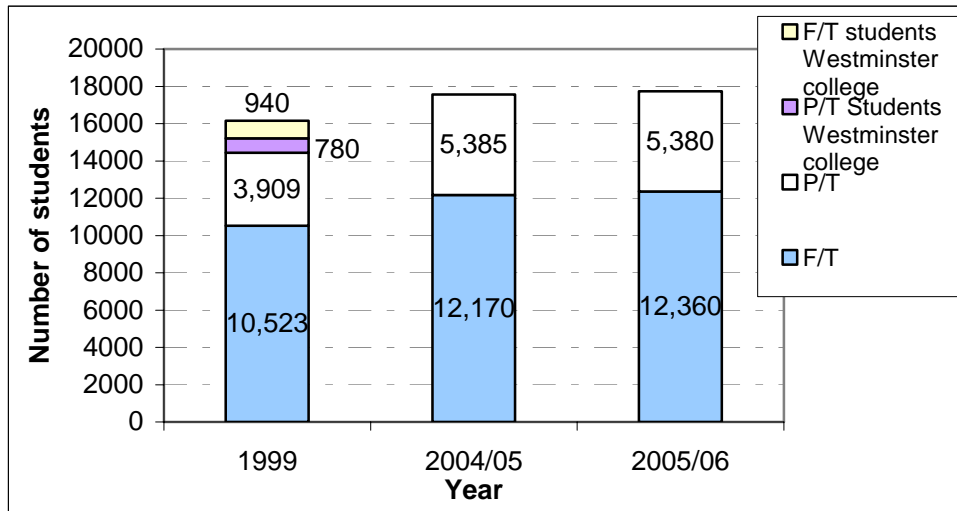


**Figure 12: Number of students at the University of Oxford**

Source: Information supplied by the University of Oxford

The Local Plan states that the number of students at the University of Oxford ‘is expected to grow by an average of 1% a year. This will increase the total number of students [over the Local Plan period] to 19,300, giving an increase of 3,000 students.’ In the Local Plan and last years Annual Monitoring Report, the figures cited were the total number of students given in the Oxford Gazette. The University has pointed out that this includes a number of ‘additional students’, most of which are visiting students who do not reside in Oxford for most of the year. The above total shows that when ‘additional students’ are included the total number of students at the University had increased by 1,702 between 2000/01 and 2004/05. When ‘additional students’ are excluded the total between the two years had increased by 1,807. For 2005/06 the Oxford Gazette figures have not yet been published, so the total including ‘additional students’ is not yet available. However, the University state that the total excluding the ‘additional students’ is 17,577, which is 139 less than the equivalent figure for 2004/05.

## 2. Oxford Brookes University



**Figure 13: The number of students at Oxford Brookes University**

Source: E mail from Oxford Brookes University dated 20.9.06

The Local Plan states that the overall number of Oxford Brookes University (OBU) students is likely to grow by 0.5% to 1% a year (across OBU's four academic centres) during the next 15 years. There could therefore be an extra 1,820 full-time students at the University by 2016. In 2004/05 the total number of full and part-time students was 17,555. This increased to 17,740 in 2005/06, giving an increase of 185, or an increase of 1.05%, which is very slightly above the original annual forecast increase. There was, however, a difference in the growth rates of full and part-time students. Numbers of full-time students increased from 12,170 in 2004/5 to 12,360 in 2005/6, which is an increase of 190 or 1.56%. By contrast the number of part-time students was stable, with 5,385 in 2004/5 and 5,380, in 2005/6.

Taking a look over a longer period, however, there has been a substantial increase in the number of students in recent years. In 1999 the total number of full and part-time students was 14,432 and this has increased to 17,740 in 2005/6, giving an increase of 3,308. However, a large part of this increase was owing to OBU's merger with Westminster College in 2000, which resulted in an extra 780 full-time and 940 part-time students, who were already studying at the College and therefore did not represent an increase in student numbers. Thus while the number of full-time students has increased from 10,523 in 1999 to 12,360 in 2005/6, giving an increase of 1,837, when the numbers joining from Westminster College are excluded the increase amounts to 1,057. This amounts to 58% of the projected increase of 1,820 full-time students over the Local Plan period up to 2016.

### Commentary

#### University of Oxford and Oxford Brookes University

In last years Annual Monitoring Report concern was expressed that the number of students at the two Universities was growing more rapidly than originally forecast in the Local Plan. In the case of OBU the amount of growth was exaggerated because it did not take account of the additional numbers resulting from its amalgamation with Westminster College in 2000. While in 2005/6 the increase in full-time students at OBU was just over the 1% originally envisaged in the Local Plan, the University state that they do not envisage a further increase in student numbers in 2006/07 as OBU reduced its intake targets in some areas to compensate for some of the rise in recruitment

experienced in 2005/06. At the University of Oxford the University's figures indicate that there were 139 less students in 2005/06 than in 2004/05. Both Universities also state that they are not envisaging a rapid rate of growth over the next few years. At the University of Oxford its Corporate Plan envisages a reducing rate of growth over the next four years, reducing to zero by the end of this period. There will then probably be a period of stability in overall student numbers. OBU also state that they are not planning for a level of growth after 2006/07 that is above the 1% annual increase envisaged in the Local Plan. This planned period of limited or reducing levels of student growth will hopefully have the beneficial effect of not increasing further pressure on the Oxford housing market and enabling the two Universities to meet the requirement of Local Plan policies ED.6 and ED.8 that no more than 3,000 students at each of the two Universities live outside provided accommodation after 2008.

In order to properly monitor student numbers it is essential to have accurate baseline information with which to compare changes in student numbers from year to year. While the changes made to the baseline information this year should increase the accuracy of the figures provided, it is important that Officers work with both Universities to ensure that where there are real increases in student numbers, these are reflected in the figures.

**On target? X**



<b>Indicator 11 (Local)</b>	<b>Number of units of purpose built student accommodation (by institution) completed</b>
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## Objective

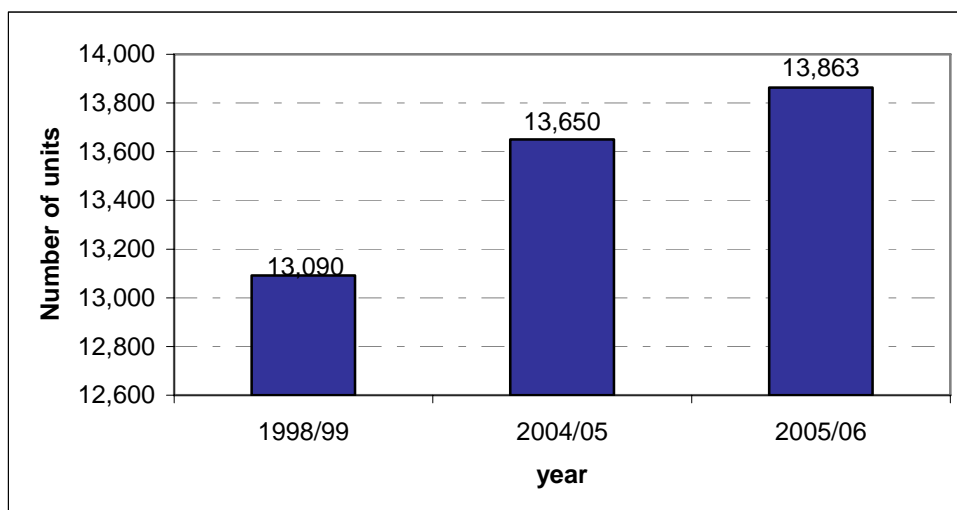
To ensure that enough purpose built student accommodation is built so as to match increases in student numbers and thereby avoid more students living in private sector housing. (Local Plan policies ED.5 to ED.8).

## Target

The Oxford Local Plan 2001 – 2016 policies ED.6 and ED.8 state that in relation to both the University of Oxford and Oxford Brookes University that planning permission will only be granted for additional teaching/administrative accommodation where the number of Oxford Brookes University/University of Oxford full-time students living in Oxford in accommodation not provided by Oxford Brookes University/University of Oxford does not exceed 3,500 in the academic years up to 2008, and 3,000 after that date.

## Data analysis

### 1. University of Oxford

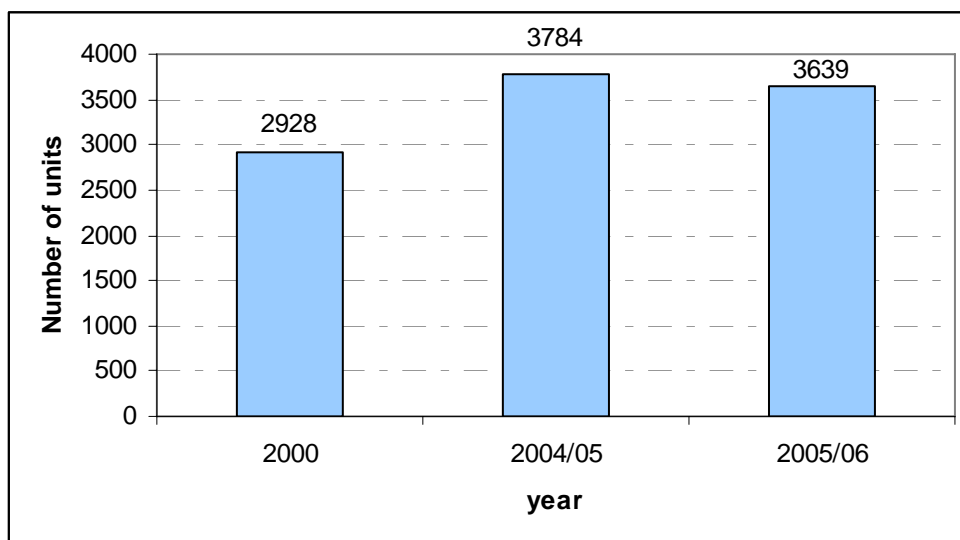


**Figure 14: Provision of student accommodation by the University of Oxford**

Figures provided by the University indicate that in 2004/05 there were approximately 13,650 units, and the equivalent figure for 2005/6 is 13,863 units of accommodation, giving an increase of 213. The total number of student units in 1998/1999 was 13,090<sup>1</sup>, so over the past seven years there has been an increase of 773. Out of the 17,577 students at the University there were, therefore, 3,714 that were not living in University provided accommodation. The University state, however, that 273 should be excluded from the student number figures when assessing the impact on Oxford, because they are either part-time students or spend the vast majority of their time away from Oxford, while a further 318 students were away on field study work in 2005/6. When these are subtracted the total number of full time students resident in Oxford is 16,986, of which 3,123 are resident in Oxford living in non University provided accommodation. This equates to 81.6% of full time students resident in Oxford being housed in purpose built student accommodation.

<sup>1</sup> Report on the future land requirements of the University of Oxford in relation to the Radcliffe Infirmary site (September 2000) page 8.

## Oxford Brookes University



**Figure 15: Provision of student accommodation by Oxford Brookes University**

The total number of Oxford Brookes University (OBU) students living in purpose built accommodation has increased from 2,928 in 2000 to 3,784 in 2004/05. In 2005/6 the number of students in purpose built accommodation was 3,639. The main reason for the reduction is that Oxford Brookes University were not able to accommodate any students in the Tower at Wheatley for health and safety reasons pending development at the site. This has formerly housed 135 students. Out of the 12,360 full-time students there were therefore 8,721, which were not living in purpose built accommodation. Of these:

- 390 full time students are doing sandwich course placements;
- 450 are franchise students in partner institutions and are not therefore taught on Oxford Brookes University sites;
- 507 students live in houses administered by the University.

Of the remaining 7,374 students, OBU has sought to identify the number living away from home in ordinary residential accommodation, but emphasise that they do not specifically ask students the nature of the accommodation in which they reside, so the numbers provide a rough estimate, rather than a precisely accurate calculation. OBU has sought to do this by identifying those students whose 'home' address is different from their 'local address' (apart from those in OBU provided accommodation). They have identified those living in Oxford in non-OBU provided accommodation by pulling out those with postcodes in OX1, OX2, OX3 or OX4. Based on this there are 3,852 full-time students in non-University provided accommodation, who may be living in Oxford. The above figures are highly likely to be an over-estimate of the number of students living in rented accommodation in Oxford, given that:

- The above postcodes cover areas that lie outside Oxford's administrative boundaries (e.g. Botley, which is close to the Westminster College campus, and is very likely to account for a number of the students included above.)
- students living at a non-hall address may not necessarily be living in rented accommodation, but may be living with family or friends.

OBU hope that they will be able to provide more precise information of the numbers involved for 2006/07.

## **Commentary**

### **University of Oxford**

At present the number of students at the University of Oxford living outside provided accommodation is 3,123, which is below the 3,500 maximum given in Policy ED.8 for the period up to 2008, but above the limit of 3,000 for the years after that date. It is important, therefore, that more student accommodation continues to be provided in order to ensure that this target is achieved.

### **Oxford Brookes University**

At present it is not possible to tell precisely what the total number of full-time students living in ordinary residential accommodation is, but it is likely to be less than 3,852. The University has constructed a large number of new units of student accommodation over the past five years. If the number of full-time students at OBU continues to increase it will be important that further purpose built student accommodation is provided. The number of students living in private rented accommodation in Oxford would also increase if less students chose to live at their normal home address. It is therefore vital that the situation is closely monitored to ensure that the number of students living in private rented accommodation does not significantly increase in future years, thereby putting further pressure on the Oxford housing market. Oxford Brookes University are preparing a Master Plan, which provides the University with the opportunity to look at student accommodation and student numbers together and ensure that adequate accommodation is provided.

For both the University of Oxford and OBU, it will be critical for these institutions to monitor the growth in student numbers compared with the amount of purpose built accommodation. As the 2008 deadline approaches, the City Council should take a strong line against any major growth in academic floorspace unless it can be demonstrated that the increase in student accommodation will be provided before any further increase in student numbers.

**On target? X**

<b>Indicator 12 (Contextual)</b>	<b>House prices and affordability of housing</b>
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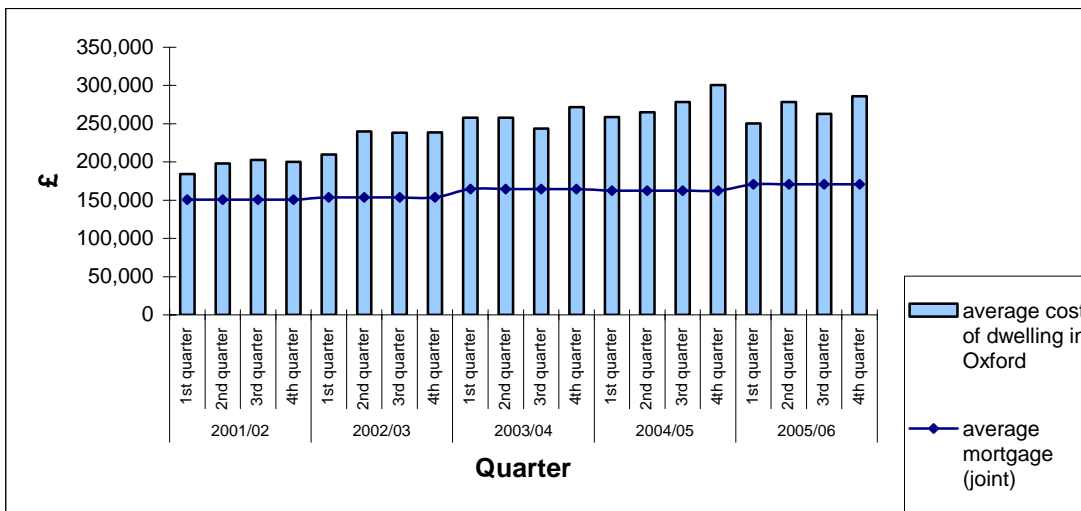
**Objective**

To monitor the affordability of housing.

**Target**

To improve the affordability of housing where possible.

**Data analysis**



**Figure 16: Comparison of the average dwelling price with the average mortgage of a joint income (Land Registry and ONS)**

**Commentary**

Figure 16 shows that the cost of the average house has been out of reach of the average first time joint income buyers constantly for the past five years. The average cost of a house in Oxford is increasing at a rate which exceeds the rate that incomes are increasing.

Forecasts by the National Housing Federation, based on an analysis by Oxford Economic Forecasting, reveal that the average house price in England will rise by more than 50% within six years. The projections show the average house price will rise from just under £195,000 in the first quarter of 2006 to £303,900 by 2012. With average annual earnings forecast to reach £32,188 by that date, the average house will be nine and a half times salary. The forecasters expect earnings to grow between 4.1% and 4.4% a year over the period, but house prices will rise more quickly, with increases averaging 7% a year after 2008.

The Local Plan cannot itself affect income, nor can it have any significant impact on the cost of property in Oxford.

**On target? N/A**

No target appropriate, as this is contextual information.

<b>Indicator 13 (Contextual)</b>	<b>Homelessness levels and Gypsy and Traveller sites</b>
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**Objective**

To reduce the number of homeless households in Oxford.

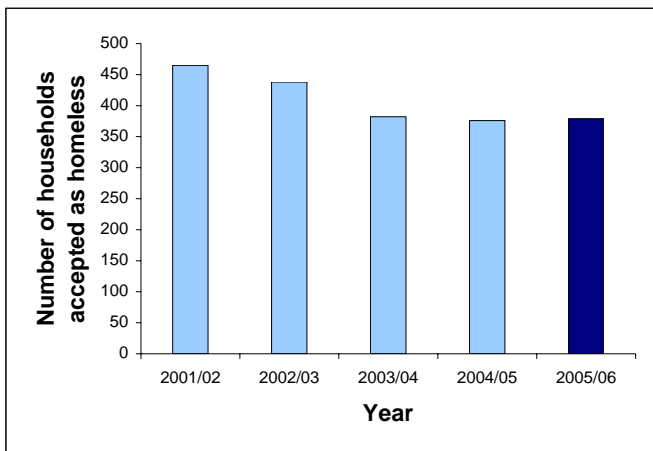
**Target**

Oxford’s Community Strategy<sup>1</sup> includes the objective to reduce the average time spent by homeless households in temporary accommodation by 50% by 2008.

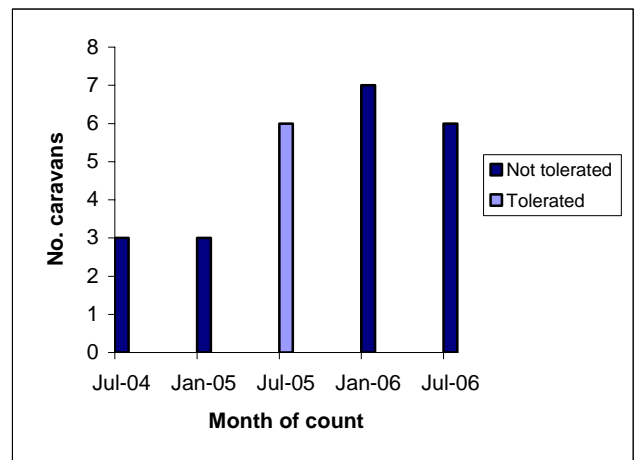
The Homelessness Strategy for Oxford 2003-2008<sup>2</sup> sets out a number of objectives: to reduce the numbers presenting as homeless to the City Council; to reduce expenditure on homelessness in Oxford; to address the causes of homelessness wherever possible; to support and increase access to relevant services by the homeless; to enable different agencies to work together more co-operatively; to develop prevention of homelessness strategies; to establish systems for monitoring the implementation of the delivery plan; to increase the supply of affordable housing.

There is a need for a cross-boundary approach to monitoring traveller and gypsy accommodation needs within the sub-region. The Housing Act 2004 introduced a statutory requirement for local authorities to assess the accommodation needs of gypsies and travellers.

**Data analysis**



**Figure 17: Households accepted as homeless per year (Oxford City Council)**



**Figure 18: Unauthorised Gypsy and Traveller caravans in Oxford (snapshot surveys) (Oxfordshire County Council)**

<sup>1</sup> Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note: Dec 2004

<sup>2</sup> Homelessness Strategy for Oxford 2003-2008, Oxford City Council.

## Commentary

### Homelessness

This is a contextual indicator which shows that over the past 5 years, the number of homeless households has been reducing. The increase in the amount of affordable housing completed goes part way to help reduce the number of homeless households in Oxford. However, the Local Plan has limited control on many of the reasons for the level of homeless households: the level of market rents, the cost of home ownership, income levels, inward migration, and the extent/level of public service provision. The average time spent in temporary accommodation has also been decreasing.

Year	Average time spent in temp accommodation
2003/04	139.6 weeks
2004/05	142.9 weeks
2005/06	119.6 weeks

Source: Oxford City Council

The table shows that in the year 2002/03 Oxford had higher numbers of homeless households per 1,000 population than the other four Oxfordshire districts, the South East and England as a whole and although the level of homelessness is decreasing, there is still some way before targets are met.

2002/03	number of households	number of households accepted as homeless	number per 1000 households
Cherwell	53,225	266	5.0
<b>Oxford City</b>	<b>51,732</b>	<b>438</b>	<b>8.5</b>
Vale of White Horse	45,759	151	3.3
West Oxfordshire	38,397	61	1.6
South Oxfordshire	52,105	148	2.8
South East	3,287,489	14,160	4.2
England	20,451,427	124,880	6.0

Source: Homelessness Strategy 2003-2008

### Gypsy and Traveller Sites

Monitoring of gypsy and traveller settlements across Oxfordshire is carried out by the Oxfordshire County Council Gypsy and Traveller Liaison team on a bi-annual basis. The monitoring includes both authorised and non-authorised sites, and has provided a basis upon which to informally assess gypsy and traveller accommodation needs in Oxfordshire.

There have been no planning applications for gypsy or traveller sites in Oxford in recent years. There are no existing sites with planning permission in the City boundary. Two authorised sites, which are provided and managed by the County Council, are located just beyond the City boundary, to the south-east and south of Oxford respectively. A further site is located within five miles of Oxford at Wheatley.

At July 2006, 1 unauthorised encampment was identified in Oxford by a County-wide monitoring survey, consisting of 6 caravans. Gypsy and traveller caravan counts dating from July 2004 are shown in Figure 18 above.

A Gypsy and Traveller Accommodation Assessment (GTAA) for the Thames Valley sub-region has recently been completed. This assessed an accommodation need arising from Oxford as 5 pitches during the period 2006-2011. The way in which future need will be met (i.e. whether or not within the City boundaries) may remain unclear until a Partial Review of the South East Plan has been completed in 2008.

**On target? N/A**

No target appropriate, as this is contextual information.

## ECONOMY

<b>Indicator 14 (Core)</b>	<b>Amount of floorspace developed for employment by type.</b>
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### Objective

To provide sufficient employment land for sustainable growth and encourage diversity to maximise job opportunities for the local workforce.

### Target

National policy<sup>1</sup> highlights the importance of promoting a strong, and productive economy that aims to bring jobs and prosperity for all. Sustainable development is encouraged to promote social inclusion and accessibility (both in locational and physical terms) to job opportunities. Sufficient land in suitable locations should be made available for industrial and commercial development.

The Draft South East Plan<sup>2</sup> emphasises the need to provide sufficient employment land to promote sustainable growth and diversity in the regional economy. A range of sites and premises should be provided to meet the needs of business and the local workforce.

The Oxford Local Plan<sup>3</sup> seeks to encourage sustainable development, strengthen existing employment sectors and modernise employment uses within Oxford. Diversity in the local economy is essential to maximise employment opportunities for the local workforce.

### Data analysis

The graph shows the amount of floorspace developed for employment uses<sup>4</sup> (B1a offices, B1b research and development & B1c light industrial, B2 general industrial and B8 warehousing) by type. These figures are taken from planning permissions for completed development. In total some 267,464 m<sup>2</sup> gross<sup>5</sup> of internal floorspace has been developed for employment uses. This compares to last year when the total figure was only 13,670 m<sup>2</sup>

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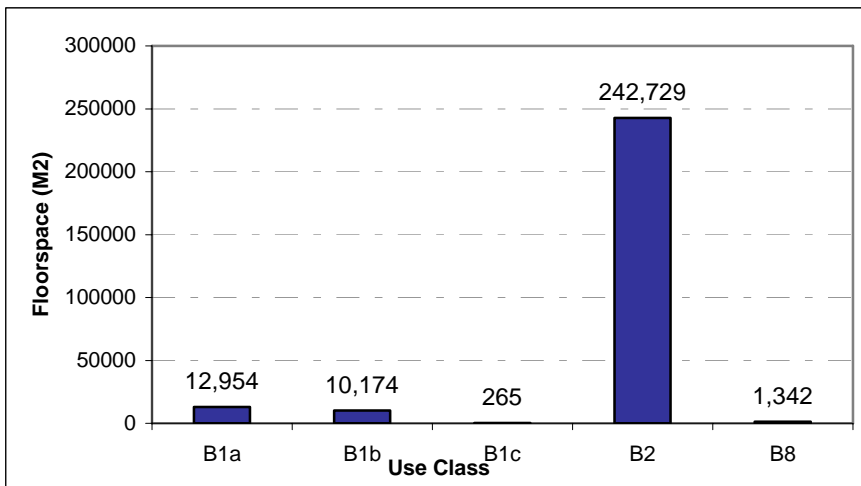
<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> Policy RE1 & RE4, *The Draft South East Plan*, South East England Regional Assembly: March 2006

<sup>3</sup> Policy EC1, EC2, EC3, *Oxford Local Plan 2001-2016*, Oxford City Council,: Nov 2005

<sup>4</sup> *Use Classes Order 2005* – See Glossary

<sup>5</sup> Gross external area has been reduced by 4% to give gross internal floorspace.



**Figure 19: Amount of floorspace developed for employment by type**

**Commentary**

The principal areas of growth last year were in the research and development sector (Class B1b) and general industrial (Class B2). This year has seen Oxford continue to build on its economic strengths. There has been a significant increase in the amount of new general industrial (Class B2) floorspace, together with steady growth in office Class (B1a) and research and development (Class B1b).

Whilst the national trend has been towards the decline in manufacturing, Oxford is fortunate in having the BMW plant at Cowley responsible for the production of the ‘Mini’. The success of the ‘Mini’ has made a major contribution to both the national and local economy. The modernisation of this site with new extensions accounts for the majority of the new additional floorspace within the general industrial (Class B2) sector.

The Oxford Business Park has seen further recent development, which largely accounts for the additional floorspace in offices (Class B1a). The further growth in research and development (Class B1b) is directly related to health and hospital related uses.

There has been an increase in the amount of floorspace for warehouse development (Class B8) which has taken place as part of the modernisation of employment sites. There has however only been very limited growth in light industrial (Class B1c) floorspace.

The overall amount of new floorspace, just under 267,500 m<sup>2</sup>, coming through has represented a very significant increase on last year, only 13,600 m<sup>2</sup> excluding the extension to the BMW factory. This has taken place in a diverse range of employment uses, and positively built on the key strengths of Oxford’s economy, and serves to illustrate the important contribution Oxford makes towards the economic success of the region. It also provides job opportunities for the local workforce. The target objectives have therefore been met.

**On target?** ✓



<b>Indicator 15 (Core)</b>	<b>Amount of floorspace developed for employment, by type, in employment or regeneration areas.</b>
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### Objective

To monitor the take-up of employment land on allocated sites, comprising development sites and protected employment sites

### Target

National policy<sup>1</sup> emphasises the importance of delivering sustainable development. It highlights the need to provide sufficient land in suitable locations to be made available for industrial and commercial development, so that the economy can prosper. Local Authorities should be aware of changes in the local economy and be sensitive to the implications for development and growth. Development Plan policies should seek to minimise the use of resources by making more efficient use or re-use of existing resources encouraging the use of previously developed land at appropriate densities.

The draft South East Plan<sup>2</sup> supports the need to ensure sufficient employment land is made available to promote sustainable development, diversity in the regional economy and to contribute towards urban renaissance. Efficient use should be made of existing sites and premises to meet changing needs. The existing stock of industrial land and premises should be protected where justified by local circumstances to minimise the need for new sites to be allocated.

The Oxford Local Plan<sup>3</sup> promotes the ‘cascade approach’ to the use of employment generating land by protecting the key employment sites, and encouraging their modernisation for alternative employment uses. Other employment sites are assessed according to criteria based policies, which allows for their release subject to meeting the relevant criteria.

### Data analysis

This graph (Figure 20) shows the amounts of each type of employment use (B1a/b/c<sup>4</sup> (office, research and development/light industrial), B2 (general industrial) and B8 (warehouse)) developed in development sites. In Oxford this has been taken to include the allocated development sites and the protected employment sites identified in the adopted Oxford Local Plan 2001-2016. 245,163 m<sup>2</sup> of floorspace was completed for employment uses in protected employment sites, which is 95% of the total amount of new employment development, at the BMW factory.

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> Policies RE1, RE4, *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> Policies EC1-EC5, *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005

<sup>4</sup> *Use Classes Order 2005* – See Glossary

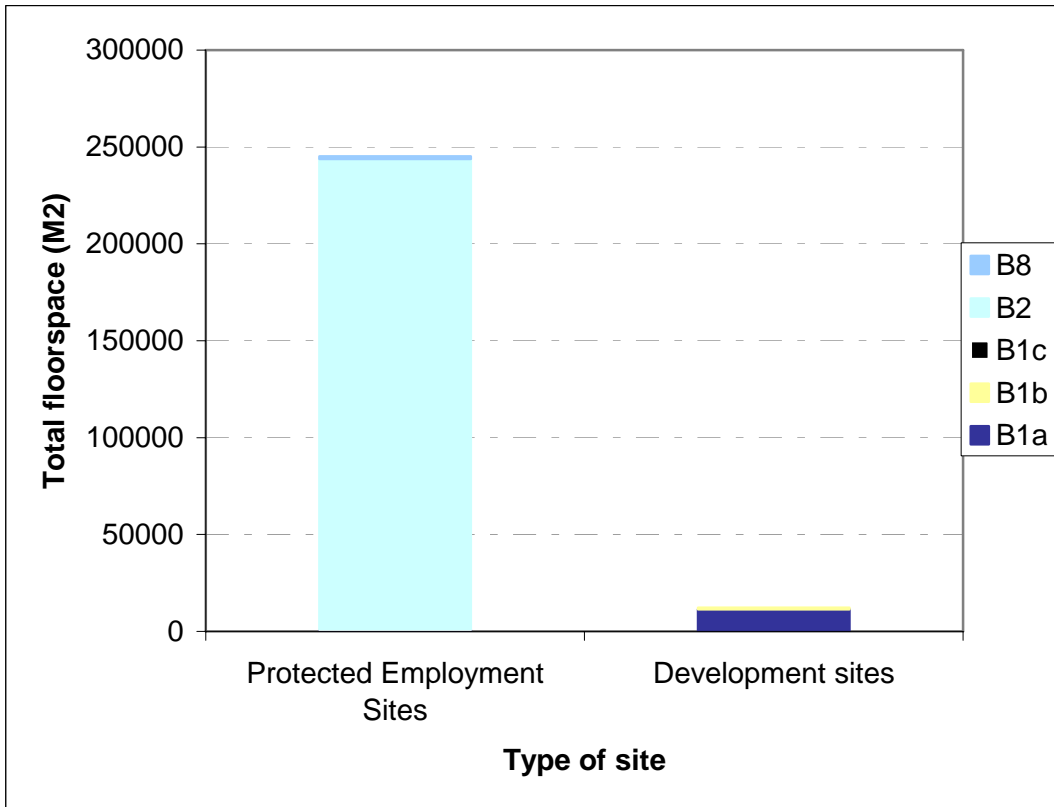


Figure 20: Development taken place in development and protected employment sites.

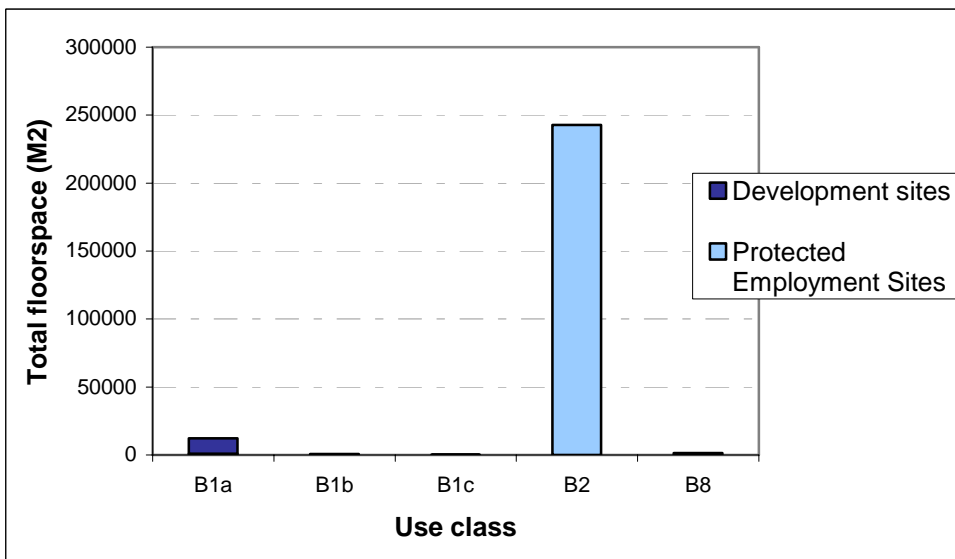


Figure 21: Development taken place in development and protected employment sites by type.

	Protected employment sites	Development sites
B1a	840	11,477
B1b		773
B1c	253	
B2	242,729	
B8	1,342	

## Commentary

In Oxford land is a scarce resource and in demand from a range of competing uses. Therefore the policy approach has encouraged the importance of protecting existing key employment sites and allocating additional development sites to accommodate further limited growth.

In 2004/05 there was a fairly even split between the amount of additional floorspace generated from protected employment sites and developments sites. This year, however, it is clear that the most significant contribution is from the modernisation and regeneration of the protected employment sites. The additional floorspace in the general industrial (Class B2) sector is largely accounted for by new extensions to the BMW plant at Cowley, which is responsible for the production of the 'Mini'. The other Class B sectors within protected employment sites or development sites have seen little growth in new floorspace.

This overall approach however accords with national and regional guidance, which seeks to promote sustainable development and to make best and most efficient use of existing resources by re-using previously developed land. Oxford has therefore continued to positively respond to the need to encourage sustainable use of land and make a significant contribution to urban renaissance.

The new floorspace completed principally on protected employment sites and the limited contribution from development sites has taken place on previously developed land, and has made better and more efficient use of existing resources. The target objectives have therefore been met.

On target? ✓

<b>Indicator 16 (Core)</b>	<b>Amount of floorspace by employment type, which is on previously developed land.</b>
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### Objective

To focus development on previously developed land (PDL) in order to promote regeneration and minimise the amount of non-previously developed land taken for development.

### Target

National policy<sup>1</sup> emphasises the importance of delivering sustainable development, and the need to provide sufficient land in suitable locations for industrial and commercial development, so that the economy can prosper. Development Plan policies are required to minimise the use of resources by making more efficient use or re-use of existing resources encouraging the use of previously developed land.

The draft South East Plan<sup>2</sup> supports the need to ensure that sufficient employment land is made available to promote sustainable development, encourage diversity in the regional economy and promote urban renaissance. Efficient use should be made of existing sites and premises to meet changing needs. The existing stock of industrial land and premises should be protected to minimise the need for new sites to be allocated.

The Oxford Local Plan<sup>3</sup> promotes the use of previously developed land and restricts the use of greenfield land. The 'cascade approach' to the use of employment land protects the key employment sites, and encourages their modernisation for alternative employment uses. New allocations for employment uses are identified as development sites in the Local Plan.

### Data analysis

All of the new developments of B1a (office)<sup>4</sup> B1b (research and development) and B1c (light industrial), B2 (general industrial) and B8 (warehouse) uses completed in the monitoring period were on previously developed land.

### Commentary

In Oxford land is a scarce resource and in demand from a range of competing uses. Therefore the policy approach has encouraged the importance of protecting existing key employment sites and allocating additional development sites to accommodate additional growth.

The policy approach in the adopted Oxford Local Plan 2001-2016 promotes sustainable development and making the best and most efficient use of existing resources. Employment uses are therefore directed towards the key protected employment sites, allocated sites and mixed-use development sites. These comprise previously developed land, the only exception being the Oxford Science Park and Littlemore Park.

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> Policies RE1, RE4, *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> Policies EC1-EC5, *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005

<sup>4</sup> *Use Classes Order 2005* – See Glossary

This monitoring period, as with the position last year, all uses completed were on previously developed land. Oxford has therefore successfully directed new completed development to previously developed land. The target objectives have therefore been met.

**On target?** ✓

<b>Indicator 17 (Core)</b>	<b>Employment land available by type.</b>
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**Objective**

To quantify employment land available on sites within Oxford and assess the amount/proportion of land on key protected employment sites, employment allocations, mixed-use development sites and planning permissions granted on other sites. It is important to provide diversity in terms of the size of the sites available to accommodate a range of types of employment uses in sustainable locations.

**Target**

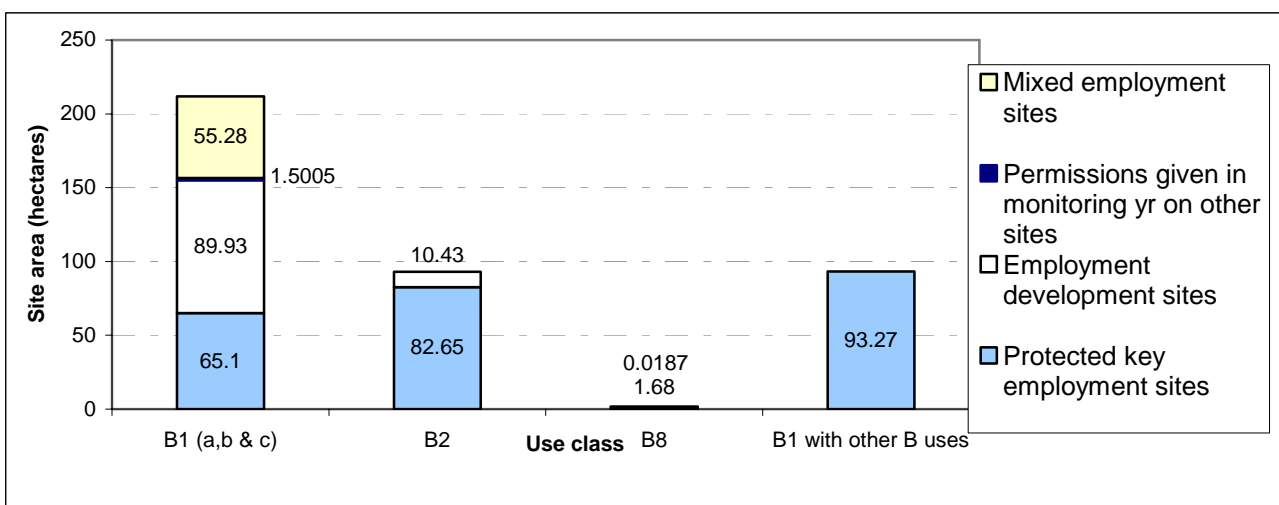
National policy<sup>1</sup> promotes sustainable development. It highlights the need to provide sufficient land in suitable locations to be made available for industrial and commercial development, so that the economy can prosper. Sustainable development is encouraged to promote social inclusion (both in locational and physical terms) to job opportunities. Sufficient land in suitable locations should be made available for industrial and commercial development.

The draft South East Plan<sup>2</sup> requires sufficient employment land to promote sustainable growth and diversity in the regional economy. A range of sites and premises should be provided to meet the needs of business and the local workforce.

The Oxford Local Plan<sup>3</sup> encourages sustainable development. It seeks to strengthen existing employment sectors and modernise employment uses within Oxford. Diversity in the local economy aims to maximise employment opportunities for the local workforce.

**Data analysis**

This bar chart shows the amount of employment land (hectares) available for development on protected employment sites, employment sites and mixed-use development sites.



**Figure 22: Employment Land supply by Type** Source: Oxford Local Plan 2001-2016

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> Policies EC1, EC2, EC3 & EC7, *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005

## Commentary

The total supply of employment land comprises principally protected employment sites and allocated sites, identified in the adopted Oxford Local Plan 2001-2016. The allocated sites include employment and mixed-use development sites. The key protected employment sites include industrial estates and major key employers. For example Plant Oxford occupied by BMW alone accounts for some 80 hectares of land. The principal employment sites are the Oxford Business Park and the Oxford Science Park, however both are well established and have only a limited supply of land available for new development. It is forecast that the Oxford Business Park will be fully complete in two years time (2008), and the Oxford Science Park within four years (2010).

Land in Oxford is a scarce resource, subject to significant constraints and in demand from a range of competing uses. Therefore the policy approach has encouraged the importance of protecting existing key employment sites and allocating additional development sites to accommodate future growth.

The Local Plan seeks to encourage sustainable development, strengthen existing employment sectors and modernise employment uses in Oxford. The Plan has therefore sought to provide a range of different sites that comprise protected key employment sites, employment sites and mixed-use development sites. These sites provide a diverse range of different types of employment uses that have been accommodated on the sites. Diversity in the local economy is essential to maximise employment opportunities for the local workforce.

An Employment Land Study has recently been undertaken on behalf of the City Council by consultants to assess the supply of employment sites in Oxford in relation to the projected demand over the next 15 years. The study has now been completed and will provide an important evidence base for the future employment land requirements. It will also serve to inform the Local Development Framework (LDF) in particular the Core Policies and Site Allocations documents (DPD's). The findings of the study will also be used to up date the Economic Development Strategy and responds to Government guidance requiring local authorities to undertake employment land reviews. Further study work is being undertaken of the importance of the two universities, hospital trusts and retail development to the Oxford economy.

The adopted Local Plan, the recent employment land study plus the further work to be undertaken will provide a sound evidence base to estimate future demand and ensure that through the LDF sufficient sites are allocated to accommodate projected growth. It also provides a good system for monitoring future employment land supply. The target objectives have therefore been met.

On target? ✓

<b>Indicator 18 (Core)</b>	<b>Losses of employment land in (i) employment/regeneration areas and (ii) local authority areas. Amount of employment land lost to residential development.</b>
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### **Objective**

To maintain a sustainable supply of employment land and assess the losses of employment land that have taken place and whether it would affect the sustainable distribution of employment land available. To analyse the types of uses that have resulted from the loss of employment land.

### **Target**

National policy<sup>1</sup> promotes sustainable development. It highlights the need to provide sufficient land in suitable locations to be made available for industrial and commercial development, so that the economy can prosper. Sustainable development is encouraged to promote social inclusion (both in locational and physical terms) and job opportunities. Sufficient land in suitable locations should be made available for industrial and commercial development.

The draft South East Plan<sup>2</sup> requires sufficient employment land to promote sustainable growth and diversity in the regional economy. A range of sites and premises should be provided to meet the needs of business and the local workforce.

The adopted Oxford Local Plan<sup>3</sup> 2001-2016 encourages sustainable development. It seeks to strengthen existing employment sectors and modernise employment uses within Oxford. Diversity in the local economy aims to maximise employment opportunities for the local workforce. New allocations for employment uses are directed towards identified sites and mixed-use development sites.

### **Data analysis**

There has been a net loss of employment land (hectares) in Oxford. This has occurred mainly on development sites but with a small amount in protected employment sites. In Oxford this has been taken to include allocated sites and protected employment sites, as identified in the Local Plan.

Figure 23 shows the loss of employment land only on development sites and protected employment sites. Figure 24 relates to the loss of all employment land within the Local Authority area.

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> Policies EC1, EC2, EC3 & EC7, *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005



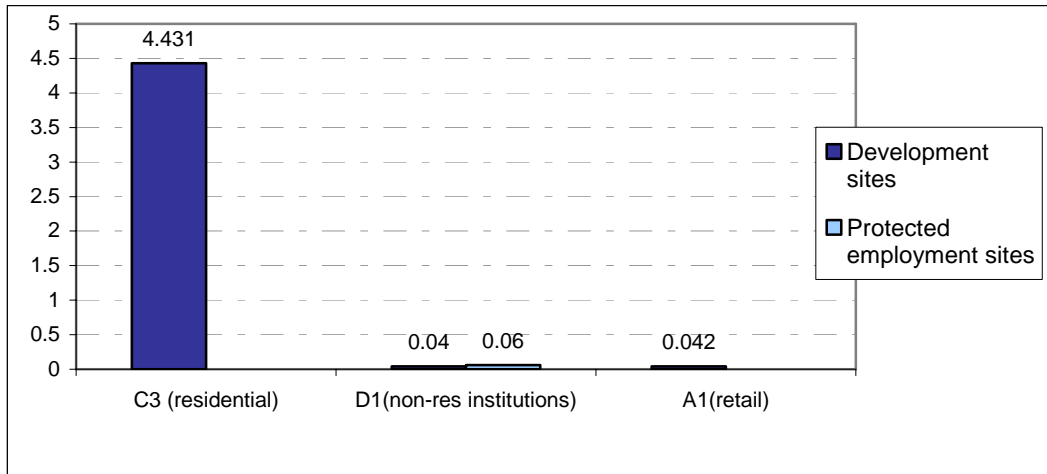


Figure 23 Loss of employment land from development sites and protected employment sites

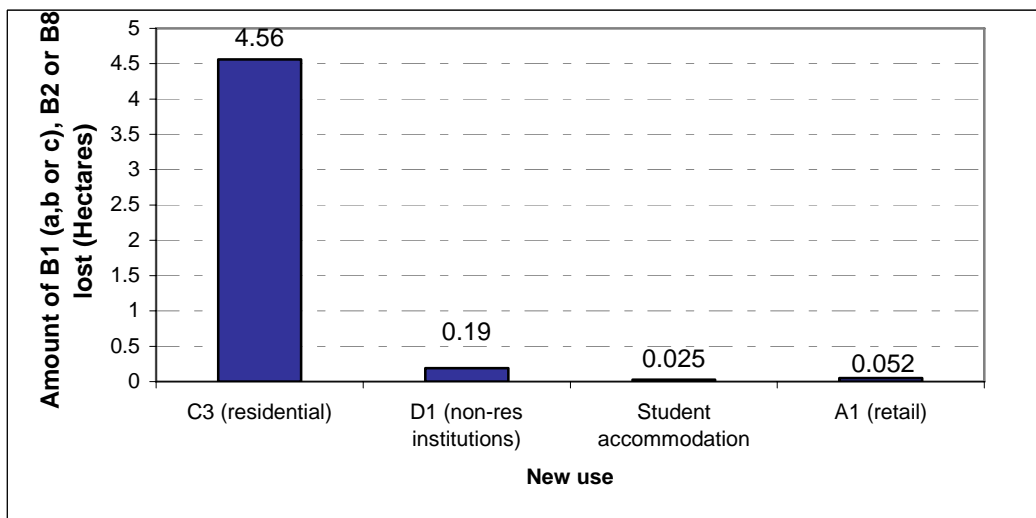


Figure 24: Loss of Employment Land in Oxford

### Commentary

Oxford has historically had a tightly drawn Green Belt with a limited land supply, a relatively buoyant economy and a significant demand from a range of competing land uses. The City has therefore been recycling land to other uses for several decades. Since 1985 Oxford has lost some 49 hectares of land from employment generating uses to other uses.

Last year some 3.7 hectares of land was lost from employment use. During this monitoring period the overall figure has shown a significant increase amounting to a total of 4.7 hectares.

Figure 23 shows that the most significant proportion of the land lost from employment use has been on development sites, with only very marginal amount from protected employment sites. By comparison with 2004/05 where all the land lost was confined to other employment sites that are not either development sites or protected employment sites.

It is clear that the main amount of land lost during the year has been principally to residential use. The redevelopment of the former Oxford Automotive Components factory site mainly to residential use contributes 3.92ha to this total and was a site allocated for development in the Local Plan.

On target? ✓

<b>Indicator 19 (Contextual)</b>	<b>National, regional and county unemployment levels</b>
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**Objective**

To provide contextual information to see how Oxford’s unemployment levels compare to those of the South East region and nationally, and therefore to assess the relative performance of the local economy in providing job opportunities.

**Target**

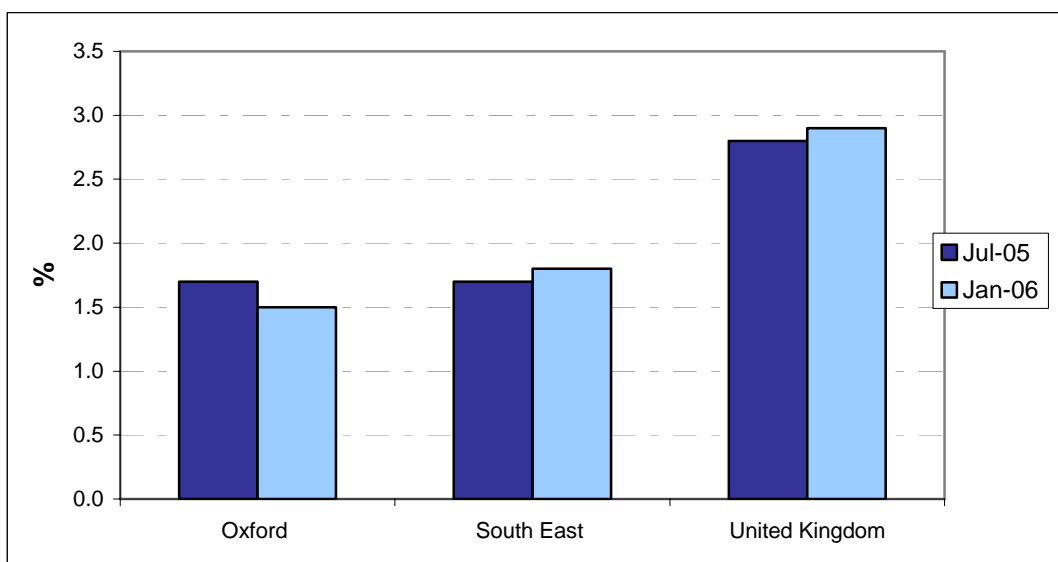
National policy<sup>1</sup> emphasises the importance of promoting a strong, and productive economy that aims to bring jobs and prosperity for all.

The draft South East Plan<sup>2</sup> recognises that human resource development is a central component in promoting future economic success in the region. It is important for this human potential to be fully realised to maximise job opportunities and skill levels.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> recognises that there are pockets of high unemployment in the City. The overall policy approach seeks to create employment diversity to increase access to employment opportunities and improve skill levels in the local workforce.

**Data analysis**

This bar chart shows the percentage of Job Seekers Allowance (JSA) claimants in the monitoring period for July 2005 and January 2006. The data shows that the unemployment level for Oxford in comparison to the region and the national position.



**Figure 25: Unemployment levels in July 2005 and January 2006 Source: Job Seekers Allowance claimant count**

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> Policies RE1, RE2, RE3, *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> Policies EC1, EC6, EC8, *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005

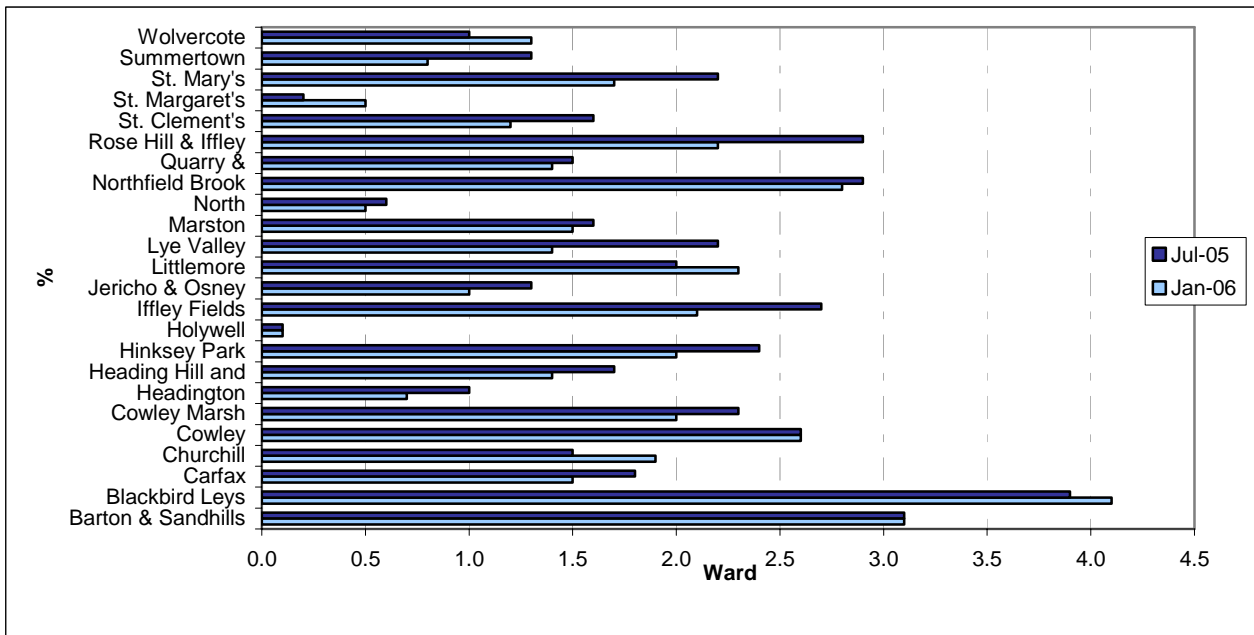


Figure 26: Unemployment levels by ward Source: Job Seekers Allowance claimant count

**Commentary**

There have been marginal changes in unemployment levels during the monitoring period. The overall position in January 2006 shows that Oxford has slightly lower unemployment compared to the South East region but significantly less than the United Kingdom.

At ward level, as in the 2004/05, it is clear that certain wards within Oxford have consistently shown higher than the national average levels of unemployment. These include Blackbird Leys, Barton and Sandhills, and Northfield Brook.

**On target? N/A**

No target appropriate, as this is contextual information

<b>Indicator 20 (Local)</b>	<b>Gross floorspace and land (hectares), which are completed for other key employment generating uses, such as Class B1a and B1b Uses</b>
---------------------------------	---

### Objective

To promote science based research and development and education/university uses and hospital research uses.

### Target

National policy<sup>1</sup> promotes sustainable development. Sufficient land for industrial and commercial development is needed in suitable locations so that the economy can prosper. Sustainable development promotes social inclusion (both in locational and physical terms) and to job opportunities.

The draft South East Plan<sup>2</sup> requires sufficient employment land to promote sustainable growth and diversity in the regional economy. A range of sites and premises should be provided to meet the needs of business and the local workforce.

The draft Strategy<sup>3</sup> for Central Oxfordshire seeks to build on the sub-region's economic strengths particularly in education, science and technology. It encourages making best use of previously developed land within urban areas.

The adopted Oxford Local Plan 2001-2016<sup>4</sup> acknowledges the important role that Oxford plays in the economy of Oxfordshire, and seeks to build on its economic strengths in education, healthcare and research and development.

### Data analysis

This bar chart shows the amount of land permitted, under-construction and completed for B1a<sup>5</sup> (office) and B1b (research and development) uses related to University and Hospital developments.

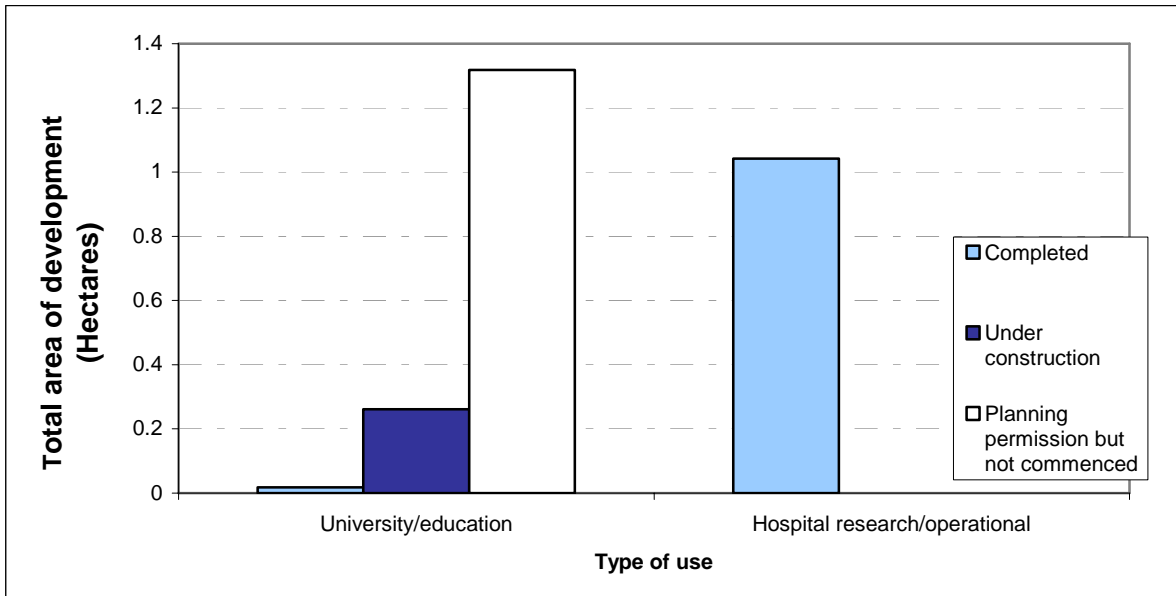
<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> Policies CO5, CO7, *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>4</sup> Policy EC1, *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005

<sup>5</sup> *Use Classes Order 2005*- See Glossary



**Figure 27: University and Hospital Development**

**Commentary**

Oxford has continued to build on its particular economic strengths in the education and health sectors. In 2004/05 the main growth had taken place in the health and research sector. This year it is evident that there has been an increase in the amount of floorspace coming forward in terms of planning permissions granted but not commenced (the Biochemistry development, South Parks Road). This should be seen in the context of the significant amount of development that has already taken place in the recent past.

In relation to the health and hospital sectors the amount of development completed represents a similar level to last year. Although the amount either under-construction or in the pipeline is significantly less. There has been an extensive programme of modernisation in the NHS Trusts. Whilst this is an on going process, future plans are subject to review in the light of future capital investments plans. There is also the possibility that some significant private schemes may come forward in the short term.

The target is being met but such major investment schemes has to be considered in the long-term as part of a rolling programme. The evidence during the monitoring period recognises the important contribution made by the education and health and hospital sectors and the associated spin-offs in terms of specialist research and development.

**On target? ✓**

<b>Indicator 21 (Local)</b>	<b>Planning permissions for new Class B1 uses to include the number of units and gross floorspace</b>
---------------------------------	---

### **Objective**

To encourage new small and medium sized firms in Oxford.

### **Target**

National policy<sup>1</sup> promotes sustainable development. Sufficient land for industrial and commercial development is needed in suitable locations so that the economy can prosper. Sustainable development encourages social inclusion (both in locational and physical terms) and in job opportunities.

The draft South East Plan<sup>2</sup> requires sufficient employment land to promote sustainable growth and diversity in the regional economy. A range of sites and premises should be provided to meet the needs of business and the local workforce.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> acknowledges the important role that Oxford plays in the economy of Oxfordshire, and seeks to build on its economic strengths in education, healthcare and research and development.

### **Data analysis**

This bar charts show the amount of floorspace and the numbers of developments approved for small (under 500 sq.m), medium (over 500 sq.m – 1500sq.m) and large (above 1500sq.m) developments for B1a<sup>4</sup> (office), B1b(research and development) and B1c (light industrial) uses.

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<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> *Oxford Local Plan 2001-2016*, Oxford City Council November 2005

<sup>4</sup> *Use Classes Order 2005* – See Glossary

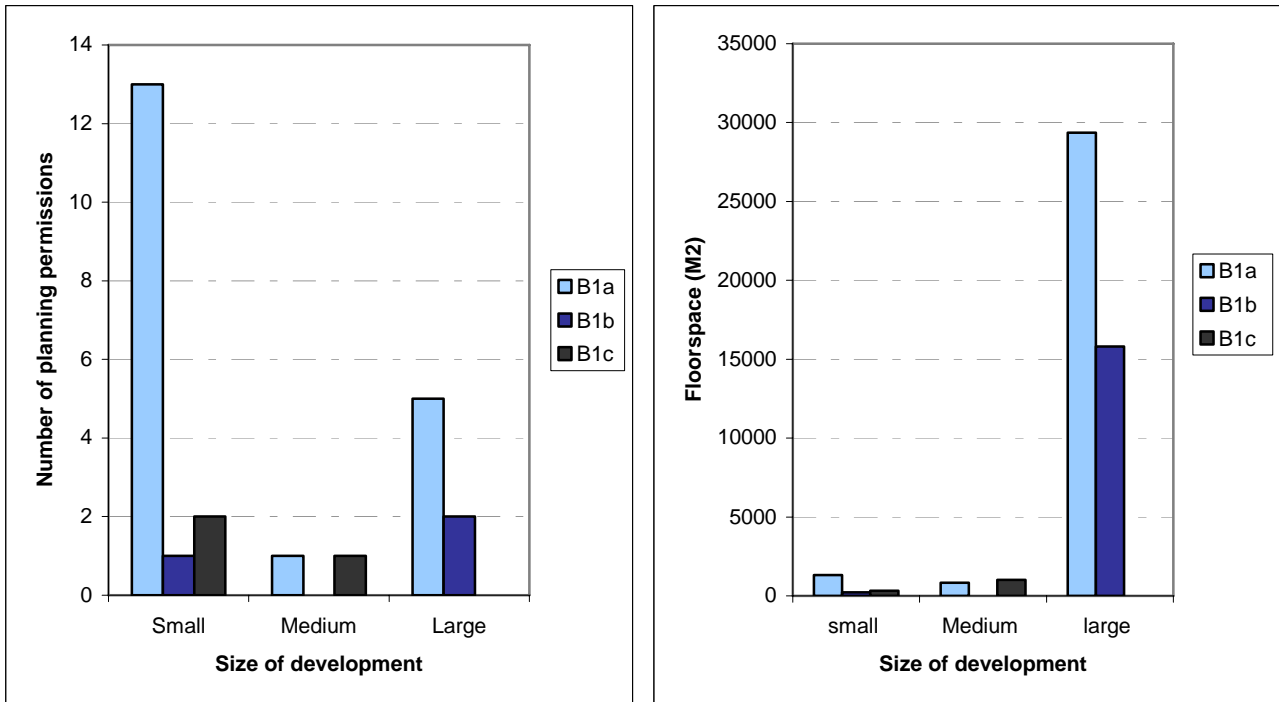


Figure 28: Planning permissions for Class B1 uses by type, by gross floorspace and by number

### Commentary

In line with 2004/05 the office (Class B1a) sector has seen the greatest number of permissions, the majority of which are on small sites. However in relation to floorspace the most significant contribution is from office related uses within the large site size which accounts for almost 30,000 sq.m as compared to just over 15,000 sq.m for research and development. This highlights the importance of the principal development sites such as the Oxford Business Park.

In relation to research and development (Class B1b) uses and light industrial (Class B1c) few planning permissions have been granted. This has resulted in very little additional new floorspace in either small or medium sized sites.

Although this generally follows a similar pattern to 2004/05 there have been more permissions granted for Class B1 uses during this monitoring period. There has been a modest increase in the amount of floorspace in the small and medium sized sectors and a significant increase in the levels for both office and research and development uses. There is still little growth in the light industrial sector (Class B1c).

On target? ✓

<b>Indicator 22 (Contextual)</b>	<b>Employment data</b>
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**Objective**

To achieve sustainable levels of economic growth and diversity to maximise job opportunities for the local workforce.

**Target**

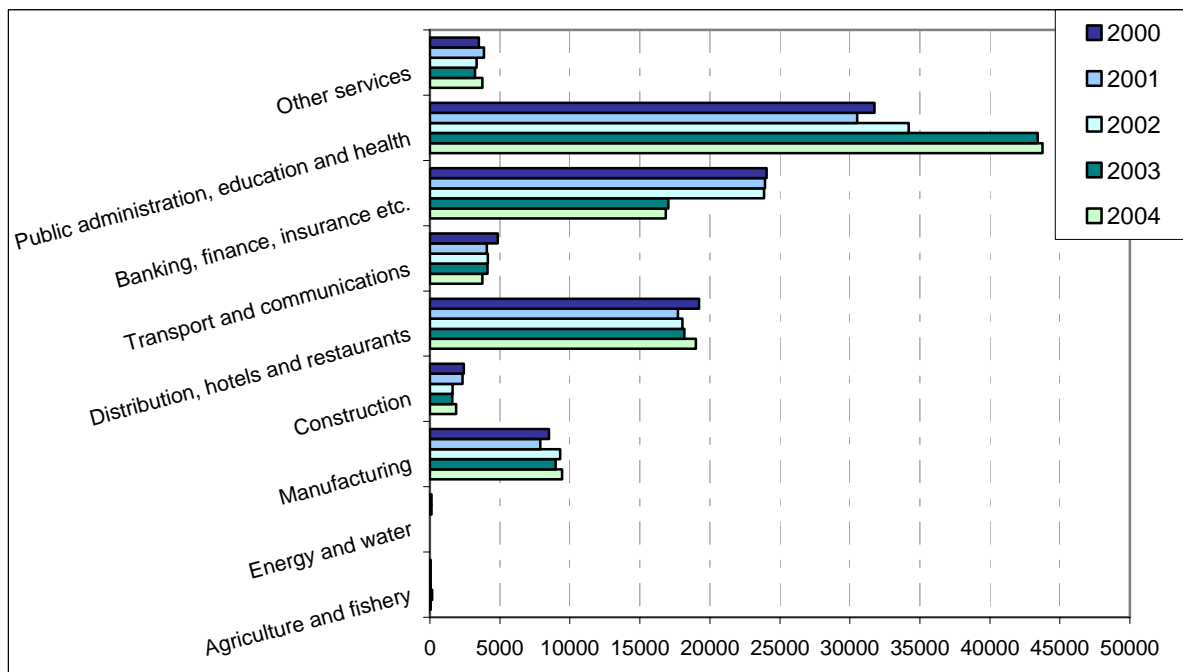
National policy<sup>1</sup> emphasises the importance of promoting a strong, and productive economy that aims to bring jobs and prosperity for all.

The draft South East Plan<sup>2</sup> encourages sustainable economic development. Sustainable growth and diversity in the regional economy is promoted to maximise employment opportunities for the local workforce.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> aims to strengthen existing employment sectors and to ensure that there is diversity within the local economy.

**Data analysis**

This bar chart shows a breakdown in the numbers of people employed in particular sectors in Oxford, and compares the changes between 2000-2004.



**Figure 29: Employment by Sector in Oxford between 2000-2004**

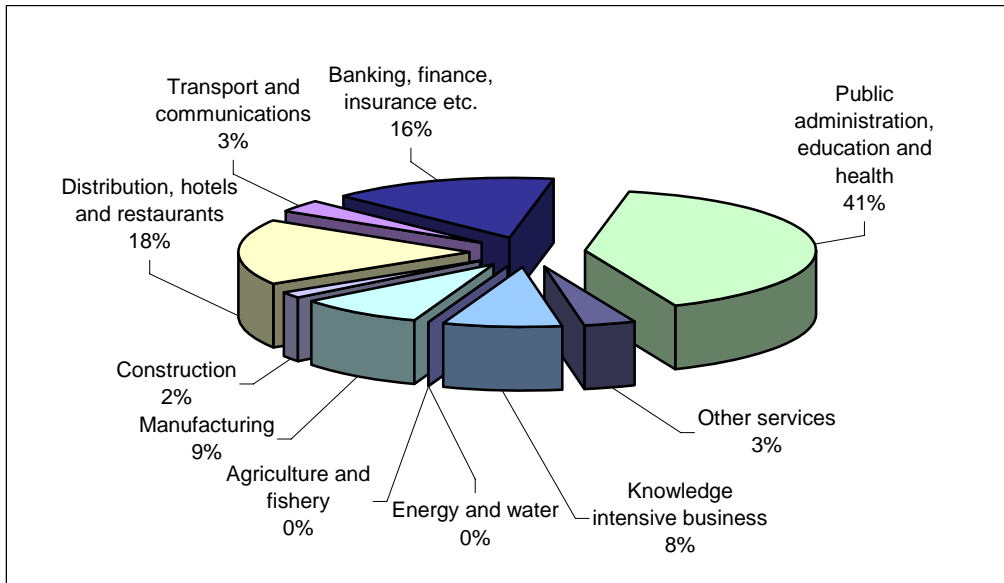
Source: Annual Business Inquiry 1999-2004

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

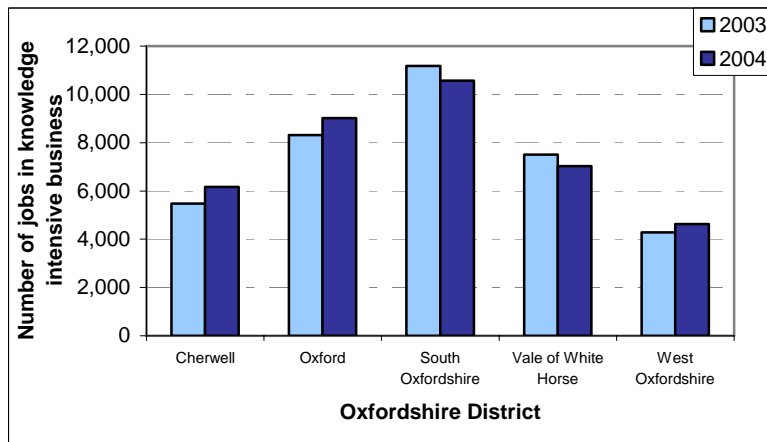
<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005





**Figure 30: Principal sectors of employment in Oxford 2004** Source: Annual Business Inquiry



**Figure 31: Employment in knowledge intensive business in Oxfordshire by District 2003/04**  
Source: Annual Business Inquiry

### Commentary

These two contextual indicators show the distribution of employment in Oxford. This highlights the continuing trend in recent years towards the overall decline in the manufacturing sector and the significant growth in the service sector, which reflects the national position. Although manufacturing as a proportion of total employment in Oxford has declined, the presence of the BMW Plant being the sole manufacturer of the Mini has made a very significant contribution to the diversity of employment opportunities in Oxford.

The service sector has grown significantly and now clearly represents the dominant sector in the local economy. There has been significant growth in the public sector, which includes education and health uses. It reflects the importance of major employers in Oxford such as the universities and hospitals. These sectors make an important contribution to the South East Region and the national economy.

The hotels and restaurant sector has grown slightly but remains a significant employment sector in Oxford. Whilst the banking and finance sector has shown a noticeable decline this may in part reflect the separate classification of the 'knowledge intensive business'.

**On target? N/A**

No target appropriate, as this is contextual information

<b>Indicator 23 (Contextual)</b>	<b>Vacancy rates, recent transactions, amount of particular types of floorspace.</b>
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**Objective**

To assess and monitor the supply of employment land and premises available

**Target**

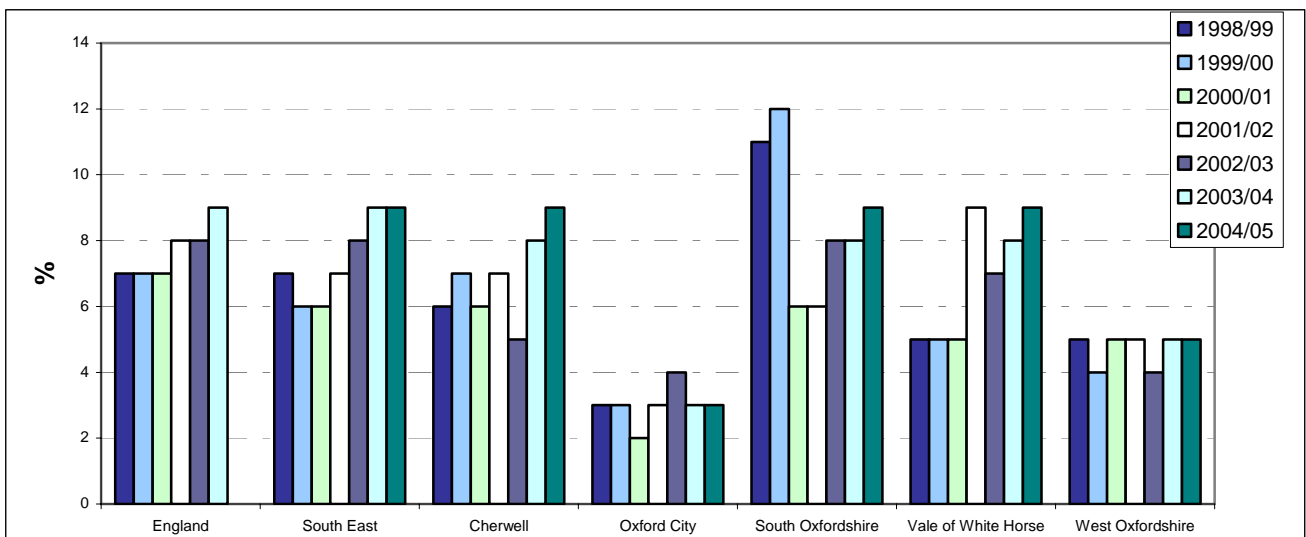
National policy<sup>1</sup> promotes sustainable development. Sufficient land for industrial and commercial development is needed in suitable locations so that the economy can prosper. Sustainable development encourages social inclusion (both in locational and physical terms) and in job opportunities.

The draft South East Plan<sup>2</sup> requires sufficient employment land to promote sustainable growth and diversity in the regional economy. A range of sites and premises should be provided to meet the needs of business and the local workforce.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> acknowledges the important role that Oxford plays in the economy of Oxfordshire, and seeks to build on its economic strengths in education, healthcare and research and development.

**Data analysis**

This graph shows the vacancy rates in business premises, which is based on an estimate of the value of empty property as a proportion of the total value of commercial and industrial property.



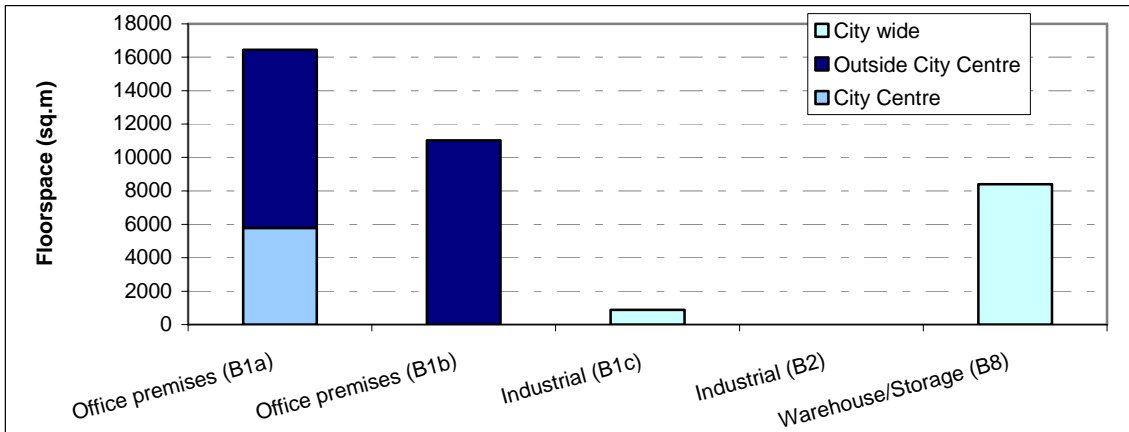
**Figure 32: Vacancy Rates for Business / Commercial premises**

Source: Oxfordshire County Council

<sup>1</sup> *Planning Policy Statement 1: 2005 & Employment Land Review Guidance Note*: December 2004

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly: March 2006

<sup>3</sup> *Oxford Local Plan 2001-2016*, Oxford City Council: November 2005



**Figure 33: Amount and type of floorspace (m<sup>2</sup>) available for let in Oxford 2005/6**

Source: Oxford City Council survey

### Commentary

The data shown in the Figure 32 provides an indication of the vacancy rates for commercial and industrial properties. During a seven year period between 1998-2004 Oxford has consistently had a significantly lower vacancy rate than the South East and England as a whole. The chart also shows that this trend is equally comparable to the other Districts in Oxfordshire, with Oxford consistently having a lower vacancy rate. This may in part be explained by the relative shortage of commercial and industrial property available in Oxford, as compared to the South East and other Districts within the County.

Figure 33 shows the significant difference in Oxford between the type of commercial and industrial premises available. Office accommodation (Class B1a) represents the most significant amount of floorspace available although this is mainly provided in larger premises within the Business Park being an established out-of-centre location, although there is also some new provision within the City centre. A significant amount of accommodation is available for research and development (Class B1b), which includes further new developments on the Science Park. The amount of floorspace available for light industrial (Class B1c) and general industrial (Class B2) uses follows a similar pattern to 2004/05 and is of particular concern, since it could restrict the opportunity for small and medium sized businesses to start up or relocate within Oxford.

Whilst there is only a limited number of vacant warehousing (Class B8) units available during the monitoring period the amount of floorspace involved does represent a larger proportion of the total floorspace compared to 2004/05, although warehousing is a low generator of employment by comparison to other industrial/commercial uses.

**On target? N/A**

No target appropriate, as this is contextual information.

## LOCAL SERVICES

<b>Indicator 24 (Core)</b>	<b>Amount of eligible open spaces managed to Green Flag Award standard.</b>
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### Objective

To achieve Green Flag Award standards for publicly accessible open space in Oxford.

### Target

For all publicly accessible open spaces in Oxford to provide a high quality recreational experience.

National policy on this topic is set out in the DCLG Public Service Agreement target 8 (iii) which is that by the end of the financial year 2007-8, 60% of local authority districts will have at least one park or green space that meets Green Flag Award standard.

### Data analysis

The Green Flag Award is the national standard, for parks and green spaces in England and Wales. The award is managed by the Civic Trust, on behalf of the DCLG and the Green Flag Advisory Board. Awards are given on an annual basis and those that are successful must apply each year to renew their Green Flag status. The core indicator does not actually require that sites should have been awarded Green Flag status but the percentage of publicly accessible open space that is 'managed to Green Flag Award standard.' The key criteria for the award of Green Flag status are outlined in Appendix 2.

Open spaces that are eligible for Green Flag Award status include town parks, country parks, formal gardens, nature reserves, local nature reserves, cemeteries and crematoria, water parks, open spaces, millennium greens, Sites of Special Scientific Interest (SSSI) and woodlands.

To be managed to Green Flag Award standard, a site must have a management plan or strategy in place, which reflects the aspirations of Local Agenda 21 and clearly and adequately addresses all the criteria outlined in Appendix 2 and any other relevant aspects of the park or green space's management. The plan must be actively implemented and regularly reviewed.

Currently none of Oxford's sites meet the Green Flag Award criteria as there are currently no management plans or strategies in place for any of its open spaces, which reflect the aspirations of Local Agenda 21 and the key Green Flag Award criteria. However, work is commencing on their production and two of them are expected to be in place in time for the next AMR.

### Commentary

Whilst at present no Oxford green spaces are managed to Green Flag Award standards, a significant number of Oxford open spaces are of high quality and are probably not very far off achieving Green Flag Award standard. In particular, it is hoped that Cutteslowe and Hinksey Parks will be awarded Green Flag awards early in the New Year.

On target? **X**

<b>Indicator 25 (Core)</b>	<b>Amount of completed retail, office and leisure development.</b>
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**Objective**

To monitor the amount of new retail, office and leisure development.

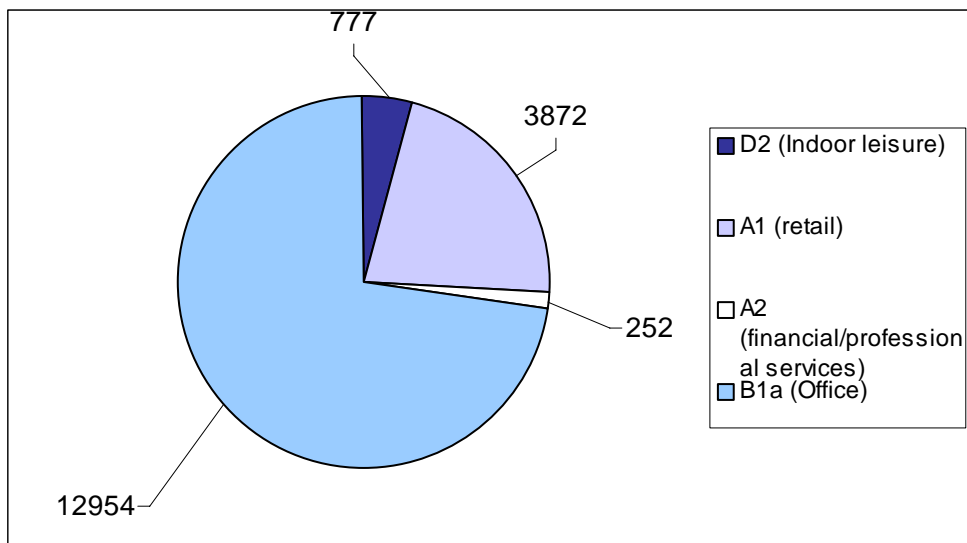
**Target**

National policy<sup>1</sup> promotes sustainable development and aims to focus new development for retail, office and leisure uses in existing town centres. Growth and investment should therefore seek to promote vital and viable town centres.

The draft South East Plan<sup>2</sup> identifies Oxford as an important sub-regional centre. New development and redevelopment for retail, office and leisure uses should be focussed within the town centre. It should also make a positive contribution towards the regeneration of the city centre.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> policy aims to maintain and strengthen the City and district centres with major new developments directed to the city centre.

**Data analysis**



**Figure 34: Office and leisure development completed (floorspace m²)**

**Office and leisure completions compared to previous year**

	Retail (Class A1)	Office (Class A2)	Office (Class B1a)	Leisure (Class D2)
2004/05	340	283	382	18,861
2005/06	3,872	252	12,994	777

<sup>1</sup> *Planning Policy Statement 6*, (former) ODPM, 2005

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly, March 2006

<sup>3</sup> Policy RC1, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

As Figure 34 shows, there was a total of 18,986 m<sup>2</sup> gross additional internal floorspace for office, retail and leisure development in total. The gross internal retail (Class A1) development is 3,872 m<sup>2</sup>, this figure includes only sales space, so excludes areas such as store rooms.

### **Commentary**

In 2004/05 there was little growth in retail (Class A1) floorspace, by comparison in this monitoring period there has been a significant increase in the amount of retail development. This has taken place largely through the intensification of existing units, through the insertion of additional mezzanines, principally within established District centres.

In relation to office development the amount of financial and professional (Class A2) completions has been relatively small, at a similar level to 2004/05. The sector that has shown some considerable growth in terms of level of development completed has been within the office (Class B1a). This has taken place mainly through the implementation of permissions at the Oxford Business Park.

The leisure (Class D2) sector 2004/05 had shown significant growth, with a major long-standing permission being taken up (Ozone at Grenoble Road). During this monitoring period however only a relatively small amount of leisure development has taken place, which partly reflects the market but also the limited opportunities available in Oxford and the competing demands for land from other users.

Overall therefore in assessing the performance of the three sectors, there has been significant growth in the office sector, modest growth in retail and little activity in the leisure sector. The target objectives have therefore been met.

**On target?** ✓

<b>Indicator 26 (Core)</b>	<b>Amount of completed retail, office and leisure development in town centres.</b>
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**Objective**

To monitor the amount of new retail, office and leisure development in town centres.

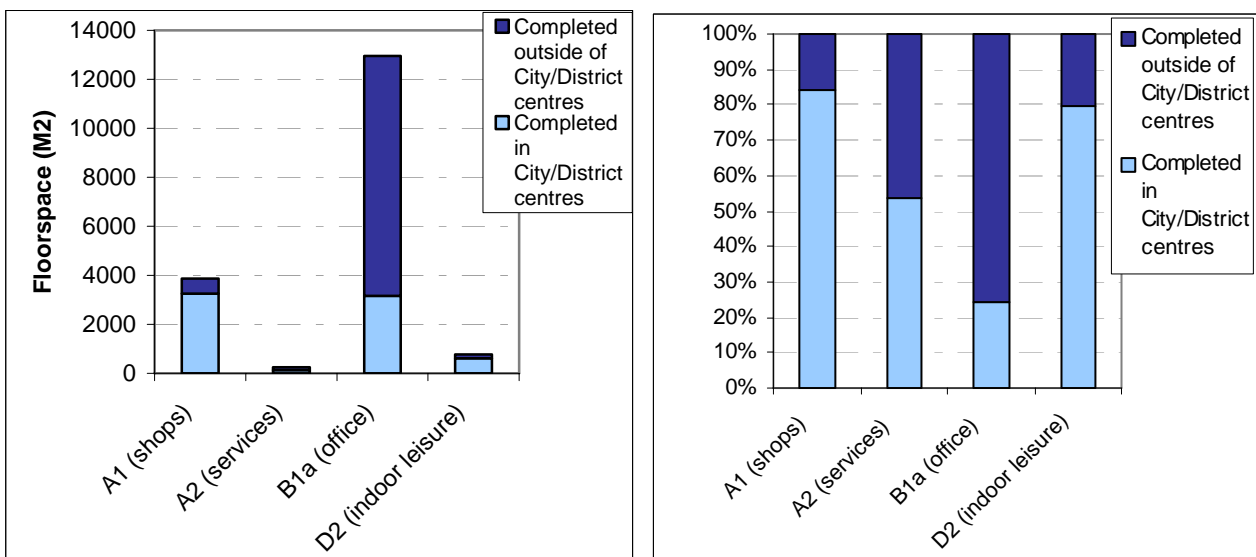
**Target**

National policy<sup>1</sup> promotes sustainable development and aims to focus new development for retail, office and leisure uses in existing town centres. Growth and investment should therefore seek to promote vital and viable town centres.

The draft South East Plan<sup>2</sup> identifies Oxford as an important sub-regional centre. New development and redevelopment for retail, office and leisure uses should be focussed within the town centre. It should also make a positive contribution towards the regeneration of the city centre.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> aims to maintain and strengthen the City and the four district centres by directing developments of an appropriate scale to these centres.

**Data analysis**



**Figure 35: Percentage and amount (floorspace m<sup>2</sup>) of completed retail, office and leisure developments in city/district centres**

<sup>1</sup> *Planning Policy Statement 1, & Planning Policy Statement 6*, (former) ODP, 2005

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly, March 2006

<sup>3</sup> *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

## Commentary

In 2004/05 the most significant amount of completed development in terms of floorspace was for leisure use (Class D2). This year the office (Class B1a) sector has seen the most development with almost 13,000 m<sup>2</sup> completed. Whilst the majority of this additional floorspace is in out-of-centre locations this reflects the fact that it largely took place on the Oxford Business Park, which is a protected employment site.

In relation to the other uses retail (Class A1) has seen a noticeable increase in the amount of floorspace completed compared to last year. The majority of which has taken place within the city and district centres in accordance with Government guidance and Development Plan policy.

There has been little completed development in the service (Class A2) use and indoor leisure (Class D2) use. In both cases the majority of this new floorspace was created within established town centres. The monitoring this year has therefore shown that the target objectives have been met.

On target? ✓



<b>Indicator 27 (Local)</b>	<b>Planning permissions resulting in loss of retail floorspace</b>
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**Objective**

To monitor and manage the loss of A1<sup>1</sup> (retail) uses.

**Target**

National policy<sup>2</sup> promotes sustainable development and aims to focus new development for retail, office and leisure uses in existing town centres. Growth and investment should therefore seek to promote vitality and viability in town centres.

The draft South East Plan<sup>3</sup> identifies Oxford as an important sub-regional centre. New development and redevelopment for retail uses should be focussed within the town centre. It should also make a positive contribution towards the regeneration of the city centre.

The adopted Oxford Local Plan 2001-2016<sup>4</sup> aims to maintain and strengthen the role of the City and district centres.

**Data analysis**

The following three bar charts refer to the loss of A1 (retail) floorspace over the last four years and the types of new uses that have replaced it. The last chart relates solely to the loss of A1 (retail) floorspace in relation to the new uses within the monitoring year.

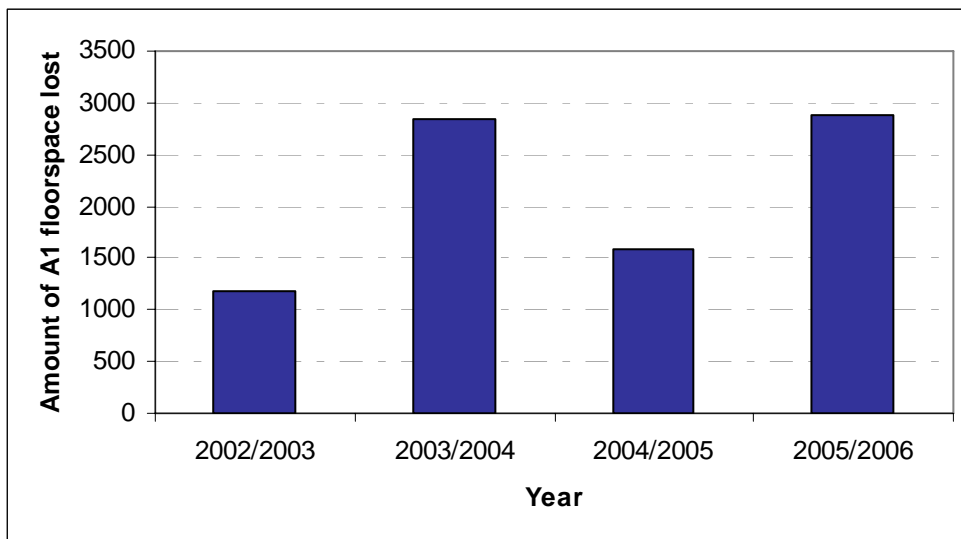


Figure 36: Amount of A1 (retail) floorspace lost over the last 4 years in m<sup>2</sup>

<sup>1</sup> Use Classes Order – See Glossary

<sup>2</sup> Planning Policy Statement 1, & Planning Policy Statement 6, (former) ODPM, 2005

<sup>3</sup> The Draft South East Plan, South East Regional Assembly, March 2006

<sup>4</sup> Oxford Local Plan 2001-2016, Oxford City Council, November 2005

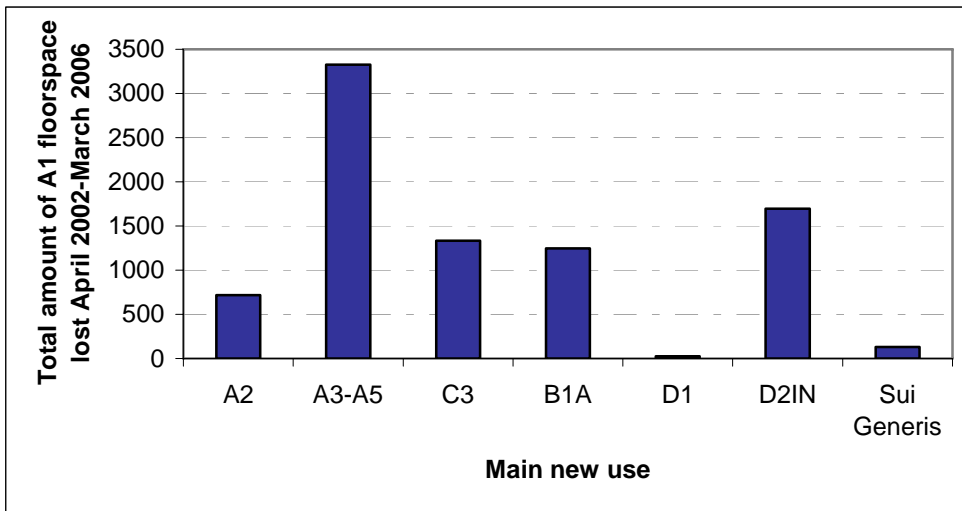


Figure 37: Loss of floorspace from A1 (retail) to other uses in the last 4 years

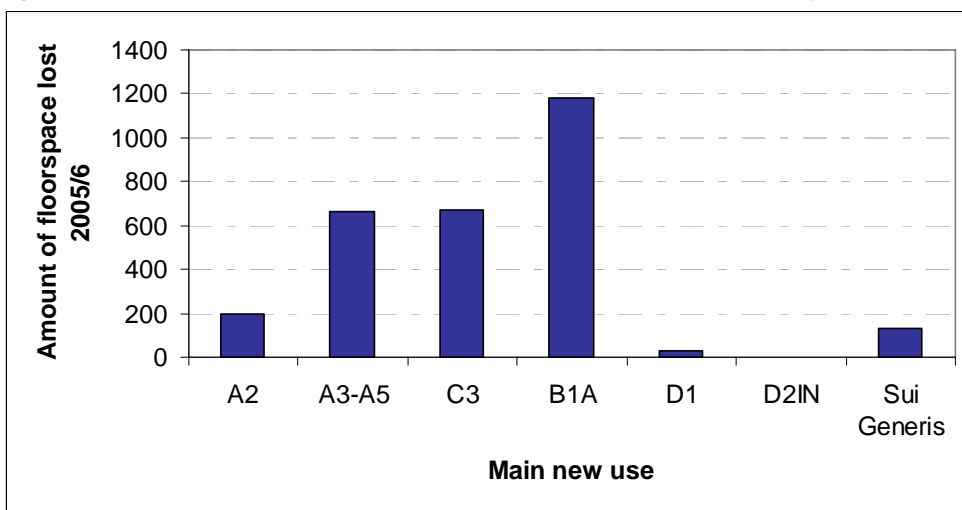


Figure 38: Amount of A1 (retail) floorspace lost in the monitoring year

### Commentary

Over the last four years Oxford has continued to lose some retail (Class A1) floorspace. Cumulatively this has an impact on the total amount of retail floorspace but on an annual basis the rate is still relatively low for the city as a whole, and does reflect the dynamic change in the market. The new uses introduced include principally food and drink (Class A3-A5) uses and leisure uses (Class D2).

During this monitoring period the amount of retail lost has largely been replaced by offices (Class B1a), food and drink (Class A3-A5) uses and residential (Class C3). Nevertheless the recently adopted Oxford Local Plan 2001-2016 serves to ensure that an appropriate mix of uses is achieved whilst maintaining the importance of retail uses in underpinning the City, district and neighbourhood centres.

This information continues to provide important background evidence to monitor future changes in the level of floorspace lost from retail (Class A1) use. It will also serve to inform the overall strategic approach to policy formulation within the Local Development Framework. In addition an application has now been submitted for redevelopment of the Westgate Shopping Centre, which if permitted, would significantly increase the supply of retail (Class A1) floorspace in the City centre.

On target? ✓

<b>Indicator 28 (Contextual)</b>	<b>Health check assessments to include:</b> i) Market indicators (vacancy rates); ii) Vitality indicators (diversity of uses);
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**Objective**

To assess the vitality and viability of existing centres.

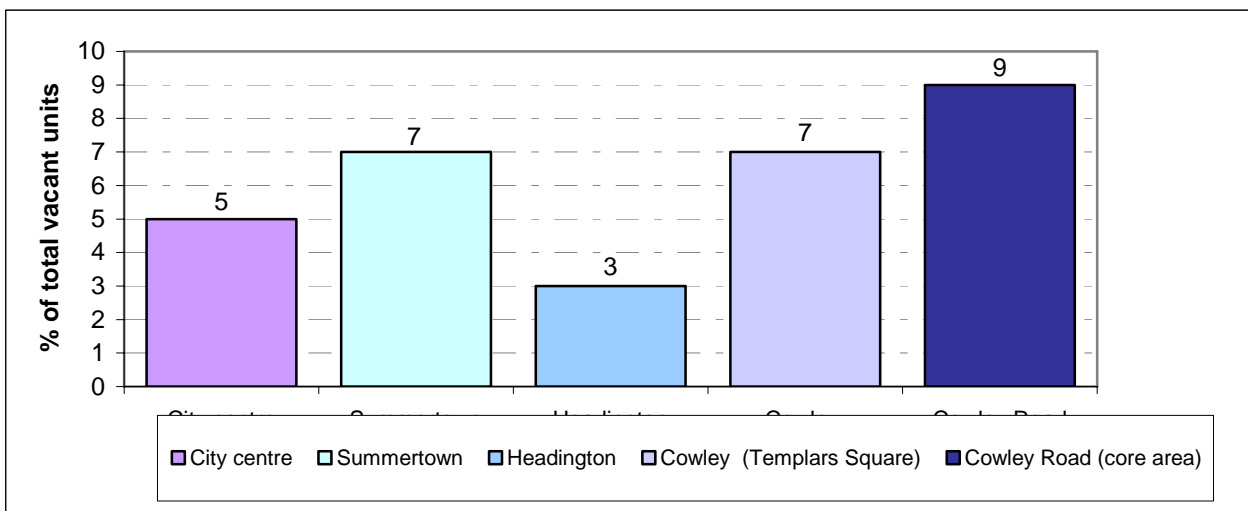
**Target**

National policy<sup>1</sup> encourages healthcheck assessments to be carried out for town centres to measure their vitality and viability.

The draft South East Plan<sup>2</sup> recognises the importance of town centres and their role in promoting sustainable development. Their significance as transport hubs provide the most suitable location for focussing developments. Oxford City centre is identified as a sub-regional centre.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> seeks to maintain, enhance and strengthen the role of the established retail hierarchies, which include the City and the four district centres.

**Data analysis**



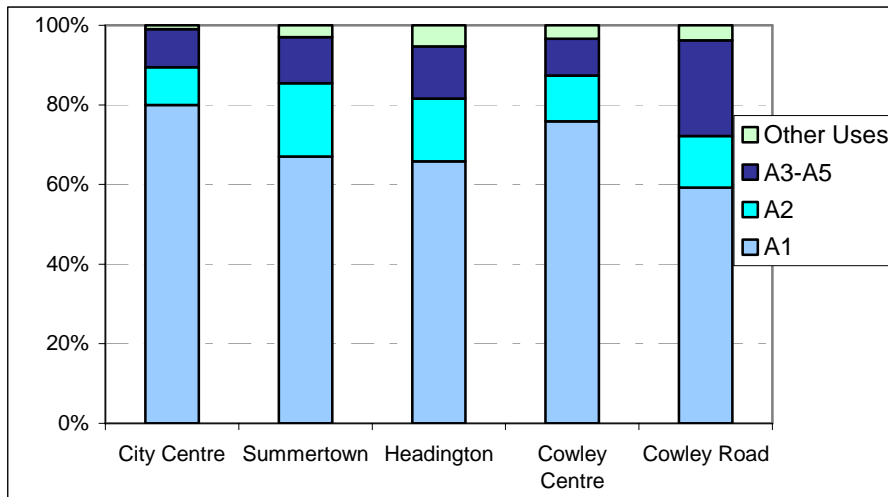
**Figure 39: Vacancy levels in City and district centres.**

Source: Oxford City Council survey January 2006

<sup>1</sup> *Planning Policy Statement 1, & Planning Policy Statement 6*, (former) ODPM, 2005

<sup>2</sup> *The Draft South East Plan*, South East Regional Assembly, March 2006

<sup>3</sup> *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005



	A1	A2	A3-A5	Other Uses
City Centre	80	9.5	9.5	1
Summertown	67	18.4	11.6	3
Headington	65.8	15.8	13.1	5.3
Cowley Centre	75.8	11.5	9.2	3.4
Cowley Road	59.3	13	24.1	3.8

**Figure 40: Percentage of A1 (retail) uses and other Class A uses in the City centre and district centres**

Source: Oxford City Council survey January 2006

## Commentary

### Vacancy levels:

One of the key market indicators that measure the vitality and viability of existing centres is vacancy levels. In the City centre the Primary Shopping Frontage (Policy RC.3) had only 5% of all the units vacant. Whilst this figure has increased from last year it is still a relatively low figure, showing that that the City centre remains healthy and is performing well.

There are four district centres which each have a defined District Shopping Frontage (Policy RC.4). The Cowley Road (core area) had the highest level of vacancy at 9%. However it is important to bear in mind that this frontage relates to a relatively small number of units in the heart of the Cowley Road. Therefore whilst the actual number of vacant units is comparable to other district centres it appears high as a proportion of the relatively small number of the total number of units. Cowley Road is however fortunate in having an extensive range of other Class A uses extending along the street which lies within a secondary shopping frontage (Policy RC.5).

The Cowley centre (Templars' Square) and the Summertown District Shopping frontage both had a vacancy level of 7%, which is comparable with 2004/05. In the case of the Cowley centre this to a degree reflects the large number of A1<sup>4</sup> (retail) uses within the centre, and the relative lack of other Class A uses. Summertown still has an active shopping centre with a good range of uses.

The district centre with the lowest level of vacancies is Headington, which has a vacancy level of some 3%. Although this has increased from last year it is still a low level by comparison with other centres. It is however apparent that there are still a comparatively high number of charity shops.

<sup>4</sup> Use Classes Order 2005 – See Glossary

The City centre and the district centres are still performing well, appear healthy with a good level of vitality and viability. Whilst the level of vacancies within each district centre does vary this is often a reflection of the individual characteristics of the centre.

### **Vitality:**

The second indicator is diversity, which is an important measure of the vitality of a centre. It also provides an indication of the role of the centre and its attractiveness to shoppers. This indicator recognises the important role that retailing plays in the centre but assesses the range of other uses available, which contribute to its vitality and viability. The mix of uses is significantly influenced by the policies in the adopted Oxford Local Plan 2001-2016 relating to the defined shopping frontages within each centre. In the case of the City centre, the proportion of A1 (retail) uses within the primary shopping frontage remains high which reflects its important role as a sub-regional shopping centre. Any additional Class A uses are directed towards the secondary shopping locations, to ensure that a diverse range of uses is satisfied.

In the case of the District centres, and in particular the defined district shopping frontages, there still appears to be a reasonable mix of uses, with retail (Class A1) continuing to underpin these centres. Cowley centre (Templars' square) has the highest proportion of A1 (retail) uses, although other uses have increased in recent years. Both Summertown and Headington have maintained a predominance of A1 (retail) uses, but with an appropriate mix of additional service related uses, which reflects the thresholds set out in the Local Plan. Although the level of A1 (retail) uses in the Cowley Road is lower, this reflects the relatively small number of units within the core area. The remainder of the commercial properties along the Cowley Road frontage are defined as secondary shopping frontage and as such include a higher proportion of other Class A uses.

It is clear however from these contextual indicators that the City centre and district centres still appear to be in a healthy position. The centres contain an appropriate mix of other Class A<sup>5</sup> uses whilst retail continues to underpin their role. The position does need to be carefully monitored to assess the performance of each centre in the context of both their future role and respective individual characteristics.

### **On target? N/A**

No target appropriate, as this is contextual information.

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<sup>5</sup> Use Classes Order – See Glossary

# TOURISM

Indicator 29 (Local)	Number, type and location of new short-stay accommodation, hotels, guest houses and dual use, to include number of bedspaces.
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## Objective

To improve both the range and standard of accommodation available to visitors to Oxford, and to encourage tourists to stay longer and spend more.

## Target

National guidance<sup>1</sup> recognises the importance of arts, cultural and tourism uses to the vitality and viability of town centres. Hotels are specifically referred to as key tourist related uses. Further recent Government advice is set out in a good practice guide on planning for tourism (May 2006).

Regional planning guidance for the South East<sup>2</sup> aims to positively promote diversity in the range of tourist accommodation. Protection should be afforded to the existing stock, where market demand exists and support given to proposals to upgrade the quality of the stock to meet consumer demand. Policies should require assessments of the need for additional hotel provision and promote sustainable locations for new development. Opportunities for longer stays should be encouraged.

The adopted Oxford Local Plan 2001-2016<sup>3</sup> aims to retain the existing stock of tourist accommodation and support the provision of additional accommodation in a range of appropriate locations and to encourage longer stays in Oxford.

## Data analysis

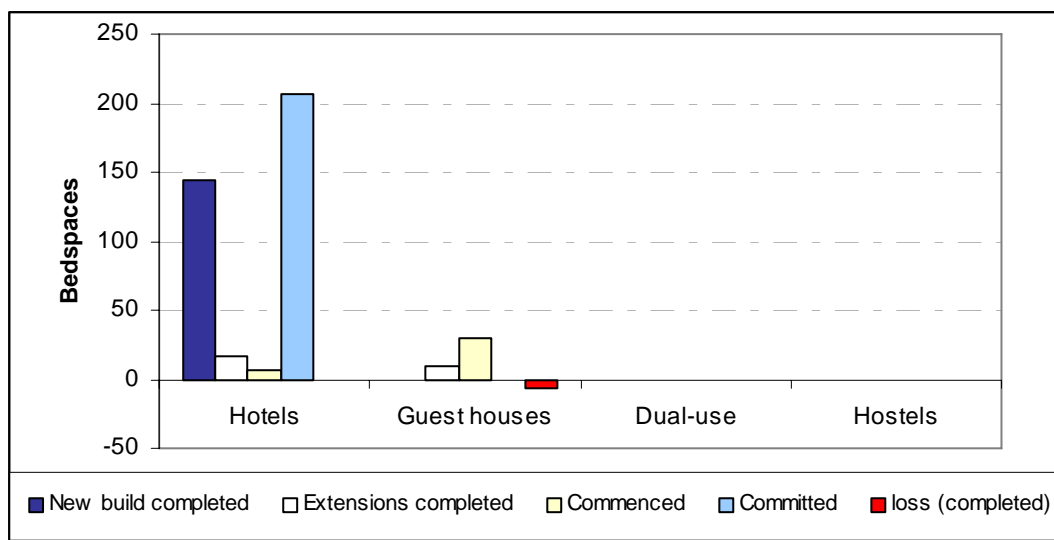


Fig 41: The number of bedspaces gained or lost by type of short-stay accommodation

<sup>1</sup> Planning Policy Statement 6: Planning for Town Centres, (former) ODPM 2005  
<sup>2</sup> Regional Planning Guidance for the South East (RPG9), GOSE November 2004  
<sup>3</sup> Oxford Local Plan 2001-2016, Oxford City Council, November 2004

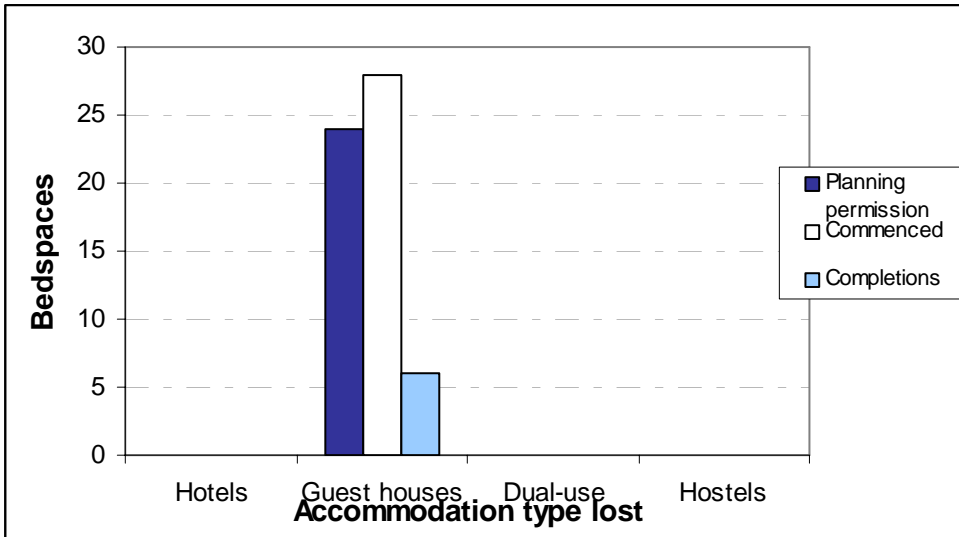


Figure 42: The number of bed-spaces lost, by type of short stay accommodation establishments.

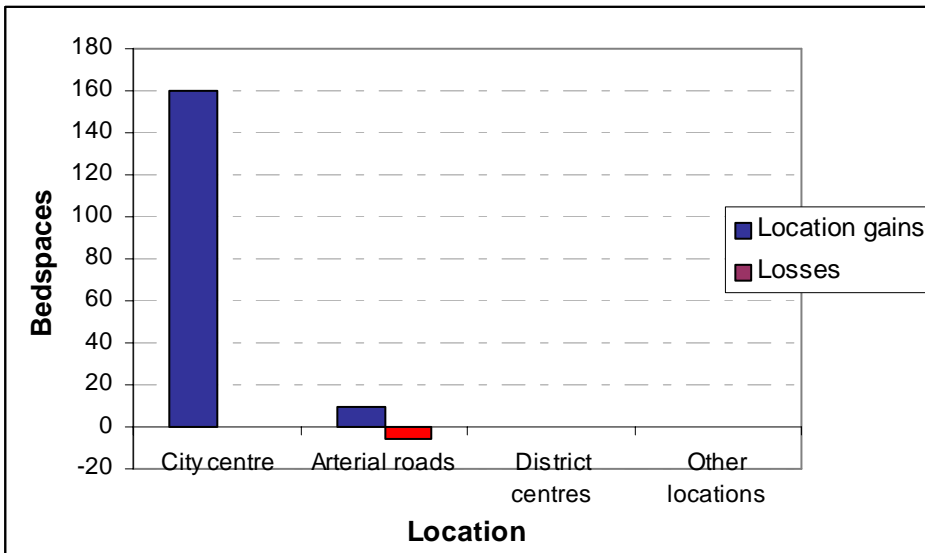


Figure 43: The location of where new bed-spaces are situated, and where losses have occurred for completed developments during 2005/2006.

## Commentary

Oxford is one of the South East's major visitor destinations, particularly for overseas visitors, attracted by its national importance as a centre of culture and education.

There has been a significant increase in the supply of short stay accommodation in Oxford. The principal growth has taken place in the hotel sector, which has seen an increase in the provision of bedspaces completed, amounting to almost 150 additional bedspaces. This figure includes the recent opening of the Malmaison hotel within the Castle site, New Road, City centre. In addition there are some 200 bedspaces in the pipeline. In the guest-house sector there has been a marginal increase in the supply of bedspaces through extensions and schemes under-construction. These outweigh the relatively small losses that have taken place.

The net gain in short stay accommodation, represented by completions, has been provided in sequentially preferable locations principally within the City centre. The most successful example being the opening of the Malmaison hotel which has acted as a catalyst for the regeneration of the Castle site, and attracted a range of complimentary uses including restaurants and bars together with a heritage centre.

The other preferred location is the main arterial roads into Oxford, where the net gains in bedspaces have outweighed the losses. It has therefore successfully achieved National, Regional and Local Plan policy objectives by adding to the range and diversity of short stay accommodation within sequentially preferable locations, improving the stock of accommodation and encouraging longer stays in Oxford.

This overall pattern of development has taken place within the principal aim of the Local Plan and the City Council's Tourism Strategy to promote long-term sustainable growth. Such development of all year facilities which promote longer stays and hopefully greater spend aims to make the most efficient use of the tourism infrastructure to the benefit of both the transport systems and accommodation.

**On target?** ✓



<b>Indicator 30 (Local)</b>	<b>Number &amp; type of new facilities/attractions completed (new build, extensions &amp; changes of use).</b>
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**Objective**

To promote greater use of all existing attractions, and encourage additional cultural and tourist attractions, to add diversity and to increase the range of activities for both residents and visitors to Oxford to enjoy.

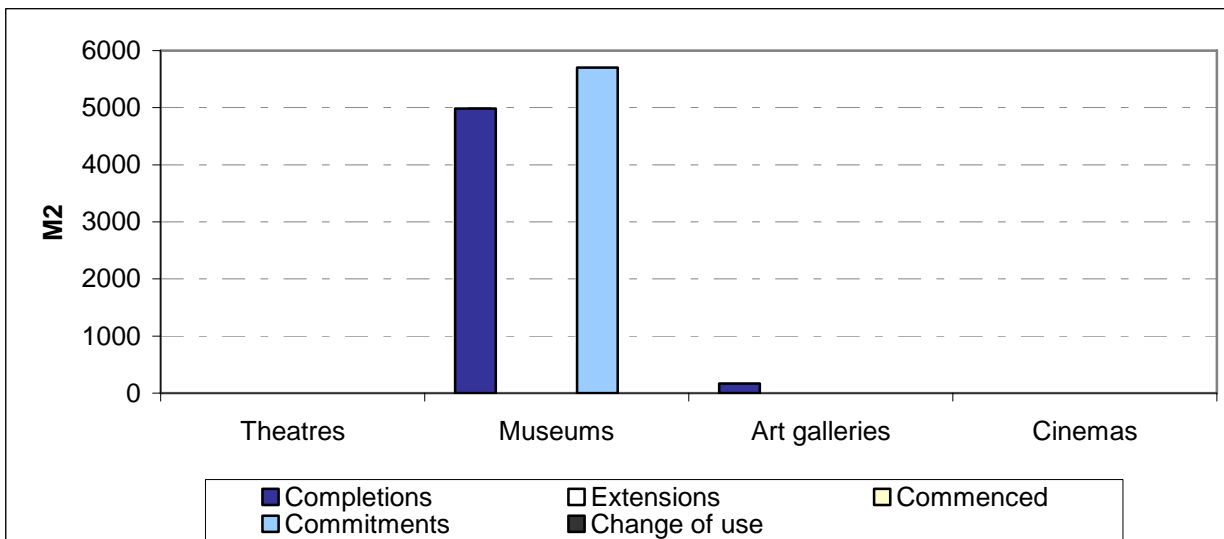
**Target**

National guidance<sup>1</sup> recognises the importance of arts, cultural and tourism uses to the vitality and viability of town centres. Theatres, museums and galleries are specifically referred to as key arts, cultural and tourist related uses.

The draft South East Plan<sup>2</sup> encourages local authorities to improve existing tourist attractions to enhance the visitor experience, and to promote high standards of design.

The City Council will promote Oxford’s cultural status, through the retention of art and entertainment venues. It aims to protect public venues, cultural and art attractions and promote enhancements or extensions to existing art-related premises.

**Data analysis**



**Figure 44: Floorspace lost or gained for arts & cultural uses, in sq metres, during 2005/2006.**

<sup>1</sup> Planning Policy Statement 6: Planning for Town Centres, (former) ODPM 2005

<sup>2</sup> The Draft South East Plan, South East England Assembly, March 2006

## Commentary

In 2004/05 there was a significant increase in additional floorspace for museums and cinema provision. This included the implementation of permissions to extend the Ashmolean Museum and the Ozone cinema multi-plex at Grenoble Road. During this monitoring period there has been continued growth in the museum sector with a further 5,000 m<sup>2</sup> completed and almost 6,000 m<sup>2</sup> in the pipeline as commitments. The regeneration of the Castle site in the City centre, which includes a new Heritage centre (Oxford Unlocked), was under construction in 2004/05 and was formally opened by the Queen in May 2006.

Oxford therefore continues to build on its strengths as a 'City of Culture' and has significantly added to the cultural attractions of the City.

On target? ✓

<b>Indicator 31 (Contextual)</b>	<b>Monitor the number of visitors to Oxford's principal tourist attractions</b>
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**Objective**

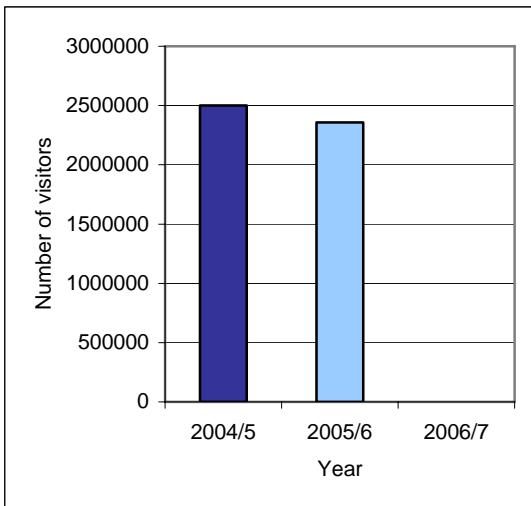
To promote greater use of Oxford's tourist attractions, and seek to enhance the overall visitor experience.

**Target**

The draft South East Plan<sup>1</sup> encourages local authorities to improve existing tourist attractions to enhance the visitor experience, and to promote high standards of design.

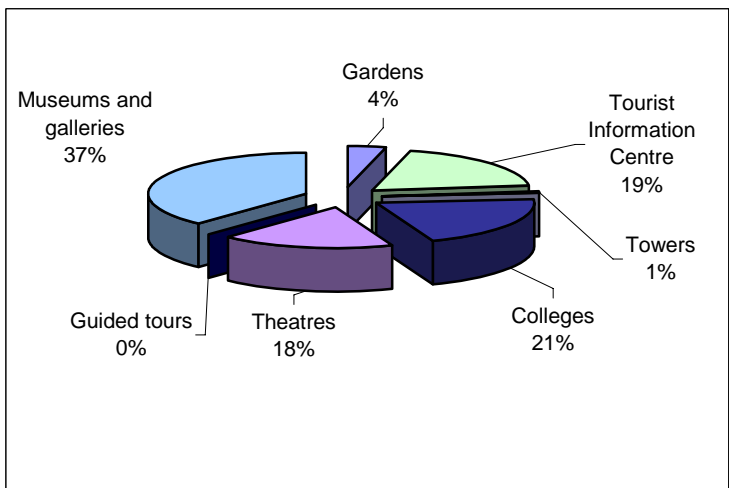
The City Council will support extensions and enhancement and promote greater use of all existing attractions. It will also encourage additional tourist attractions to add diversity and to offer a wide range of activities for visitors to Oxford to enjoy.

**Data analysis**



**Figure 45: Bar Chart Showing Number of Visitors to Principal Tourist Attractions**

Source: Oxford City Council, Survey



**Figure 46: Pie Chart Showing % of Visitors to Type of Attraction**

Source: Oxford City Council, Survey

<sup>1</sup> The Draft South East Plan, South East England Assembly, March 2006

## **Commentary**

Regional policy advises that 'regionally significant' attractions should only be encouraged in exceptional circumstances. Oxford is a world wide tourist attraction in its own right, and fortunate in having a wide range of tourist attractions, of local, regional and national importance.

The City Council's policy approach in line with regional advice therefore promotes improvements and enhancements to these recognised existing attractions. The range and diversity of tourist attractions is already well established and it appears that Oxford has continued to build on its strengths by providing additional facilities, which prove to be popular by the visitor numbers. By monitoring their use on an annual basis an evidence base can be established to record changes. Although the percentage of visitors to the principal attractions has changed slightly since last year, the main attractions continue to be museums and galleries, the colleges and theatres.

**On target? N/A**

No target appropriate, as this is contextual information.

## PROTECTING THE NATURAL ENVIRONMENT

<b>Indicator 32 (Core)</b>	<b>Change in areas and populations of biodiversity importance, including:</b> i. change in priority habitats and species (by type); and ii. change in areas designated for their intrinsic environmental value including sites of international, national, sub-regional or local significance.
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### Objective

To conserve and enhance Oxford's biodiversity, particularly in relation to priority habitats and species.<sup>1</sup>

### Target

Local policy on biodiversity is set out in the adopted Oxford Local Plan 2001 – 2016 and the Oxford Community Strategy which states that the City Council will work to conserve, enhance, and increase access to the natural environment in Oxford by supporting the development of a partnership action list with local and community conservation groups by April 2005. This is to include the development of guidance for developers on protecting and promoting biodiversity. Work has commenced on this project and it is hoped that the action list and guidance for developers will be produced by April 2007.

To avoid development (or land management) which adversely affects priority species and habitats. To enhance, or restore, sites containing priority habitats or species and take measures to reduce their fragmentation and isolation by creating linkages between sites where the opportunity arises.

### Data analysis

#### i. UK Biodiversity Action Plan (BAP) Priority Habitats

##### Priority Habitats

Although the aim is for the data to record actual changes in UK BAP priority habitats from year to year, at present there are still some deficiencies in the baseline data, so that the data relating to UK BAP Priority Habitats and Species represents a refining of the baseline position as new mapping of the survey data is undertaken, rather than the creation or loss of the priority habitat itself on the ground.

The figures provided by the Thames Valley Environmental Record Centre (TVERC) to which the City Council contributes and which maintains records for the Districts in the Thames Valley area, indicate that there are the following UK BAP priority habitats in Oxford:

Habitat Type	Oxford (ha) 2004/5	Oxford (ha) 2005/6	County Context (ha) 2004/5	County Context (ha) 2005/6	% of County total in Oxford in 2005/6
Lowland mixed deciduous woodland	10.7	10.7	2,467.5	2,527.0	0.4%
Wet woodland	5.8	6.1	98.4	106.7	5.7%
Wood pasture & parkland	12.1	12.1	101.3	1,148.1	1.1%
Lowland meadow	235.9	233.9	1,100.8	997.3	23.5%
Fen	16.2	17.3	92.6	131.8	13.1%
Reedbeds	1.0	1.1	6.5	25.9	4.2%

<sup>1</sup> Priority habitats and species have been identified by the UK Biodiversity Steering Group, set up by the Government to advise on the implementation of the UK Biodiversity Action Plan (BAP). Priority habitats fulfil at least one of the following criteria: they are at risk, experiencing a high rate of decline, or are important habitats for priority species. Priority species are globally threatened or are rapidly declining in the UK, i.e. by more than 50% in the last 25 years.

The data only relates to sites designated for their nature conservation interest and relies on site field survey reports and 1999 digital aerial photography. To complete the work some further mapping still needs to be undertaken on designated sites together with the mapping of non-designated sites.

The above figures reveal that Oxford contains a significant area of several UK BAP Priority Habitats. This is particularly marked in the case of lowland meadow, where over a fifth of Oxfordshire's area of this habitat is found within Oxford. Indeed owing to the severe losses of this habitat since 1945, Oxford now has 1.6% of the total UK habitat area for this habitat.

Almost equally significant is the 17.3 ha of fen, which provides 13.1% of Oxfordshire's area of this habitat. Fen is a nationally rare and threatened habitat, which is virtually confined to parts of Oxfordshire, East Anglia and North Wales. There are no UK figures available for fen habitat, but it is likely that Oxford's contribution is as significant as for lowland meadows.

The % figures of the County resource of UK BAP Priority Habitats are all the more remarkable given that Oxford only covers 1.7% of Oxfordshire.

## ii) UK BAP Priority Species

There are 67 UK BAP Priority Species in Oxfordshire and 382 UK BAP Priority species in the UK as a whole. There are 20 BAP Priority Species found in Oxford. Three species have been added to the list this year and two removed compared to last year. The changes are primarily due to a review of the species list in the light of new information from Recorders in the County. The details of the species present in Oxford and which have been added or removed are contained in the two Tables below:

### UK BAP Species identified in Oxford City for 2005/6

Common Name	Scientific name	Notes
Creeping Marshwort	<i>Apium repens</i>	
A pea mussel	<i>Pisidium tenuilineatum</i>	
A freshwater mussel	<i>Pseudanodonta complanata</i>	<i>Added in 2006 – has an association with the River Thames (Isis)</i>
A weevil	<i>Ceutorhynchus insularis</i>	
Buttoned Snout Moth	<i>Hypena rostralis</i>	
Great Crested Newt	<i>Triturus cristatus</i>	
Turtle Dove	<i>Streptopelia turtur</i>	<i>Last TVERC records now date back to late 1980s</i>
Skylark	<i>Alauda arvensis</i>	
Song Thrush	<i>Turdus philomelos</i>	
Spotted Flycatcher	<i>Muscicapa striata</i>	
Tree Sparrow	<i>Passer montanus</i>	<i>Last TVERC records date back to late 1980s - early 1990s</i>
Linnet	<i>Carduelis cannabina</i>	
Bullfinch	<i>Pyrrhula pyrrhula</i>	
Reed Bunting	<i>Emberiza schoeniclus</i>	
Corn Bunting	<i>Miliaria calandra</i>	<i>Last TVERC records now date back to late 1980s</i>
Wryneck	<i>Jynx torquilla</i>	<i>Addition in 2006 - 2003 visitor to Boundary Brook Reserve</i>
Pipistrelle Bat	<i>Pipistrellus pipistrellus</i>	
Brown Hare	<i>Lepus capensis</i>	
Water Vole	<i>Arvicola terrestris</i>	
Otter	<i>Lutra lutra</i>	<i>Added in 2006 - Records from above and below Oxford on the River Thames (Isis)</i>

## UK BAP Priority Species removed from the Oxford List

Common name	Scientific name	Notes
Stag Beetle	Lucanus cervus	Removed in 2006 - last record from 1981
Common Scoter	Melanitta nigra	Removed in 2006 - no evidence of recent records

The list for Oxford contains the species most likely to still be extant in the area. The main source of this data has been the Environmental Record Centre Recorder database with a threshold date of 1986 taken to make a judgment, i.e. any records before this date were investigated and discounted. All species on the list were also cross referenced with the national database of the National Biodiversity Network and recent local publications, atlases and surveys. Finally, in most cases, local Recorders were consulted for further verification.

The list of UKBAP species is, at least in part, an indication of recording effort and the absence of species does not necessarily indicate that species are definitely not there, but perhaps that they are yet to be found (or the records of their presence shared).

### iii) Change in areas designated for their intrinsic environmental value including sites of international, national, sub-regional or local significance

The data supplied by the Environmental Record Centre indicates that there are the following areas of land which are designated for their nature conservation importance in Oxford:

Type of Site	Oxford (ha)	% of Oxford covered by designation	County Context (ha)	% of County Total in Oxford
Special Area of Conservation	177.1	3.9%	576.9	30.7%
Sites of Special Scientific Interest (SSSIs)	278.2 <sup>2</sup>	6.1%	4,402.1	6.3%
Sites of Local Importance for Nature Conservation (SLINCS)	202.5	4.4%	The rest of the county has County Wildlife Sites	
Local Nature Reserves	11.5 (3 sites) <sup>3</sup>	0.3%	48.7	23.6%
Regionally Important Geological or Geomorphological Sites (RIGS) <sup>4</sup>	2 (2 sites)	0.04%	345.9	0.6%

Oxford has part of one site of international importance for nature conservation. This is the Oxford Meadows Special Area of Conservation, which consists of Port Meadow/Wolvercote Common and the meadows north of Wolvercote, as well as a large area north of the A34, which is outside the city boundary. Oxford has the very significant total of 30.7% of the total area of land in Oxfordshire, which has international importance for nature conservation. English Nature has designated 12 SSSIs that are wholly or partly within Oxford, on account of their national ecological or geological importance. This is a large number considering that Oxford is a largely urban area. A large area has also been given SLINC status, a local designation made by the City Council. As 6.1% of Oxford consists of SSSIs and a further 4.4% has been given SLINC status, the total area, which has been designated for its nature conservation value is 10.5%, which gives some indication of the rich wildlife resource that is found in

<sup>2</sup> This includes the area designated as a Special Area of Conservation as this area also has SSSI status.

<sup>3</sup> The three Local Nature Reserves are Magdalen Quarry, Rock Edge and Lye Valley

<sup>4</sup> The two RIGS are Magdalen Quarry and Rock Edge, which are also SSSIs

Oxford. There were no changes to the area of land given nature conservation designations in Oxford over the past twelve months.

### **Commentary**

The data presented above indicates that Oxford contains a very significant resource for biodiversity. Government guidance on this topic was strengthened in August 2005 by the publication of Planning Policy Statement 9 on 'Biodiversity and Geological Conservation'. This document states that a key principle of plan policies and planning decisions should be to maintain, and enhance, restore or add to biodiversity and geological conservation interests. It also encourages local planning authorities to use Local Development Frameworks to identify areas or sites for the restoration or creation of new priority habitats, which will contribute to regional targets. The statement also points out that development proposals provide many opportunities for building-in beneficial biodiversity or geological features as part of good design. In the years ahead the City Council will need to take advantage of these opportunities in order to ensure that Oxford's biodiversity resource is maintained and enhanced and that it continues to perform well against these indicators.

**On target?** ✓



<b>Indicator 33 (Contextual)</b>	<b>To assess the richness of local biodiversity and the impact of habitat enhancement measures by monitoring:</b> <ul style="list-style-type: none"> <li>• The distribution and status of water voles;</li> <li>• The condition of Sites of Special Scientific Interest (SSSIs);</li> <li>• The distribution and status of farmland birds;</li> <li>• Distribution and status of garden butterflies.</li> </ul>
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### Objective

To conserve and enhance the biodiversity of Oxford.

### Target

To halt further decline. In relation to SSSIs the Government's Public Service Agreement target is for 95% of SSSI land to be in a favourable or recovering condition by 2010.

### Data analysis

These indicators have been chosen as a representative sample to indicate the biodiversity health of Oxford. They have been selected to reflect the different types of wildlife found in Oxford and because these groups of organisms/sites are already monitored, so data is readily available. The Thames Valley Environmental Record Centre collects data for these indicators across Oxfordshire so it is possible to compare the situation in Oxford with other parts of the County.

### The distribution of Water Voles

In recent years the water vole has been Britain's fastest declining mammal. However, the survey work organised by the Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust (BBOWT) in 2005 suggests that the rate of decline is slowing and may even have been halted over Oxfordshire as a whole.

#### Water Vole Surveys in Oxfordshire in 2005 - 330 sites

Nos of sites	Survey Results	Loss/Gain
216	Previously negative, negative in 2005	Same
36	Previously negative, positive in 2005	Gain
37	Previously positive, negative in 2005	Loss
41	Previously positive, positive in 2005	Same
288	Sites previously surveyed, but not surveyed in 2005	-

#### Water Vole Survey in Oxford in 2005 - 34 sites

Nos of sites	Survey Results	Loss/Gain
4	Not surveyed before and negative	-
3	Not surveyed before and were positive	-
12	Previously negative, negative in 2005	Same
0	Previously negative, positive in 2005	Gain
7	Previously positive, negative in 2005	Loss
8	Previously positive, positive in 2005	Same
7	Sites previously surveyed, but not surveyed in 2005	-

In Oxfordshire the number of sites where water voles have disappeared is counter-balanced by virtually the same number where they have appeared on sites where they were not previously found. In Oxford, however, there were no sites, which had previously been negative where water voles were now present, while they have disappeared from seven sites where they were previously found. While 11 sites were found to be positive, including three new sites, the indications are that water voles are still declining in Oxford. Given the extensive areas of suitable habitat in Oxford, there is great potential for this threatened species in Oxford and this indicates the importance of ensuring that suitable sites are managed appropriately and that appropriate measures are taken to prevent development having an adverse impact on water vole populations.

The water vole information has been collected in a systematic manner by trained volunteers using a standard methodology. The survey methodology records presence and absence within a 500m stretch of water course and not population size. The baseline against which change is measured has been taken from the records from 1998 to 2004.

### Condition of SSSIs

The condition of SSSIs in Oxford is set out in the table below:

Condition	Oxford: Sum of hectares in 2005/6	Oxford % of District Resource in 2005/6	Oxfordshire % of County Resource in 2005/6	England % of Country's resource
Favourable	244.8	88	48.1	45.1
Unfavourable declining	5.1	1.8	2.3	9
Unfavourable no change	3.7	1.3	13.5	18.2
Unfavourable recovering	24.7	8.9	36.1	27.6
Destroyed/Part destroyed	-	0	0	0.07
TOTAL	278.3	100	100	99.97

Source: English Nature Web site. Data collected by Environmental Record Centre. The data was collected predominantly in 2004; 2005 and 2006 but a small amount was collected from earlier years.

The figures for Oxford are the same as for 2004/5 and indicate that in 2005/6 88% of Oxford's SSSIs are in a favourable condition and a further 8.9% is in an unfavourable but recovering condition. This is a major achievement and indicates that Oxford is already meeting the Government's target for 2010 for SSSI land. The figures for Oxford also far exceed those for Oxfordshire and England as shown in the above table.

These good figures are a credit to those owning and managing Oxford's SSSIs. In particular this includes the City Council who through its Countryside Service manages Magdalen Quarry; Rock Edge; part of Lye Valley and, in conjunction with the Wolvercote Commoners Committee and the Freeman of Oxford, the large area of Port Meadow and Wolvercote Common. In addition the City Council owns and manages the very large Shotover and Brasenose Wood SSSI which occupies 113.24 ha, most of which is outside the City boundary. All of these areas are in 'favourable' condition, apart from Lye Valley, which is in 'unfavourable recovering' condition. The City Council also owns most of Iffley Meadows SSSI, a large part of which is managed on its behalf by BBOWT<sup>1</sup>. The parts which BBOWT manage are in 'favourable' or 'unfavourable recovering' condition. The good state of Oxford's SSSIs is also a tribute to the other SSSI landowners who include the University Chest; Oxford University Press; various colleges and the Oxford Preservation Trust.

While the position on SSSI condition in Oxford is generally encouraging, as the Wildlife and Countryside Act 1981 (as amended<sup>2</sup>) states that public bodies must 'take reasonable steps, consistent with the proper exercise of their functions, to further the conservation and enhancement of SSSIs', it is important that the City Council seeks to ensure that those small parts of Oxford's SSSIs which are in an

<sup>1</sup> Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust

<sup>2</sup> Amended by the *Countryside & Rights of Way Act 2000*

unfavourable condition, and are not recovering, are put on the way to recovery. The particular areas concerned are:

- Hook Meadows and the Trap Grounds SSSI: northern part;
- The northern part of the Iffley Meadows SSSI north of Donnington Bridge Road;
- Lye Valley: a privately owned area south of the area managed by the City Council; and
- Wolvercote Green.

Discussions have taken place with English Nature on ways to ensure that these sites come into a recovering condition. In the case of Lye Valley south, this is an ecologically rich area of fen habitat with Grass of Parnassus and Marsh Helleborine, but is drying out because of the invasion of scrub. In the case of this site, it is hoped that the City Council's Countryside Service might be able to take over the management with English Nature paying the costs and this will be the subject of a further report once more details are available. This also applies to a small part of the Iffley Meadows SSSI, on the east bank of the Thames, which adjoins the area managed by the City Council at the Kidneys.

In the case of the northern part of the Hook Meadow and Trap Grounds SSSI, the fence has broken down and the area is currently unmanaged. English Nature estimate that it would cost £10,000 to erect replacement fencing, but do not currently have the resources to fund this work. Hopefully this will change with the establishment of Natural England in October 2006. A similar situation applies at Wolvercote Green, where planning permission has been granted for the erection of a 1.5 metre high fence to enable grazing to be reintroduced.

The one area, where positive management has been introduced is the area of Iffley Meadows SSSI located north of Donnington Bridge Road, between the Weir Mill Stream and the Isis. This area is owned by the City Council and was fenced last year and is now being grazed and mown three times a year to bring it into a recovering condition. Hopefully, by next year this area will therefore be recorded as 'unfavourable recovering', rather than 'unfavourable declining.'

### The distribution and status of farmland birds

The farmland bird index is based on a list of 19 farmland bird species.<sup>3</sup> The data is derived from the British Trust for Ornithology (BTO) and the Royal Society for the Protection of Birds. The data has been drawn from reliable breeding bird surveys. The number of surveys within districts are, however, relatively small and below the advised thresholds for BTO Breeding Bird Surveys and so the figures should be treated with some caution.

Based on the surveys an index has been derived for farmland birds. The indices for Oxford and Oxfordshire, for 2004 and 2005, against a baseline figure of 1 for 1997, are as follows:

2004		2005	
Oxford	1.36	Oxford	1.30
Oxfordshire	0.84	Oxfordshire	0.76

The figures show farmland birds in Oxford to be above the 1997 Index value, which is when surveys began. The Oxford figures are also consistently higher than the Oxfordshire figures, which would seem to indicate that farmland birds are doing better in Oxford than Oxfordshire as a whole. This may be because much of the farmland in Oxford is managed by traditional agricultural techniques, rather than the intensive agriculture found in many other parts of Oxfordshire. There was a slight decline over the

<sup>3</sup> The 19 farmland bird species that are monitored are Kestrel, Grey Partridge, Lapwing, Turtle Dove, Skylark, Yellow Wagtail, Starling, Tree Sparrow, Linnet, Yellow Hammer, Reed Bunting, Corn Bunting, Woodpigeon, Jackdaw, Rook, Greenfinch, Goldfinch, Stock Dove, Whitethroat,

past year. However, both in 2004 and 2005, just a single 1 km square in Oxford was visited by volunteer surveyors. This small sample size may have distorted trends and introduced statistical error.

### **Distribution and status of garden butterflies**

At least 21 out of 22 'garden butterflies' are present.<sup>4</sup> 20 are widespread and 1 uncommon. The uncommon species is the Essex Skipper. The Wall butterfly was formerly found in Oxford, but has declined rapidly in central England in recent years and may no longer be present in Oxford. In order to make the results of the data analysis meaningful, the baseline is not gathered from a single year but from a rolling baseline of fifteen years prior to the year of the AMR. Unfortunately, the amount of new information available in 2005 was not sufficient to allow for a meaningful analysis of this year against the baseline. The view of local experts is that the trends for the 22 indicator butterflies remain the same in 2005/06 as they were in 2004/05. Most of the garden butterfly species would seem to be doing well in Oxford.

### **Commentary**

The data supplied indicates a generally encouraging situation for wildlife in Oxford. The condition of Oxford's SSSI's is particularly encouraging. Hopefully it will also be possible for steps to be taken to ensure that those relatively small pieces of SSSI land that are currently in a declining condition can also be brought into a recovering condition, although this is dependent on further funding being available from English Nature, which on 1<sup>st</sup> October 2006 became part of Natural England.

The news that the water vole may no longer be declining in Oxfordshire as a whole is particularly welcome, although this trend would not seem to have spread to Oxford as yet. However, it still gives grounds for encouragement that water voles may survive long term in the Oxford area, which had recently seemed to be in doubt. Hopefully, future years monitoring will indicate that this is the start of a change in the water voles fortunes.

From the data currently available, it would seem that Oxford has good populations of many farmland birds and garden butterflies.

### **On target? N/A**

No target appropriate, as this is contextual information.

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<sup>4</sup> The species surveyed are Small Skipper, Essex Skipper, Large Skipper, Brimstone, Large White, Small White, Green-veined White, Orange-tip, Small Copper, Common Blue, Holly Blue, Red Admiral, Painted Lady, Small Tortoiseshell, Peacock, Comma, Speckled Wood, Wall, Marbled White, Gatekeeper, Meadow Brown, and Ringlet.

<b>Indicator 34 (Core)</b>	<b>Number of permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality</b>
--------------------------------	--

### Objective

To take the Environment Agency's advice into account when determining planning applications which have a potential impact on the water environment.

To prevent further development in the undeveloped flood plain; prevent development which will lead to additional flooding problems, and to prevent development which would adversely affect water quality.

### Target

To ensure that all planning applications granted planning permission will not have an adverse impact on flooding or water quality. To support schemes which would improve water quality and reduce the risk of flooding.

### Data analysis

Environment Agency objections on flood defence grounds – major applications<sup>1</sup>

<b>Application</b>	<b>Action to objections received from Environment Agency</b>	<b>Response by Environment Agency</b>	<b>Outcome</b>
Donnington Recreation Ground – erection of changing rooms	Applicant submitted flood risk assessment and compensatory flood storage works	Objection withdrawn	Approved with conditions on sustainable drainage
St Augustine of Canterbury School, Iffley Turn – erection 47 houses	Applicant submitted flood risk assessment	Objection withdrawn	Approved with conditions on sustainable drainage
Trajan House, Mill Street – erection 46 flats			Application withdrawn

<sup>1</sup> See Glossary for definition of major applications

The Environment Agency also objected to seventeen minor applications.

Nos of Applications	Reason for Environment Agency Objection	Response by Environment Agency	Outcome
7	No flood risk assessment submitted	-	Application refused. The absence of a Flood Risk assessment was given as a reason for refusal in four of them.
3	No flood risk assessment submitted	-	Application withdrawn
2	No flood risk assessment submitted.	Objection withdrawn	Approved with conditions.
5	No dry access &/or loss of flood storage	Objections maintained	Approved with conditions

Seven of these applications were refused, with the absence of a Flood Risk Assessment being given as one of the reasons in four of them. Three of the applications were withdrawn. Of the seven that were approved, in the case of two of them the Environment Agency's objection was withdrawn. Of the remaining five, four were on previously developed land, the only exception being the creation of 6 residential boat moorings on allotment land in Walton Well Road. The particular concerns of the Environment Agency were increasing the population at risk of flooding and the absence of dry access.

There were no applications during the monitoring period where the Environment Agency objected on water quality grounds.

### Commentary

The data currently available indicates that during the monitoring period the City Council has not approved any major schemes, which are likely to have significant implications for flood risk or water quality against Environment Agency advice. Five minor schemes were approved contrary to Environment Agency advice on flood risk. While it is to be welcomed that no major schemes have been approved contrary to Environment Agency advice, the approval of five minor schemes is of some concern as it indicates that there is sometimes a difference of opinion between the City Council and the Environment Agency. Later this autumn Government advice on flooding is likely to be amended with the issue of Planning Policy Statement 25 on Development and Flood Risk, and it will then be necessary to consider the City Council's approach to dealing with planning applications in areas of flood risk to ensure that it accords with the revised Government policy.

On target? **X**

## ENCOURAGING SUSTAINABLE DEVELOPMENT

<b>Indicator 35 (Core)</b>	<b>Renewable energy capacity (in mega watts) installed by type</b>
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### Objective

To maximise the amount of energy produced from renewable energy schemes in order to reduce the amount of energy derived from fossil fuels, and thereby seek to minimise greenhouse gas emissions and create a low carbon economy.

### Target

The Government's target is that nationally by 2010, 10% of electricity should be generated from renewable sources, with the aspiration that this increases to 20% by 2020<sup>1</sup>. Current national estimates of production are around 3%. The draft South East Plan has a sub-regional target for 2010 for land-based renewable energy of 140 mega watts for the Thames Valley and Surrey. The target for 2016 is 209 mega watts.

To ensure that all new developments are designed to optimise the production of renewable energy in accordance with Local Plan policy<sup>2</sup> and the Natural Resource Impact Analysis (NRIA) Supplementary Planning Document (SPD) adopted in July 2006.

### Analysis

The Government indicator requires the City Council to provide details of completed renewable energy schemes, including bio fuels, onshore wind, water, solar energy, and geothermal energy.

One of the problems with monitoring renewable energy schemes in Oxford, is that in most cases they consist of solar hot water and photovoltaic schemes (using sunlight to generate electricity) on domestic properties. Normally these can be installed under permitted development rights without the need for planning permission, so it is difficult to monitor the implementation of schemes. During the year 2005/6 only one application for renewable energy was granted planning permission, which was for the installation of three solar panels at 44 Merrivale Square. Another potential source of information would be the Low Carbon Building Programme, under which the Government provides grants for renewable energy projects, but at present information is not released on where the grants have been distributed.

However, more examples of good practice are expected to be in place in the future, such as the Ground Source Heat pump at the Cancer Centre, Churchill Hospital, which will have a total capacity of 3 mega watts cooling and heating. Work on installing the boreholes for this system has commenced.

### Commentary

At present only a small amount of energy in Oxford is generated from renewable energy. It is very important that this is radically increased in the next few years in order to reduce reliance on fossil fuels and emissions of greenhouse gases, which contribute to global warming.

The Natural Resource Impact Analysis (NRIA) Supplementary Planning Document, adopted in July 2006, sets a requirement that a minimum of 20% of the energy requirements of new development

<sup>1</sup> Energy White Paper: Our Energy Future – creating a low carbon economy, CM5761, February 2003.

<sup>2</sup> Local Plan policy CP16, *Oxford Local Plan 2001-2016*, Oxford City Council, November 2005

should be produced by on-site renewables. This will provide a significant tool in persuading developers to include renewable energy in those new development schemes above the thresholds where NRIA is required (20 or more dwellings or non-residential developments of 2,000m<sup>2</sup> or more).

In 2006, a three-year award for environmentally friendly, resource efficient buildings was set up as a way of promoting best practice. This award is aimed for developments, which incorporate resource efficient technologies and sustainable energy approaches.

**On target? X**



## TRANSPORT

<b>Indicator 36 (Core)</b>	<b>Amount of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, areas of employment and a major retail centre</b>
--------------------------------	---

### Objective

To promote public transport as a chosen means of travel; to promote accessibility to jobs and services, and to reduce the need to travel by private car.

### Target

To provide new housing in proximity to local facilities.

### Data analysis

In July 2005, Oxfordshire County Council produced a Framework Accessibility Strategy as part of the Provisional Oxfordshire Local Transport Plan 2006-2011 (LTP2), which provides detailed information on bus accessibility to key services and service centres. The maps indicate that all established residential areas within Oxford are within 30 minutes' public transport travelling time to the services listed in the indicator, with the exception of part of the Greater Leys Estate, which is up to 40 minutes' bus/walk travel time from the nearest hospital. Monitoring data for residential completions indicate that no new residential development has taken place within this area during the monitoring period.

The following table shows the number and proportion of residential completions within 30 minutes' public transport travel time (i.e average bus and walk time) to the nearest key service shown, based on the LTP2 Accessibility Maps produced July 2005.

	<b>Nearest GP</b>	<b>Nearest hospital</b>	<b>Nearest primary school</b>	<b>Nearest secondary school</b>	<b>Nearest employment</b>	<b>Nearest retail centre</b>
Residential completions (net) within 30 minutes' public transport travel time	943	943	943	943	943	943
Percentage of total	100%	100%	100%	100%	100%	100%

### Commentary

The City of Oxford enjoys exceptionally good accessibility to local services by bus. Therefore, all new residential development has complied with the indicator set out above. It is expected that virtually all new development in Oxford will continue to comply with this indicator in the foreseeable future.

On target? 

Indicator 37 (Core)	Amount of completed non-residential development within Use Class order A, B or D complying with car parking standards set out in the Local Development Framework.
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**Objective**

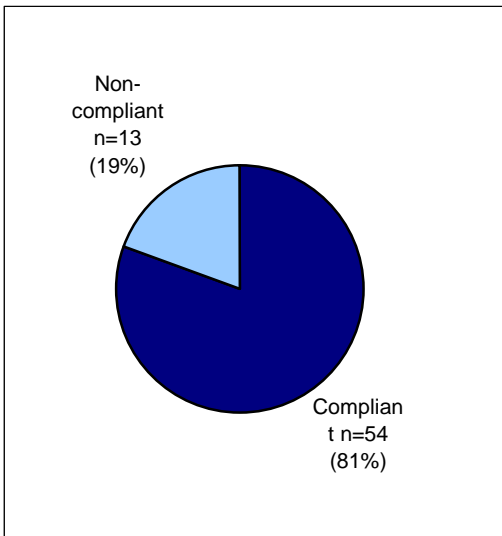
To promote sustainable transport choices, and minimise inefficient use of land, through promoting parking provision restraint as appropriate to local circumstances.

**Target**

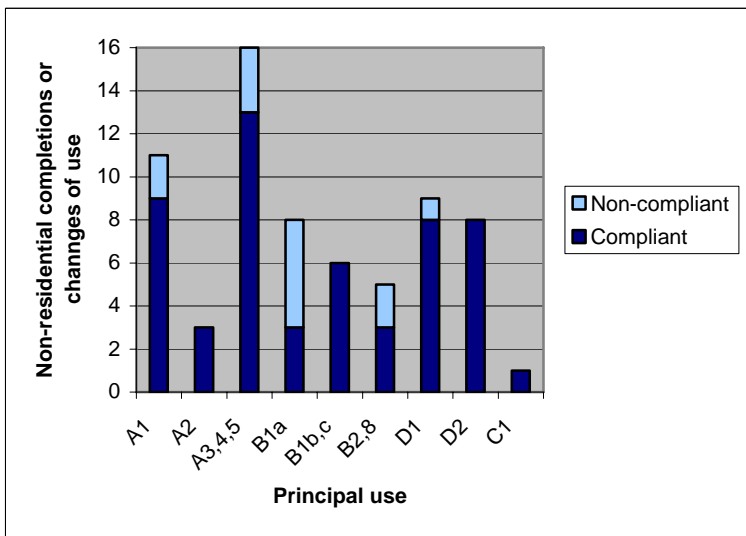
To ensure that new non-residential development complies with car parking standards.

**Data analysis**

The pie chart below shows the number and proportion of non-residential development completions (or changes of use) which comply with Local Plan parking standards most applicable at the time of determination. For the majority of applications, the maximum standards set out in the adopted Oxford Local Plan 2001-2016 have been used. However for applications which were determined before publication of the Second Draft Oxford Local Plan 2001-2016 (in February 2003), the previously adopted minimum standards from the former Oxford Local Plan 1991-2001 have been used. The bar graph shows compliance with the indicator within each non-residential use class<sup>1</sup>.



**Figure 47: number (n) and proportion of non-residential completions complying with parking standards**



**Figure 48: Number of non-residential completions complying with parking standards by use class**

It should be noted that some developments consisted principally of residential development but with a significant element of non-residential. These developments have been classified according to their main non-residential use for the purpose of this report. (This also applies to **Indicators 38 and 39**.)

<sup>1</sup> Use Classes Order 2005 – See Glossary

## **Commentary**

There were 67 non-residential developments completed and identified through monitoring for the 2005/06 period. Of these, 81% were considered to be compliant with the general parking standards being used at the time of determination.

The merits of individual proposals, including local or special circumstances, form an important part of many decisions made, however such considerations are not taken account of in this analysis. For this reason, the statistics should be treated with some caution as an indicator of appropriate parking provision.

It is expected that the proportion of development completions complying with parking standards will be maintained at around the present high level. In November 2005, the Oxford Local Plan 2001-2016 was formerly adopted, hence the ambiguity of having two sets of parking standards as material considerations has been removed. The City Council is producing a Supplementary Planning Document (SPD) on Parking Standards, Transport Assessments and Travel Plans which is expected to be adopted in January 2007.

**On target?** ✓

<b>Indicator 38 (Local)</b>	<b>Percentage of completed non-residential development complying with car-parking standards for people with disabilities</b>
-----------------------------	--

**Objective**

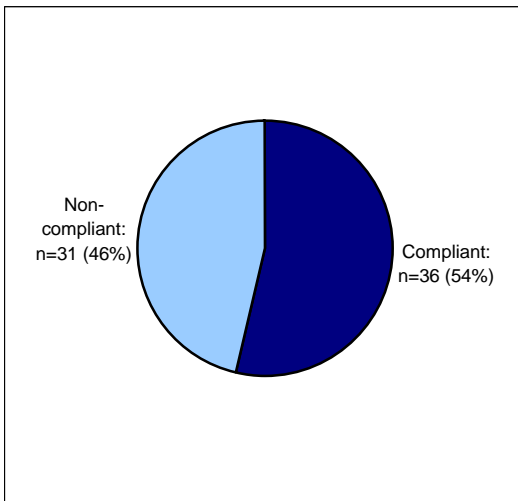
To ensure provision of an appropriate level of good quality disabled parking spaces as part of all new non-residential development, in order to maximise accessibility to local services for people with disabilities.

**Target**

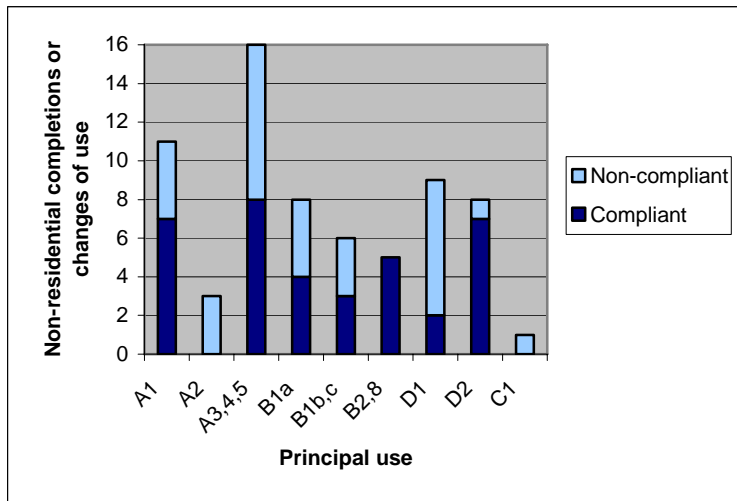
To ensure that new non-residential development completed complies with car parking standards for people with disabilities.

**Data analysis**

The pie chart below shows the proportion of non-residential development completions (or changes of use) which comply with Local Plan disabled parking standards most applicable at the time of determination. The bar graph shows compliance with the indicator within each applicable use class<sup>1</sup>. For the majority of applications, the standard set out in the adopted Oxford Local Plan 2001-2016 have been used. However the previous standards from the former Oxford Local Plan 1991-2001, which had no specific requirement for provision of disabled parking, have been used for developments approved prior to the Second Draft Oxford Local Plan 2001-2016 (in February 2003).



**Figure 49: Number (n) and proportion of non-residential completions complying with disabled parking standards**



**Figure 50: Number of non-residential completions complying with disabled parking standards by use class**

**Commentary**

Of the 67 non-residential completions (or changes of use) occurring during the 2005/06 monitoring period, 54% were considered to be compliant with the disabled parking standards being used at the time of determination.

<sup>1</sup> Use Classes Order 2005 – See Glossary

The proportion of completions complying with the standard has fallen compared with the previous year (04/05 = 63%). The parking standards in the Oxford Local Plan 2001-2016 were adopted in November 2005, and go further than the previous standards in requiring that all commercial development provide disabled parking, which probably accounts for the fall in completions judged as compliant. The analysis does not take into account that some developments may have access to existing (e.g. on-street) disabled parking bays, and may not therefore need to make additional provision. Furthermore, it may not always be feasible for some small-scale changes of use to make specific provision for disabled parking.

It should further be noted that developments which gained approval before February 2003 automatically comply as no specific standard for disabled parking was set in the previous Oxford Local Plan 1991-2001.

It is hoped that the adoption of SPD on Parking Standards, Transport Assessments and Travel Plans expected early 2007 will clarify policy on disabled parking, such that existing off-site provision of disabled parking can be taken account of in future analyses.

**On target? X**

<b>Indicator 39 (Local)</b>	<b>Percentage of completed non-residential development complying with cycle-parking standards</b>
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**Objective**

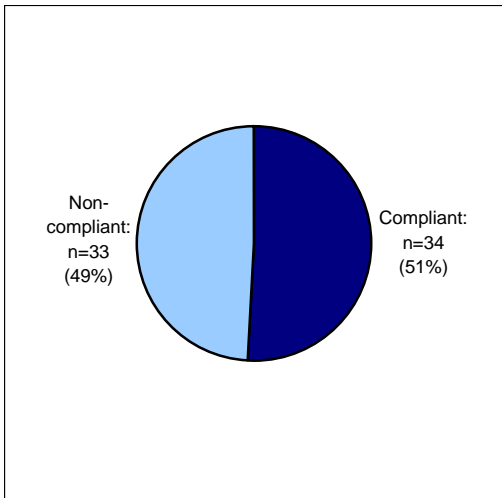
To increase the attractiveness of cycling as a means of travel for employees and visitors to businesses and services in Oxford.

**Target**

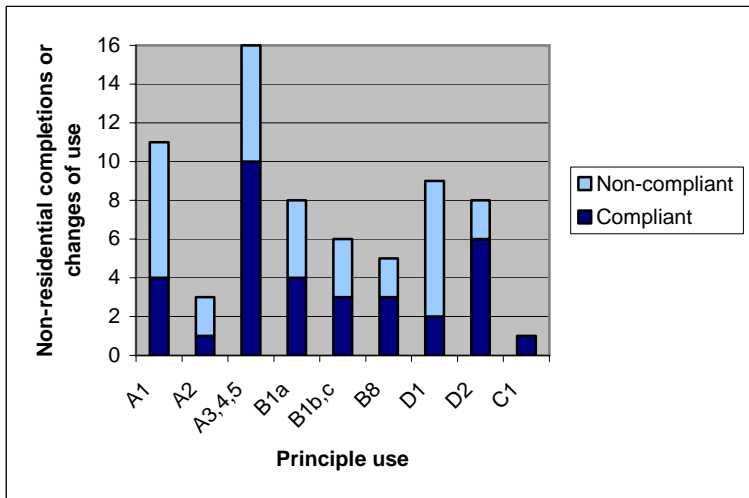
To ensure that new non-residential development completed complies with cycle parking standards.

**Data analysis**

The pie chart below shows the proportion of non-residential development completions (or changes of use) which comply with Local Plan cycle parking standards. The bar graph shows compliance with the indicator within each applicable use class<sup>1</sup>. For the majority of applications, the standard set out in the adopted Oxford Local Plan 2001-2016 have been used. However the previous standards from the former Oxford Local Plan 1991-2001 have been used for developments approved prior to publication of the Second Draft Oxford Local Plan 2001-2016 (in February 2003).



**Figure 51: Number (n) and proportion of non-residential completions complying with cycle parking standards**



**Figure 52: Number of non-residential completions complying with cycle parking standards by use class**

**Commentary**

There were 67 non-residential developments or changes of use completed during the 2005/06 monitoring period. Of these, 51% were considered to be compliant with the cycle parking standards being used at the time of determination. This is a slight improvement compared with the previous year (04/05 = 49%), nevertheless only half of developments completed are complying fully with the adopted cycle parking standards.

<sup>1</sup> Use Classes Order 2005 – See Glossary

It is expected that this figure will improve more substantially in future years, given the removal of ambiguity arising from having two material sets of standards during the Oxford Local Plan review period. The adoption of the Parking Standards, Transport Assessments and Travel Plans SPD expected in January 2007 should provide further impetus to implementation of the current standards.

**On target?** ✓

Indicator 40 (Contextual)	Overall change in traffic levels at the Oxford inner and outer cordons
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**Objective**

Limit traffic growth in Oxford.

**Target adopted by Oxfordshire County Council**

No growth in annual average daily 12 hour traffic flow across the Oxford Inner Cordon<sup>1</sup>; limit growth in annual average daily 12 hour traffic flow across Oxford Outer Cordon<sup>2</sup> to an average yearly 1% growth level (this being 1% per year below the forecast growth for Oxford).

**Data analysis**

The chart below is based on Oxfordshire County Council monitoring of traffic flows across the Inner and Outer Cordons, and shows the trend in traffic flows in Oxford over the last five years. The data is collected using automatic traffic counters located at fixed locations on both the Inner Cordon (around the central area of Oxford) and the Outer Cordon (around the Oxford outskirts). The figures are the weekday Average Annual Daily Totals for inbound traffic over a 12 hour period.

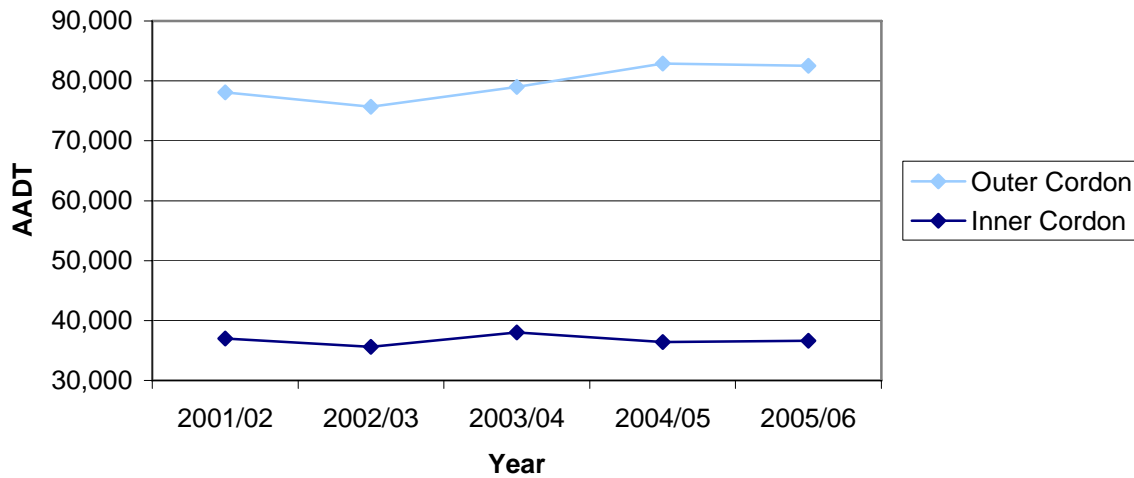


Figure 53: Traffic levels in Oxford, 2001/02 – 05/06

**Commentary**

The targets referred to above relate to those set out in the previous Oxfordshire Local Transport Plan 2001-2006 (LTP1). This was superseded by the Local Transport Plan 2006-2011 in April 2006, which sets a target to “maintain traffic levels across the Oxford Inner Cordon at baseline levels” (LTP2 Core Target 13), which will be monitored in future AMRs. (There will no longer be a target relating to traffic growth at the Oxford Outer Cordon.)

<sup>1</sup> Automated traffic counters are located at six principal vehicular routes into the City centre, which are collectively referred to as the Oxford Inner Cordon.

<sup>2</sup> Automated traffic counters are located at twelve principle vehicular routes into Oxford close to the Oxford ring road, which are collectively referred to as the Oxford Outer Cordon.



Oxfordshire County Council have assessed their progress in achieving LTP1 objectives and targets relating to traffic growths in Oxford as follows:

*“Our targets for traffic growth on the inner and outer cordons in Oxford are **on track**. As declared in last year’s Annual Progress Report, we have now reassessed inner and outer traffic cordon data for Oxford based on full year data for the 12 hour period, starting with 2000 as the baseline. In 1999 there were major changes to the road network in the centre of Oxford, which resulted in approximately 17% reduction in traffic at the inner cordon. We have therefore reset the base to the first full year after these changes and, while there have been minor annual variations, the inner cordon traffic volume is on target with zero average growth. In 2000 there was 36,000, since then it has varied only slightly between 35,300 and 36,400.*

*“At the outer cordon, although there has been growth at individual sites of up to 5% in some years – generally on the eastern side of the city where there has been the greatest employment growth – the overall growth is on target at less than 1% per year, on average.”*

Source: Oxfordshire Local Transport Plan 2001-2006 Delivery Report

**On target? N/A**

No target appropriate, as this is contextual information.

## 6.0 ANALYSIS OF PLANNING APPEALS

A test of the effectiveness of Local Plan policies is the level of support at appeal.

Best Value Performance Indicator 204 assesses the number of planning appeal decisions allowed against the authority's decision to refuse planning applications, as a percentage of the total number of planning appeals against refusals of planning applications.

### Data analysis

The calculation of the BV204 only includes planning applications where the local planning authority has refused planning permission, excluding appeals relating to conditions, non-determinations, advertisement, enforcement and Lawful Development Certificate cases.

The table below indicates BV204 appeals performance for 2005/06.

<b>Appeals</b>	<b>65</b>	
<b>Dismissed</b>	<b>39</b>	<b>60%</b>
<b>Allowed</b>	<b>26</b>	<b>40% (BV204)</b>

The table below shows appeal performance on all types of appeals (including enforcement, advertisement, conditions appeals, etc) for 2005/06.

<b>Appeals (total)</b>	<b>76</b>	
<b>Dismissed</b>	<b>46</b>	<b>61%</b>
<b>Allowed</b>	<b>30</b>	<b>39%</b>

Considering the total number of planning appeals the majority of it related to new build residential (39% - 29 cases) followed by housing extensions (22% - 17 cases) and sub-divisions/conversion of dwellings (13% - 10 appeal cases). The rest of the planning appeals included telecommunications (7% - 5 cases), change of use (5% - 4 cases) and other types of appeals (14% - 11 cases) (figure below).

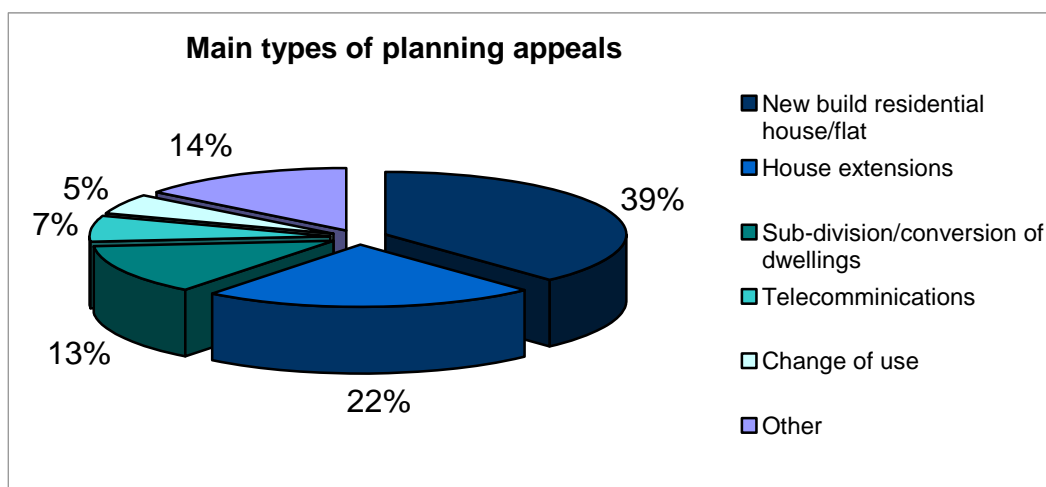


Figure 54: Main types of planning appeals

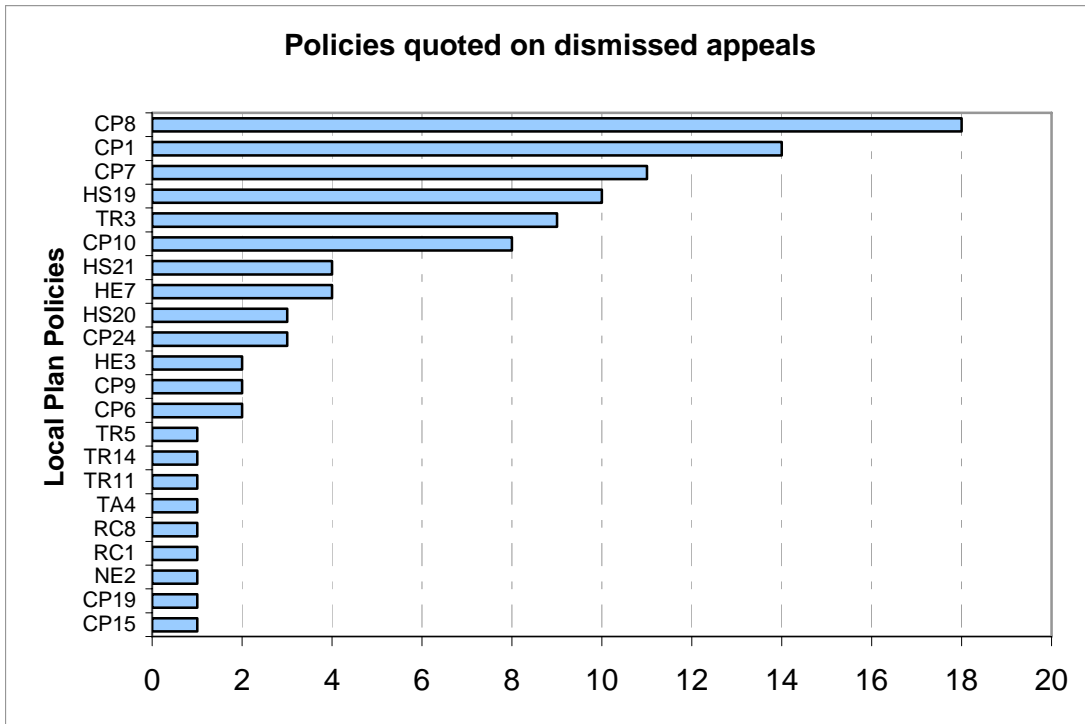


Figure 55: policies quoted by Inspectors on dismissed appeals

Figure 55 shows policies quoted by the Inspectors to dismiss the case (support for Local Plan policies). The most quoted policy to dismiss appeals was the Core Policy 8 – Designing development to relate to its context (used 18 times). The Core Policy 1 – Development proposals - was also considerably quoted on dismissed appeals (14 times).

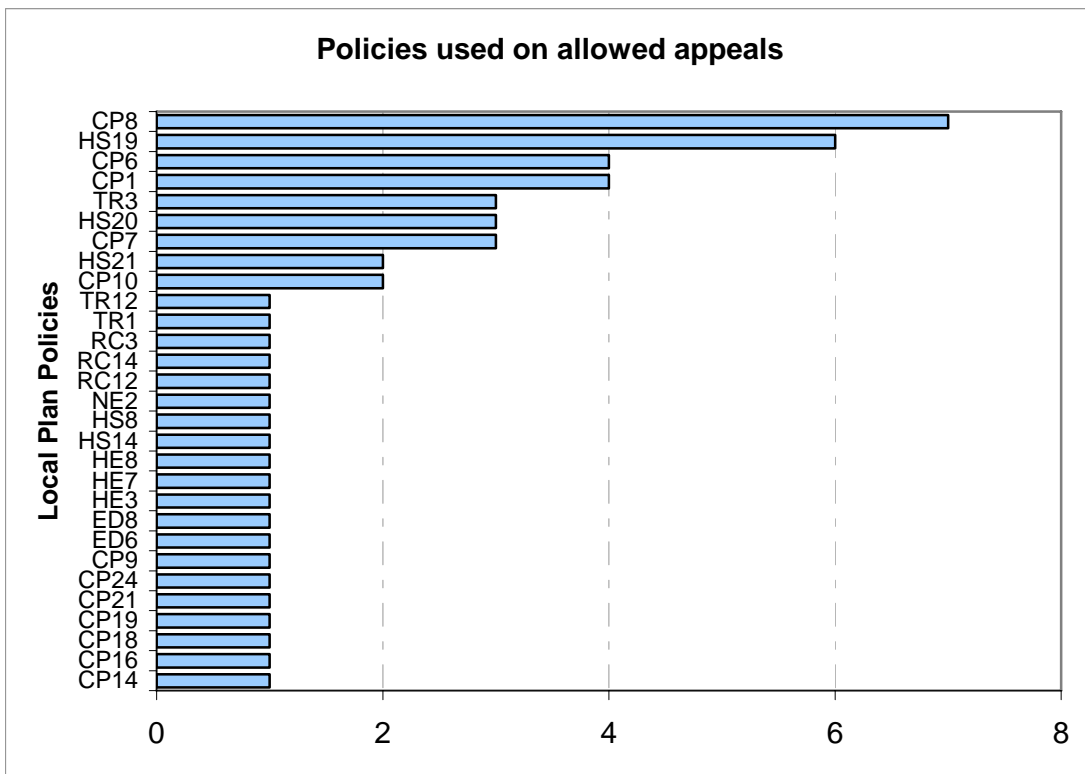


Figure 56: policies quoted by inspectors on allowed appeals

From the planning appeals allowed by the Inspectors (figure 56 above) the policy most quoted to justify the Inspectors' decision was also the Core Policy 8 - Designing development to relate to its context (quoted 7 times). The second most quoted policy was the Housing Policy 19 – Privacy and amenity (quoted 5 times). The Core Policy 1 – Development proposals- and Core Policy 6 – Efficient use of land and density – were also quoted 4 times each.

### **Commentary**

The policies quoted most frequently in appeals both allowed and dismissed are as expected the core policies relating to development control issues together with other key policies on housing, transport, retail and the historic environment. The most quoted policies are those on design and amenity reflecting the fact that the majority of appeals were either new residential or house extensions.

It is interesting to note that whilst 13% of the appeals related to the sub-division/conversion of dwellings, those appeals have been largely determined on policies other than those specifically relating the sub-division of dwellings (HS.11) and balance of dwellings (HS.8). The number of conversions and its potential impact on the mix of dwelling sizes in Oxford is of local concern (see Indicator 8). A study is underway assessing the impact of the level of conversions of the housing stock. This will inform the new supplementary planning document on balance of dwellings. It is expected that these policies will feature more in relevant appeal decisions in the future.

## **7.0 STATEMENT OF COMMUNITY INVOLVEMENT – ANYALSIS OF CONSULTATION**

### **Statement of Community Involvement consultation**

The City Council produced its Statement of Community Involvement (SCI) during the monitoring period. The SCI explains how the City Council intends to involve the community in the preparation and review of planning policy documents. The SCI also sets out methods of consultation for planning applications. The City Council initiated its development with a questionnaire consultation exercise to find out how the community wanted to be consulted and the methods of consultation they thought would be most effective or convenient to them. 960 questionnaires were sent to individuals and groups that the planning department has previously had contact with, as well as publicity aimed to contact those who traditionally do not get involved in the process. 220 questionnaires were returned, a response of 22.9%. The views expressed influenced the development of the document.

Following committee consultation on the draft document, the initial statutory consultation took place September to October 2005 involving direct consultation with all those who returned the questionnaires and appropriate statutory consultees. 43 responses were received from 29 different respondents. 25 of these responses were comments about the Statement, 11 were objections and 7 were comments of support. A revised document was submitted to the Secretary of State in February 2006. 14 responses were received in response to the submission document from 7 different individuals/groups, 11 objections and 3 comments of support. Although beyond the monitoring period, an examination by written representations was held by an independent Inspector in June 2006 and only 9 minor changes were put forward in the binding Inspector's Report. The City Council adopted the SCI in October 2006.

All local development documents require a statement of compliance showing how they have been produced in accordance with the measures set out in the SCI. Evaluation forms will be available at each major consultation exercise undertaken by the City Council, to help assess how successful the methods were. The information obtained will be used to evaluate the effectiveness of consultation exercises, and to make improvement where needed. It is intended to report the results each year in this report.

### **West End Area Action Plan**

The other main consultation exercise undertaken in 05/06 was to inform the Issues and Options stage for the future development of the south west quarter of the City centre. This involved broad publicity including letters, leaflets, questionnaires and press releases. A series of 5 exhibitions were held at various venues in the City centre and these featured display boards, leaflets, questionnaires plus an electronic opinion metre people could use to express their views. A Saturday workshop was held in January 2006 at a central accessible venue and featured ice-breaker style exercises which involved post-it notes and marking features on an aerial photograph. More detailed discussion in topic tables then followed with facilitators.

Approximately 60 people attended the event. Evaluation forms identified that 67% of those attended heard about the event by letter or leaflet. 93% thought that overall the event was ok/good with a friendly atmosphere and in a good location. 72% thought it was well structured, 68% considered the methods of consultation were useful, and 79% felt it was well structured. 68% considered the methods of consultation were useful, and 79% felt it was easy to express their views at the event. Whilst very pleased that this initial consultation exercise had been so successful, the City Council also picked up useful tips such as allowing slightly longer discussion time in the topic groups and allowing more space between discussion tables. These changes are already being applied to more recent events.

## **Consultation on Planning Applications**

In accordance with the SCI, applicants undertook public consultation before submitting applications on major development sites. This included a public exhibition on the Radcliffe Infirmary development proposals and extensive consultation on in the form of public exhibitions, workshops and presentations on the redevelopment of the Westgate Shopping Centre. public exhibitions, workshops and presentations on the redevelopment of the Westgate Shopping Centre.

## GLOSSARY

<b>Best Value Performance Indicator (BVPI)</b>	Data measuring local authority performance on a wide range of indicators used to allow comparisons between authorities
<b>Brownfield Land</b>	See Previously Developed Land
<b>Core Strategy</b>	A Development Plan Document that sets out the long-term spatial vision for the local planning authority's area, with objectives and policies to deliver that vision
<b>Development Plan</b>	An authority's development plan consists of the relevant Regional Spatial Strategy and the Development Plan Documents contained within its Local Development Framework
<b>Development Plan Document (DPD)</b>	Spatial planning documents that form part of the Local Development Framework. They are subject to independent examination and, together with the relevant Regional Spatial Strategy, forms the Development Plan for the local authority area
<b>Indicators</b>	A measure of variables over time which can be used to measure achievement of objectives
<b>Local Agenda 21</b>	An action programme for sustainable development that was one of the outcomes of the 1992 UN Conference on Environment and Development held in Rio, Brazil.
<b>Local Development Document (LDD)</b>	The documents which (taken as a whole) set out the City Council's policies relating to the development and use of land in Oxford.
<b>Local Development Framework (LDF)</b>	Introduced by the Planning and Compulsory Purchase Act 2004 as the replacement for Local Plans. It is the term to describe the whole portfolio of planning policy documents (Local Development Documents) setting out the planning strategy and policies for the area. It consists of Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement, the Local Development Scheme and Annual Monitoring Reports.
<b>Local Development Scheme (LDS)</b>	A project plan which outlines every Local Development Document that the City Council intends to produce over the next three years along with timetables for their preparation. The Local Development Scheme will be reviewed annually
<b>Local Plan</b>	A Local Plan sets out planning policies and allocations of land for development. It sets out where different types of development, from housing to shops and offices, that could be built during the plan period. Following the Planning and Compulsory Purchase Act (2004) they have been superseded by Local Development Frameworks
<b>Local Transport Plan (LTP)</b>	A statutory plan produced by the local highways authority (Oxfordshire County Council) setting out the plans for transport for the next 5 years
<b>Major applications</b>	Major applications are defined in the General Development Procedure Order 1995 as: <ul style="list-style-type: none"><li>• a residential development of 10 or more dwellings;</li><li>• residential development on a site of 0.5ha or more;</li><li>• development involving a building(s) with a floorspace of 1,000 sq metres or more;</li></ul>

	<ul style="list-style-type: none"> <li>• any other development on a site of 1 hectare or more.</li> </ul>
<b>Planning and Compulsory Purchase Act (2004)</b>	Introduced significant changes to the plan making process at all levels
<b>Previously Developed Land (PDL)</b>	Land which is or was occupied by a permanent structure (excluding agriculture or forestry buildings). The definition covers the curtilage of the development.
<b>Primary Shopping Frontage</b>	This relates solely to the City Centre. It aims to ensure the percentage of Class A1 (retail) units remains above 75%.
<b>Regional Planning Body</b>	The body that will produce the regional spatial strategy. In the case of Oxford, this is the South East England Regional Assembly (SEERA)
<b>Regional Spatial Strategy (RSS)</b>	These are to be prepared by Regional Planning Bodies, and set out the region's strategic policies in relation to the development and use of land and form part of the statutory development plan. For the South East region the RSS will be the South East Plan
<b>Secondary Shopping Frontage</b>	These relate to the City centre and parts of the Cowley Road and St. Clements. Secondary Shopping Frontages ensure a predominance of Class A1 (retail) uses, but allows for other Class A uses. A small proportion of other uses is possible on their merits. Residential use is not an acceptable use at ground-floor level in the Secondary Shopping Frontages.
<b>Sites of Local Importance for Nature Conservation (SLINC)</b>	A site containing important habitats, plants and animals in the context of Oxford.
<b>Sites of Special Scientific Interest (SSSI)</b>	Areas identified by English Nature as being of special interest for their ecological or geological features.
<b>South East England Development Agency (SEEDA)</b>	Is the Regional Development Agency for the South East, is responsible for the sustainable economic development and regeneration of the region. It is a business led organisation, with some government funding and is accountable to Government
<b>South East England Regional Assembly (SEERA)</b>	A representative body, comprising 112 members including elected councillors, nominated by the region's local authorities. There are also regional representatives chosen by town and parish councils, voluntary sector, environmental groups, business and economic partnerships, education and cultural networks and faith communities
<b>South East Plan (SEP)</b>	The SEP is the <i>Regional Spatial Strategy</i> for this region and, once adopted, will replace existing regional guidance set out in Regional Planning Guidance Note 9 (RPG9). It is produced by SEERA and sets out a spatial framework of strategic policies that will promote an integrated, co-ordinated and a more sustainable approach to development in the region up to 2026
<b>Special Areas of Conservation</b>	These consist of areas that are vitally important for nature conservation and have been identified as containing the best examples of habitats and species under the European Habitats Directive 1992.



<b>Supplementary Planning Documents (SPDs)</b>	A type of Local Development Document that supplements and elaborates on policies and proposals in Development Plan Documents. It does not form part of the Development Plan and is not subject to independent examination
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## USE CLASSES ORDER 2005

<b>A1</b>	<b>Shops</b>	Shops, retail, warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, internet cafes, etc. Pet shops, cat-meat shops, tripe shops, sandwich bars Showrooms, domestic hire shops, funeral directors.
<b>A2</b>	<b>Financial &amp; Professional Services</b>	Banks, building societies, estate and employment agencies. Professional and financial services, betting offices.
<b>A3</b>	<b>Restaurants &amp; Cafes</b>	Restaurants, snack bars, cafes.
<b>A4</b>	<b>Drinking Establishments</b>	Pubs and bars.
<b>A5</b>	<b>Hot Food Take-Aways</b>	Take-Aways.
<b>B1</b>	<b>Business</b>	(a) Offices, not within A2 (b) Research and development, studios, laboratories, high tech (c) Light Industry
<b>B2</b>	<b>General Industry</b>	General industry
<b>B8</b>	<b>Storage &amp; Distribution</b>	Wholesale warehouse, distribution centre, repositories.
<b>C1</b>	<b>Hotels</b>	Hotels, boarding and guest houses
<b>C2</b>	<b>Residential Institutions</b>	Residential schools and colleges Hospitals and convalescent/nursing homes
<b>C3</b>	<b>Dwelling houses</b>	Dwellings, small businesses at home, communal housing of elderly and handicapped.
<b>D1</b>	<b>Non-residential Institutions</b>	Places of worship, church halls. Clinics, health centres, crèches, day nurseries, consulting rooms Museums, public halls, libraries, art galleries, exhibition halls. Non-residential education and training centres.
<b>D2</b>	<b>Assembly &amp; Leisure</b>	Cinemas, music and concert halls. Dance, sports halls, swimming baths, skating rinks, gymnasiums. Other indoor and outdoor sports and leisure uses, bingo halls, casinos.
<b>Sui Generis</b>		A land use which does not fall into one of the above specific land use categories. Examples of Sui Generis land uses may include shops selling and/or displaying motor vehicles, retail warehouse clubs, laundrettes, taxi or vehicle hire businesses, amusement centres, petrol filling stations, hostels, theatres or nightclubs.

# Appendix 1

## Indicator 1 - Housing Trajectory Data

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Commitments (2,016)						650	800	350	150	66					
Allocated sites						188	188	187	187	187	37	37	37	37	37
Large windfalls						20	20	20	20	20	20	20	20	20	20
Small windfalls sites						175	175	175	175	175	175	175	175	175	175
<b>Total past completions</b>	<b>439</b>	<b>267</b>	<b>578</b>	<b>673</b>	<b>951</b>										
<b>Total projected completions</b>						<b>1033</b>	<b>1183</b>	<b>732</b>	<b>532</b>	<b>448</b>	<b>232</b>	<b>232</b>	<b>232</b>	<b>232</b>	<b>232</b>
<b>Cumulative completions</b>	<b>439</b>	<b>706</b>	<b>1284</b>	<b>1957</b>	<b>2908</b>	<b>3941</b>	<b>5124</b>	<b>5856</b>	<b>6388</b>	<b>6836</b>	<b>7068</b>	<b>7300</b>	<b>7532</b>	<b>7764</b>	<b>7996</b>
<b>March 2006: Plan 2016 SP allocation annualised over 15 years</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>	<b>433</b>
<b>March 2006: 2016 SP cumulative requirement</b>	<b>433</b>	<b>867</b>	<b>1300</b>	<b>1733</b>	<b>2167</b>	<b>2600</b>	<b>3033</b>	<b>3467</b>	<b>3900</b>	<b>4333</b>	<b>4767</b>	<b>5200</b>	<b>5633</b>	<b>6067</b>	<b>6500</b>
<b>March 2006 Monitor: The position above or below zero represents how many dwellings an authority is ahead or behind their cumulative allocation at any point in time</b>	<b>6</b>	<b>-161</b>	<b>-16</b>	<b>224</b>	<b>741</b>	<b>1341</b>	<b>2091</b>	<b>2389</b>	<b>2488</b>	<b>2503</b>	<b>2301</b>	<b>2100</b>	<b>1899</b>	<b>1697</b>	<b>1496</b>
<b>March 2006 Manage: Indicative annual completions needed to meet overall requirement for Plan period</b>						<b>299</b>	<b>201</b>	<b>135</b>	<b>78</b>	<b>16</b>	<b>-27</b>	<b>-92</b>	<b>-200</b>	<b>-415</b>	<b>-1063</b>

Note: Figures in bold are incorporated within figures 1 and 2

## **Appendix 2**

### **GREEN FLAG AWARD STATUS**

The key criteria for Green Flag Award status are given below:

#### **1. A Welcoming Place**

The overall impressions for any member of the community approaching and entering the park or green space should be positive and inviting, regardless of the purpose for which they are visiting. Features of particular importance are:

- Good and safe access;
- Good signage to and in the park or green space;
- Equal access for all members of the community.

#### **2. Healthy, Safe, and Secure**

The park or green space must be a healthy, safe and secure place for all members of the community to use. Relevant issues must be addressed in management plans and implemented on the ground. New issues that arise must be addressed promptly and appropriately. Particularly important issues are:

- Equipment and facilities must be safe to use;
- The park or green space must be a secure place for all members of the community to use or traverse;
- Dog fouling must be adequately addressed;
- Health & Safety policies should be in place, in practice and regularly reviewed;
- Toilets, drinking water, first aid, public telephones and emergency equipment where relevant (e.g. life belts by water) should be available in or near the park or green space, and clearly sign posted.

#### **3. Clean and Well Maintained**

For aesthetic as well as Health and Safety reasons, issues of cleanliness and maintenance must be adequately addressed, in particular:

- Litter and other waste management issues must be adequately addressed;
- Grounds, buildings, equipment and other features must be well maintained;
- A policy on litter, vandalism and maintenance should be in place, in practice and regularly reviewed.

#### **4. Sustainability**

Methods used in maintaining the park or green space and its facilities should be environmentally sound, relying on best practices available according to current knowledge. Management should be aware of the range of techniques available to them, and demonstrate that informed choices have been made and are regularly reviewed. Specifically:

- An environmental policy or charter and management strategy should be in place, in practice and regularly reviewed;
- Pesticide use should be minimised and justified;
- Horticultural peat use should be eliminated;
- Waste plant material in the park or green space should be recycled;

- High horticultural and arboricultural standards should be demonstrated;
- Energy conservation, pollution reduction, waste recycling, and resource conservation measures should be used.

## **5. Conservation and Heritage**

Particular attention should be paid to the conservation and appropriate management of:

- Natural features, wildlife and fauna;
- Landscape features;
- Buildings and structural features.

These features should serve their function well without placing undue pressure on the surrounding environment.

## **6. Community Involvement**

Management should actively pursue the involvement of members of the community who represent as many park or green space user groups as possible. Management should be able to demonstrate:

- Knowledge of user community and levels and patterns of use;
- Evidence of community involvement in management and/or developments and results achieved;
- Appropriate levels of provision of recreational facilities for all sectors of the community.

## **7. Marketing**

- Marketing strategy in place, in practice and regularly reviewed;
- Good provision of information to users, e.g. about management strategies, activities, features, ways to get involved;
- Promotion of the park or green space as a community resource.

## **8. Management**

A Green Flag Award application must have a management plan or strategy in place which reflects the aspirations of Local Agenda 21 and clearly and adequately addresses all the above criteria and any other relevant aspects of the park or green space's management. The plan must be actively implemented and regularly reviewed. Financially sound management of the park or green space must also be demonstrated.