

# Annual Monitoring Report

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## Introduction

### Building a world-class city for everyone

- 1.1 The City Council's ambition, developed with partners including local businesses, community organisations, the health and education sectors and the County Council, is to make Oxford a world-class city for everyone. Planning plays a key role in helping to deliver this, by encouraging and facilitating positive improvements in the quality of Oxford's built and natural environments. Planning is essential in ensuring that Oxford has the homes, jobs and infrastructure necessary to make this vision a reality. The Annual Monitoring Report (AMR) reviews how effective our planning policies and processes are in helping to achieve this vision.
- 1.2 Regularly reviewing the effectiveness of Oxford's planning policies (Appendix A) helps to ensure that progress is being made towards achieving objectives. Monitoring also helps to identify when policies may need adjusting or replacing if they are not working as intended or if wider social, economic or environmental conditions change. The City Council also has a legal duty to monitor certain aspects of planning performance (Appendix B).
- 1.3 This is Oxford's fourteenth AMR. It monitors the implementation of policies in the Core Strategy 2026 and the Sites and Housing Plan 2011-2026 (Appendix C).
- 1.4 The AMR is based on the City Council's five corporate priorities as set out in the Corporate Plan: A Vibrant and Sustainable Economy; Meeting Housing Needs; Strong and Active Communities; A Clean and Green Oxford; and An Efficient and Effective Council.

### How performance is assessed

- 1.5 Throughout the AMR traffic light symbols are used to summarise performance in relation to targets and to highlight where action may need to be taken:



**Explanation:** Targets and objectives have been met or data indicates good progress towards meeting them.

**Action:** Continue policy implementation as normal.



**Explanation:** Limited progress towards meeting targets or where there is insufficient information to make an assessment.

**Action:** The policy requires close attention in the next monitoring year.



**Explanation:** Data indicates under-performance against targets.

**Action:** Monitor the policy closely during the following monitoring year. Consecutive red scores may indicate that policies require adjusting or replacing because they are not working as intended or are no longer relevant.

## Summary of Performance 2018/19

### A Vibrant and Sustainable Economy



4 (66%)



1 (17%)



1 (17%)

- 1.6 Oxford makes a significant contribution to the national economy and is a global centre for education, health, bioscience, digital and car manufacturing. AMR indicators show that current policies are providing strong protection for existing protected key employment sites (Indicator 1). Oxford's employment land supply will be reviewed further as part of the work on the emerging Oxford Local Plan 2036.
- 1.7 11,516.4m<sup>2</sup> of new B1 employment floorspace was permitted during the 2018/19 monitoring year. Whilst this does not exceed the annual Corporate Plan 2016-20 target of 15,000m<sup>2</sup>, permission for new B1 employment floorspace on average over the last three monitoring years is 14,245m<sup>2</sup> meaning the Council is still on track and is very close to meeting its targets. There has also been continued investment in new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 1,723m<sup>2</sup> of new floorspace permitted.
- 1.8 In this monitoring year, planning permission was granted for five developments that would result in new net A1 retail floorspace totalling 692.4m<sup>2</sup>. One of these includes the net loss of 333m<sup>2</sup> of A1 floorspace at Canterbury Works, whilst two of the five applications were located on sites that do not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31. These two applications combined represent a total net increase in A1 floorspace of 97m<sup>2</sup> which is not a significant amount. There was one proposal for new retail floorspace within the Summertown district centre comprising 889m<sup>2</sup>, and one for 39.4m<sup>2</sup> in a Primary District Centre. This represents 86% of net new A1 floorspace approved in the 2018/19 monitoring year. This indicator is intended to help monitor whether developments which attract substantial numbers of people are suitably located. In this case only 97m<sup>2</sup> of the approved floorspace was for extensions to existing retail parks or conversions from offices located outside of designated city, district and neighbourhood centres. This is not a significant amount and is unlikely to negatively impact on these designated centres. The 100% target was not met during this monitoring year but at 86%, is a significant increase from the previous monitoring year.
- 1.9 Only one (Primary shopping frontage) of Oxford's city and district centres met the Local Plan targets for A1 (retail) uses on designated frontages in the city and district centres, however, the majority of centres were close to their targets. In terms of changes from the previous year, increases in the proportion of A1 retail units were found in the primary shopping frontage, located in the city centre on streets such as Cornmarket Street and Queen Street, Headington and in Summertown, whilst East Oxford-Cowley Road, Cowley Centre and the secondary shopping frontage, secondary streets in the city centre such as St Aldates and Gloucester Green, each decreased slightly.

1.10 In recent years, additional permitted development rights have been introduced by central Government allowing A1 retail uses to change, temporarily or permanently, to other specified uses without the need for planning permission (although prior approval is required in some cases). This means that it is slightly more difficult to control the proportion of A1 retail uses on Oxford’s designated street frontages through the planning system. However, this has not had a significant impact on Oxford’s designated frontages to date. The emerging Oxford Local Plan 2036 seeks to support the role that town centres play in Oxford and seeks to ensure that a significant retail presence is maintained at the ground floor level of Oxford’s city, district and local centres. The Revised NPPF (2018) continues to highlight the importance of the high street, however it also highlights that centres should be responsive to changes in retail and leisure industries. The emerging policies remain adaptive to changes in the retail circumstances of Oxford’s centres going forward by taking an evidence-based approach to future planning applications.



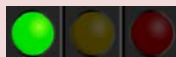
1.11 In the 2018/19 monitoring year, 351 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 13 years since the start of the Core Strategy period (2006/07 to 2018/19) is 5,059 (net) with the new ratios for communal accommodation are applied. The cumulative number of completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,200 dwellings (net). The housing trajectory in Figure 2 below shows that the Core Strategy housing target of 8,000 new homes to 2026 (Policy CS22) will be met prior to the end of the Core Strategy period 2026 part way through 2024/25.

1.12 The data also shows that 105 affordable dwellings were completed in 2018/19. The main contributors were 35 social rent dwellings at phase 1 of Barton Park (15/03642/RES), 11 social rent and 13 affordable rent dwellings at the Former Travis Perkins Site (15/03328/FUL), and 21 social rent dwellings at the Former Community Centre, Westlands Drive (12/03281/FUL). As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford. However, as mentioned above, affordable housing delivery is expected to increase in future monitoring years.

1.13 The Council seeks to ensure that the tenure split of affordable housing be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental). 88 of the 105 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 84% of affordable homes delivered were on a social rent basis. The 80% target was met on all applications except one (Northway Centre) which lowered the overall percentage for the monitoring year. On an application-by-application basis however the Council is achieving the 80 to 20 tenure split in most cases.

- 1.14 In the 2018/19 monitoring year the City Council received £4,613,425.08 through s106 agreements towards affordable housing provision. The majority of the money will be used to support the delivery of affordable housing elsewhere in the city, in particular the regeneration project at Blackbird Leys.
- 1.15 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford and all increases in academic floorspace that would facilitate an increase in student numbers at the two Universities should be matched by an equivalent increase in purpose built student accommodation. Planning permission was granted for 1,797m<sup>2</sup> of new academic floorspace for The University of Oxford, however this was predominantly an application for a replacement building. Within this monitoring period, the University of Oxford have less than 3,000 full-time students living outside of university provided accommodation within Oxford, therefore they have not exceeded the target set within the Core Strategy. This is an improvement to the previous monitoring year where this target was exceeded. However, Oxford Brookes University have again exceeded this threshold in the 2018/19 monitoring year.
- 1.16 In 2018/19, the University of Oxford had 2,703 students living outside of university provided accommodation in Oxford. Oxford Brookes University had 4,079 students living outside of university provided accommodation in Oxford in 2018/19, a decrease of 10 students when compared to the previous monitoring year. This information was provided to the City Council in September 2019. This information would be a key consideration in determining any planning applications for new or redeveloped academic floorspace that may be submitted by the universities.
- 1.17 Oxford Brookes University has acknowledged that the number of students living outside of university provided accommodation within the 2018/19 monitoring period has again exceeded the threshold. They comment that there has been an increase in places and occupancy for University managed and owned housing, but that there was an overall fall in the number of University and nominated halls places. This is partly due to the refurbishment of Paul Kent Halls which will continue into 2019/20 and has resulted in a reduction in the number of places. Once this has been completed this will provide improved accommodation and will contribute to overall numbers living in university accommodation. Oxford Brookes University state that there has been a reduction of 409 students at the University since the previous monitoring period and that there has not been significant growth in recent years despite the student cap on number being removed in 2015/16. They state that their commitment in relation to numbers of students living in university accommodation is an important factor in this and that they will continue to work with the council and key stakeholders to ensure that appropriate student accommodation can be developed accordingly.
- 1.18 In the 2018/19 monitoring year 185 (net) units of student accommodation were completed in Oxford. Planning permission was granted for a further 351 (net) units of student accommodation in 2018/19



**Strong and Active Communities**

3 (100%)



0 (0%)



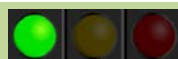
0 (0%)

- 1.19 Significant progress has been made towards delivering new homes at Barton Park. Phase 1 of the development (237 dwellings) commenced on site in January 2017. Phase 1 includes 40% affordable housing (95 units), all of which will be provided as social rent. Two further reserved matters applications for community sports facilities and a community sports pavilion were approved in April and December 2016. Work is on-going to bring forward the subsequent phases of development. The delivery of Barton Park will help to support the regeneration of the wider Barton and Northway areas in a number of ways, including offering new sources of local employment, new housing choices, new leisure and community facilities in the development, and improved integration across the A40 helping to connect the communities. The first homes were marketed for sale in September 2017, with the first residents moving into Phase 1 of the development in July 2018. Work is on-going to bring forward the subsequent phases of development. In February 2018, Grosvenor announced house builder Redrow Homes had been appointed to deliver over 200 further dwellings for Phase 3 of the development. In February 2019 the first council tenants started moving into their new homes following the handover of completed properties to the City Council by Hill. In March 2019, Redrow Homes submitted a reserved matters application for 207 residential units (Class C3) and although outside of this monitoring period, was subsequently approved by East Area Planning Committee in August 2019.
- 1.20 Northern Gateway Development: In June 2018 it was announced that the development was to be renamed 'Oxford North'. The plans for the project were also revealed and detail that the development would deliver up to 87,000sqm of workspace, 4,500 new jobs, 480 homes (both market and affordable) and 23 acres of open spaces including three new parks. These plans were open to consultation in July 2018, closing for comments on 22nd July. A hybrid planning application (18/02065/OUTFUL) was subsequently received towards the end of July 2018 consisting of an outline and full application. The outline application was largely akin to what was publicly consulted on and is for up to 87,300sqm, up to 550m of community space, up to 2,500m of mixed A Class uses, up to a 180 bedroom hotel and up to 480 residential units as well as associated works, including the provision of a new link road between the A44 and A40. The full part of the application is for 15,850m Class B1 floorspace and associated works. Additional information was submitted in March 2019 at the request of Oxford City Council, and as a result a further public consultation took place ending 27<sup>th</sup> April 2019.
- 1.21 The Oxpens SPD was adopted in 2013. Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The site could deliver up to 500 new homes; retail; up to 10,400m<sup>2</sup> of B1a offices and B1b research and development floorspace; a hotel with around 155 bedrooms; and student accommodation. An application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units went to planning committee in March 2017; planning committee resolved to grant permission subject to legal agreements. Since permission was granted in 2017, demolition work for the Student Castle

Scheme has now commenced on site with the intention completion in 2020. Additionally, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place during 2020.

- 1.22 Work on bringing forward the redevelopment of Oxford railway station continued during 2018/19. The Supplementary Planning Document (SPD) builds on work carried out for the Oxford Station Masterplan and an architectural competition held in 2016. The City Council produced a Draft Oxford Station Supplementary Planning Document (SPD) that was consulted on during summer 2017. Following this consultation, the Oxford Station SPD was adopted in November 2017. Work has been ongoing on this project in the period 2018/19.

### A Clean and Green Oxford



8 (89%)



1 (11%)



0 (0%)

- 1.23 Planning policies are continuing to protect and enhance Oxford's natural environment. As part of the development of the new Local Plan 2036, the Council undertook a review of its local-level designated biodiversity sites. This resulted in a reduction in area of sites specifically designated for biodiversity purposes. However the emerging Local Plan introduces a different policy approach which looks at the multi-functional benefits of green spaces. This Green Infrastructure (GI) methodology provides protection for the majority of existing green spaces in the city.
- 1.24 Planning policies are effectively ensuring onsite renewable energy generation on qualifying schemes with 20% on-site renewable energy generation being achieved on all qualifying sites in 2018/19. The one exception (17/02979/FUL, Wadham College, Parks Road) did not comply, but this was justified as an exceptional circumstance. The committee report stated that for this development, 'there are factors in the form of embodied carbon saving from re-use of the existing basement; the passive and other measures going beyond Building Regulations to reduce energy demand; use of available roof area for solar energy systems; and connection to an existing heating network that mitigate this. It is considered therefore due to these mitigating factors and the high quality architectural design of the proposal within a constrained site, that on balance that an exception could be made in this case'.
- 1.25 The only indicator where the target has not been met relates to applications involving the total, substantial or partial demolition of a listed building. Five applications at four sites were submitted in 2018/19 that involved the partial demolition of a listed building/boundary treatment. However, it was established that whilst the performance in 2018/19 is below the established baseline, the total harm caused to listed buildings was minor.

### An Efficient and Effective Council

- 1.26 Work on the emerging Oxford Local Plan 2036 has continued during 2018/19. The proposed submission (otherwise known as Regulation 19) consultation was carried out in December 2018. This consultation sought the views of residents, businesses and other stakeholders as to whether the Proposed Submission Draft Oxford Local Plan 2036 was legally compliant and

consistent with national policy. The draft Plan was submitted to the Planning Inspectorate for Examination in March 2019 in line with the LDS timescales. Hearings for the Local Plan Examination are set to commence in December 2019.

- 1.27 The City Council has continued to engage in on-going, constructive collaboration with neighbouring authorities and other statutory bodies as required under the Duty to Cooperate. This includes engagement in relation to the new Oxford Local Plan 2036 and active involvement in a number of on-going joint-working and partnership relationships.
- 1.28 CIL receipts for the 2018/19 monitoring year totalled £4,812,471, whilst expenditure of CIL receipts totalled £1,815,559.
- 1.29 As of 1 April 2019, the City Council held £8,415,052 of developer funding which is due for expenditure (subject to Council approval).

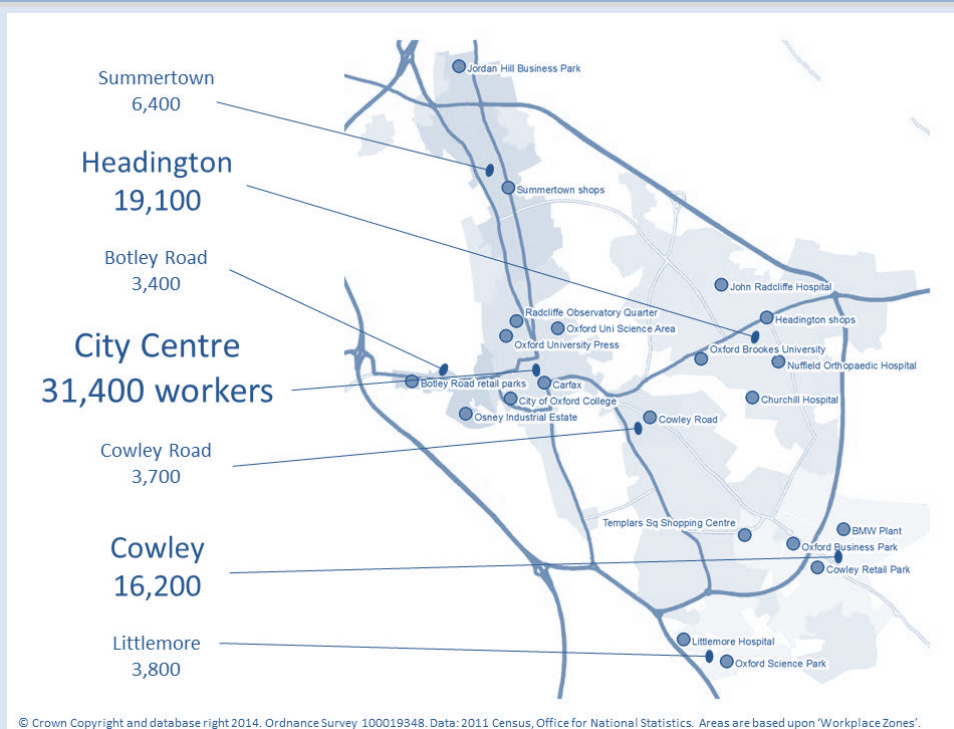
## A Vibrant and Sustainable Economy

**Ambition: A smart and entrepreneurial city with a thriving local economy supported by improved infrastructure, training and skills.**

### Snapshot of Oxford's Economy

<b>Number of businesses:</b>	4,890 businesses were based in Oxford as of March 2019 (+3.4% on last year). <sup>1</sup>
<b>Total number of jobs:</b>	135,000 jobs located in Oxford in 2018. <sup>2</sup>
<b>People travelling into Oxford for work:</b>	46,000 people commute into Oxford for work. <sup>3</sup>
<b>Education and skills:</b>	In 2018, 63.2% of Oxford's residents between the ages of 16-64 had degree level qualifications or above, whilst 14.4% had low or no qualifications. <sup>4</sup>
<b>Unemployment:</b>	3,000 people in Oxford were considered unemployed in 2018. This represents 3.2% of Oxford's population. <sup>5</sup>
<b>Contribution to the National Economy:</b>	Oxford is ranked 7 <sup>th</sup> out of 55 English cities for its contribution to the national economy (£58,150 GVA per worker). <sup>6</sup> Oxfordshire has also been named the most innovative business location in the UK by the Enterprise Research Centre. <sup>7</sup>
<b>Economic contribution of the universities:</b>	The University of Oxford contributions £2 billion GVA to the economy. Oxford Brookes University generated an income of £192.6 million in 2015/16. <sup>8</sup>
<b>Annual number of visitors:</b>	Oxford attracts approximately 7 million visitors per year, generating £780 million of income for local businesses. Oxford is the seventh most visited city in the UK by international visitors. <sup>9</sup>

### Spatial distribution of jobs in Oxford:



<sup>1</sup> Nomis (2019) [UK Business Counts](#)

<sup>2</sup> Nomis (2018) [Job Density](#)

<sup>3</sup> Office of National Statistics (2011) Census Data

<sup>4</sup> Nomis (2017) [Qualifications January-December 2017 and Population aged 16-64](#)

<sup>5</sup> Nomis (2018) [Employment and Unemployment January-December 2018](#)

<sup>6</sup> Centre for Cities (2016) [Oxford Fact Sheet](#)

<sup>7</sup> Enterprise Research Centre [Benchmarking Local Innovation: The innovation geography of the UK](#)

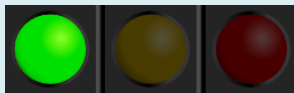
<sup>8</sup> BIGGAR Economics (2017) [The Economic Impact of the University of Oxford](#)

<sup>9</sup> Oxford City Council (2018) [Oxford Economic Profile](#)

**Indicator 1: EMPLOYMENT LAND SUPPLY**

**Target: Strengthen and diversify the economy and provide a range of employment opportunities**  
(Oxford Core Strategy Policy CS27)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**

**2016/17:**

- 2.1 The Core Strategy seeks to support economic growth up to 2026 by allocating land for employment development and by protecting existing key employment sites. Table 1 shows the amount of land allocated for employment development in Oxford over the whole plan period, as well as total protected key employment sites in the city.

Employment Development Sites	B1a Office	B1b Research + development	B1c Light industry	B2 General industry	B8 Storage or distribution	Total
Sites and Housing Plan Allocated Sites (ha)	27.56	11.53	2.16	9.92	-	<b>51.17</b>
West End and Northern Gateway Allocated Sites <sup>10</sup> (ha)	-	-	-	-	-	<b>14.90</b>
Existing Protected Key Employment Sites (ha)	27.42	-	26.01	109.56	11.00	<b>173.99</b>
<b>Total Gross Employment Land Supply (ha)</b>						<b>240.06</b>

**Table 1:** Oxford's gross employment land supply up to 2026 (allocated sites and those currently in use)<sup>11</sup>

- 2.2 There has been no change in the total gross employment land supply in 2018/19 when compared to the previous monitoring year. A thorough review of Oxford's employment land supply has been undertaken as part of the evidence base for the new Local Plan 2036.

#### Protected Key Employment Sites

- 2.3 Policy CS28 of the Core Strategy states that changes of use away from B1, B2 or B8 business uses within protected key employment sites will not be supported.
- 2.4 There were four permissions granted in the 2018/19 monitoring year that will result in a change in Class B floorspace within protected key employment sites if implemented. One of these permissions was for the conversion of B1 floorspace to D1 floorspace and resulted in a loss of 594m<sup>2</sup> of B1 floorspace. Another of these permissions was for a change of use of parts of protected key employment sites from Class B use to Sui Generis use (29.6m<sup>2</sup>) which would continue to have an economic function as taxi operator business. Another permission was for the conversion of B8 floorspace to 302m<sup>2</sup> (net) of flexible B1(a), B1(b) and B8 floorspace. The final permission for the 2018/19 monitoring year was for the erection of new B1 floorspace. Overall there was a net loss of B Class floorspace. Details of the permissions are as follows:

<sup>10</sup> A planning application for the Northern Gateway is due to be determined by Planning Committee in November 2019. If approved, the schedule which accompanies the application indicates that at least 2.57ha of employment floorspace is anticipated to come forward before 2026.

<sup>11</sup> Estimates for the West End and Northern Gateway have been included in the totals column as the exact breakdown between uses is unknown at present.

- Application 18/01946/FUL related to the first floor (594m<sup>2</sup>) of a building within the Nuffield Industrial Estate. Although the proposed D1 use does not fall within the B use classes, it will generate employment for specialist health care - a key economic sector of Oxford. It was also argued that the proposed use would promote managed economic growth, for example, spin out companies related to medical/scientific research, with the ongoing provision of D1 healthcare on this site, thus arguing that not only does the application retain employment use on this site but crucially supports “managed economic growth” of a key sector as set out in Policy CS27 of the Core Strategy. Overall the change of use has resulted in a net loss of 594m<sup>2</sup> of B-class floorspace.
- Application 18/00819/FUL proposes the conversion of 29.6m<sup>2</sup> of B1a office floorspace to Sui Generis floorspace on Oxford Business Park. The proposed Sui Generis use as a taxi operator business is compatible with the wider use of the building and maintains the overall employment function on a key protected employment site.
- Application 18/00813/FUL proposes the change of use of the former Royal Mail sorting office from B8 use to a mix of B1a, B1b and B8 floorspace. Although the proposal proposes 8,090m<sup>2</sup> of gross B-class floorspace, the net gain of B-class floorspace is only 302m<sup>2</sup> (of B1a floorspace). The biggest gain in B-class floorspace is B1b floorspace, where an additional 2,514m<sup>2</sup> is proposed, whilst the equivalent amount of B8 floorspace is lost.
- Application 16/01789/FUL proposes the demolition of 535m<sup>2</sup> B1a floorspace and the erection of 480m<sup>2</sup> of new B1a floorspace. Although this would result in a slight loss of B1 floorspace, it was seen that the nature and high standard of the proposed new office space could accommodate a higher employment density at an existing key protected employment site.

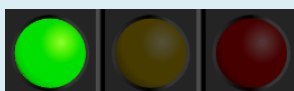
2.5 The City Council’s planning policies are continuing to maintain protected key employment sites.

2.6 During the 2018/19 monitoring year, planning permission was also granted for new Class B floorspace within protected key employment sites (see Indicator 2).

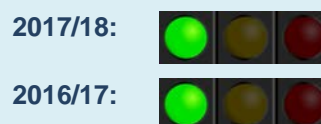
## Indicator 2: PLANNING PERMISSIONS GRANTED FOR NEW B1 FLOORSPACE

**Target: Strengthen and diversify the economy and provide a range of employment opportunities**  
(Oxford Core Strategy Policy CS27)

**Performance against target 2018/19:**



**Performance in previous two years:**



Monitoring Year	B1a Office	B1b Research + development	B1c Light industry	B1 General/ mixed B1 use	Total B1 floorspace permitted
2018/19	4,593.4m <sup>2</sup>	2,514m <sup>2</sup>	255m <sup>2</sup>	4,154m <sup>2</sup>	11,516.4m <sup>2</sup>
2017/18	3,699m <sup>2</sup>	2,566m <sup>2</sup>	28m <sup>2</sup>	4,154m <sup>2</sup>	10,447m <sup>2</sup>
2016/17	13,060m <sup>2</sup>	4,139m <sup>2</sup>	Nil	3,574m <sup>2</sup>	20,773m <sup>2</sup>
2015/16	513m <sup>2</sup>	48,458m <sup>2</sup>	Nil	-	48,971m <sup>2</sup>

**Table 2:** New B1 floorspace (GIA) permitted 2015/16-2018/19 (gross)

2.7 Table 2 shows that planning permission was granted for 11,516.4m<sup>2</sup> (gross) of new B1 floorspace in 2018/19. The permission for the change of use of the Royal Mail Building, (7000 Alec Issigonis Way) from B8 to B1a, B1b and B8 floorspace is the most significant application granted in terms of quantum with an additional 302m<sup>2</sup> of B1a and 2,514m<sup>2</sup> of B1b floorspace planned (18/00813/FUL). Other significant planned additions to B1 stock include the conversion of a Sui Generis Job Centre with 604m<sup>2</sup> of B1a floorspace (18/01856/CT3); and the reconfiguration of the existing coach and car park at Redbridge Park & Ride to provide 957m<sup>2</sup> of B1 floorspace.

2.8 It is important to note that the figures above are gross rather than net changes in B1 floorspace. Losses in B1 floorspace have been given permission in the 2018/19 monitoring year where evidence has suggested that B1 Class is no longer the best use for the site.

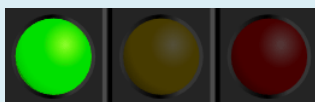
2.9 There is no specific target in the Local Plan for new B1 floorspace, however the Corporate Plan 2016-2020 sets a target of permitting 15,000m<sup>2</sup> of employment floorspace each year from 2016/17 onwards. In this context, permissions for new employment floorspace granted in 2018/19 have not met expectations, however quantum will vary year-by-year and an average over a longer time period would be more meaningful. In this context, the average over the last three monitoring years is just over 14,000m<sup>2</sup> per annum. This will continue to be monitored regularly.

### Indicator 3: PLANNING PERMISSIONS GRANTED FOR KEY EMPLOYMENT USES (hospital healthcare, medical research and university academic teaching and study)

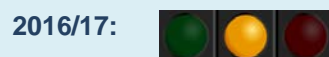
**Target:** Majority (more than 50%) of new hospital healthcare and medical research development to focus on Headington and Marston. 100% of new academic (teaching and study) development to focus on existing sites under the control of the universities.

(Oxford Core Strategy Policies CS25, CS29 & CS30)

**Performance against target 2018/19:**



**Performance in previous two years:**



2.10 Oxford is home to world-class hospital healthcare and medical research facilities. The hospital trusts based in Oxford and University medical schools also provide significant employment opportunities within the city.

2.11 Table 3 shows that planning permission was granted for 1,723m<sup>2</sup> (net) of new hospital healthcare and medical research floorspace in 2018/19. This is slightly larger than the 1,393m<sup>2</sup> delivered in the previous monitoring year but significantly less than the 60,228m<sup>2</sup> delivered in the 2016/17 monitoring year. However, these permissions demonstrate the on-going investment in medical research and hospital healthcare facilities in the city.

2.12 There were only two permissions regarding any changes in hospital healthcare and medical research. The more significant development permitted in healthcare floorspace was at the John Radcliffe Hospital site where an additional 1,129m<sup>2</sup> of D1 floorspace was delivered through the expansion of the emergency department. This accounted for 66% of total development permitted for this type of land use. The other permission was for the change of use from B1 offices to a D1 specialist cancer care centre which accounted for an additional 594m<sup>2</sup> of D1 floorspace. Permissions granted in this instance were in accordance with the Core Strategy targets.

Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing sites in Headington and Marston?
18/01851/FUL	The expansion of the Emergency Department of the John Radcliffe Hospital through to the provision of a two storey extension to A and E unit and refurbishment of existing space to provide, resuscitation bays, paediatric resuscitation bays, enhanced resuscitation room and isolation room. The provision over ancillary works such as external plant and other associated landscape works including revised land layout and dedicated ambulance parking bays.	1,129m <sup>2</sup>	<b>Located on existing site (John Radcliffe Hospital site)</b> John Radcliffe Hospital Headley Way Oxford OX3 9DU
18/01946/FUL	Change of use of first floor Office (Use Class B1) to Specialist Cancer Care Centre (use Class D1). Insertion of steel frame and 1no. flue to east elevation. Insertion of 1no. fire escape door to west elevation. Insertion of 2no. fire escape doors to south elevation. Alterations to existing windows. Alterations to car parking and electricity substation. Erection of plant, cycle and refuse storage and new vehicle barrier.	594m <sup>2</sup>	<b>Not located on existing site within Headington or Marston</b> (Orion House Sandy Lane West Oxford OX4 6LB)
<b>TOTAL:</b>		<b>1,723m<sup>2</sup></b>	

**Table 3:** Location of new hospital healthcare and medical research developments permitted in 2018/19



- 2.13 Oxford is also a global centre for education and the city benefits significantly from the presence of the two Universities both in terms of the skills emerging from them and employment and investment opportunities.

Table 4 below shows three planning permissions granted in 2018/19 for new university academic teaching and study floorspace. The University of Oxford developments were permitted as the University had met the requirements of Core Strategy Policy CS25, which requires each university to have no more than 3,000 students living outside of university provided accommodation in Oxford (Indicator 17). Permission was sought for the erection of 2,616.5m<sup>2</sup> (net) of new academic research floorspace. All of the developments permitted would be located on existing sites under the control of the University in accordance with the Core Strategy target. The permission at Oxford Brookes University involved the demolition of an existing building, with the replacement building resulting in a net gain of additional floorspace (GIA) of 819.5 m<sup>2</sup>.

Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing university site?
<b>The University of Oxford</b>			
18/01340/FUL	Demolition of the existing building and the erection of a replacement building to provide a new auditorium, teaching, and student communal area. On the lower floors together with administration offices and student accommodation to the upper floors. The relocation and widening of the existing vehicular access from Parks Road further South. External alterations to the rear of the President's Garage. Landscape enhancements to the immediate setting of the proposed new building, library quad and the small quad to the south of library quad. Provision of covered cycle parking and replace glass house and machinery and tool store for the gardeners.	1,787m <sup>2</sup>	<b>Located on existing site</b> Trinity College Broad Street Oxford OX1 3BH
18/00896/FUL	Turl Street: erection of two storey infill lodge building. Courtyard: localised demolition of existing buildings, formation of new first floor access platform, including new stairs, canopy and decking to connect existing building, bike storage, new entrances, alterations to doors	10m <sup>2</sup>	<b>On existing site</b> (Student Accommodation At The Mitre, No. 16 High Street and Nos. 3-7 Turl Street

Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing university site?
	and fenestration, relocation of extract plant and condensers to new plant stack. Exterior: repair and renewal works to roofs of No's 3, 6 and 7 Turl Street, replacement dormers to no's 4 and 5 Turl Street and No. 16 High Street. Interior: internal reconfiguration, addition of en-suites, upgrading of all mechanical and electrical services, fire safety measures, provision of an internal fire escape in 16 High Street exiting in the Covered Market Entranceway and other alterations. (Amended certificate of ownership and amended plans)		Oxford OX1 4AG)
<b>Oxford Brookes University</b>			
18/00872/FUL	Demolition of existing Helena Kennedy building, and erection of replacement academic building for the Faculty of Technology, Design, and Environment (amended plans)	819.5m <sup>2</sup>	<b>On existing site</b> (Helena Kennedy Centre Headington Hill Oxford OX3 0BT)
		<b>TOTAL:</b>	2616.5m <sup>2</sup>

**Table 4:** University academic (teaching and study) development permitted 2018/19

#### Indicator 4: LOCATION OF NEW A1 RETAIL DEVELOPMENT

**Target: 100% of new A1 retail development to be located within city, district and neighbourhood centres** (Oxford Core Strategy Policy CS31)

**Performance against target 2018/19:**



**Performance in previous two years:**

2017/18:



2016/17:



2.14 The Core Strategy aims to focus land uses that attract a large number of people (such as retail) in the city centre, primary district centre, four other district centres and neighbourhood centres. These are highly accessible locations, reducing the need to travel by car. This also encourages the reuse of previously developed land and helps to maintain the vitality of Oxford's centres. Table 5 outlines planning permissions granted for new A1 retail development in 2018/19 and whether they complied with the locational requirements of Policy CS31

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Application Reference	Site	Proposed Retail Development	Net Additional A1 floorspace (GIA)	Within the six areas of Oxford's retail hierarchy?
18/02907/FUL	Canterbury Works Glanville Road Oxford OX4 2DD	Demolition of existing two storey building and redevelopment with a part two and a half storey and part three storey building providing a mixed use comprising A1 (retail), A2 (financial and professional services) or B1 (business) use classes at ground floor and 12 x 1-bed student bedrooms at first and second floors. Provision of bin and cycle store in ground floor lobby and provision of car parking.	-333m <sup>2</sup> (This figure is negative as the application relates to the demolition of 500m <sup>2</sup> of A1 floorspace, with 167m <sup>2</sup> to be replaced as part of the redevelopment, thus resulting in a net loss of 333m <sup>2</sup> of A1 floorspace).	<b>Located within the retail hierarchy</b> Cowley Road District Centre
18/00902/FUL	4 And 5 King Edward Street Oxford Oxfordshire OX1 4HS	Change of use ground floor of No.4 King Edward Street (Use Class B1(A)) and change of use of basement and ground floor of No.5 King Edward Street from (Use Class A2) to mixed retail use (Use Class A1, A2, A3, A4 and A5).	39.4m <sup>2</sup>	<b>Located within the retail hierarchy</b> City centre
18/01418/FUL	75 Wilkins Road Oxford OX4 2HZ	Demolition of existing outbuilding. Erection of a two-storey side extension to create an additional commercial space (Use Class A1) at ground floor level and a 1 x 1-bed flat (Use Class C3) at first floor level. Part single, part two storey rear extension to create a 1 x 2-bed dwellinghouse (Use Class C3). Provision of 5no. car parking spaces and bin and cycle stores.	11m <sup>2</sup>	<b>Not located within the retail hierarchy</b> The proposal involves the extension to an existing retail unit.
18/00323/FUL	Office 44 Downside Road Oxford Oxfordshire OX3 8HR	Change of use from office (Use Class B1) to retail unit (Use Class A1).	86m <sup>2</sup>	<b>Not located within the retail hierarchy</b> The proposal involves the change of use from existing office
17/02832/FUL	278-280 Banbury Road Summertown	Demolition and redevelopment of existing retail office, and residential premises, to provide a mixed-use scheme comprising 4 x	889m <sup>2</sup>	<b>Located within the retail hierarchy – Summertown district centre</b>

Application Reference	Site	Proposed Retail Development	Net Additional A1 floorspace (GIA)	Within the six areas of Oxford's retail hierarchy?
		units (use classes of either A1,A2,A3 or A4) at ground floor with a 180 bed hotel over three floors and 6 maisonette flats over two floors (1+x1 bed, 1x3 bed, 4x2 bed) (amended plans) (amended description)		
<b>Total:</b>			<b>692.4m<sup>2</sup></b> (86% located within city, district and neighbourhood centres)	

**Table 5:** New A1 retail floorspace permitted in 2018/19

2.15 Table 5 shows that planning permission was granted for six developments that would result in new A1 retail floorspace totalling 692.4m<sup>2</sup> in 2018/19, if implemented. Two out of five of these applications were located on sites that do not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31. These two applications combined represent a total net increase of 97m<sup>2</sup> in A1 floorspace which is not a significant amount. There was one proposal for new retail floorspace within the Summertown district centre comprising 889m<sup>2</sup>, one for 39.4m<sup>2</sup> in the city centre shopping area and one for minus 333m<sup>2</sup> in Cowley Road District Centre. This represents 86% of net new A1 floorspace approved in the 2018/19 monitoring year. This indicator is intended to help monitor whether developments which attract substantial numbers of people are suitably located. In this case only 97m<sup>2</sup> of the approved floorspace was for extensions to existing retail units or conversions from offices located outside of designated city, district and neighbourhood centres. This is not a significant amount and is unlikely to negatively impact on these designated centres. The 100% target was not met during this monitoring year but at 86%, is a significant increase from the previous monitoring year.

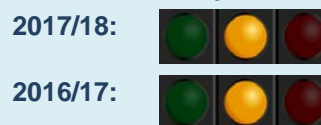
### Indicator 5: DESIGNATED RETAIL FRONTAGES

**Target: Local Plan targets for A1 uses on designated frontages in the city and district centres should be met** (Saved Oxford Local Plan Policies RC.3 & RC.4)

Performance against target 2018/19:



Performance in previous two years:



### Vitality

2.16 Saved Local Plan Policies RC.3, RC.4, and RC.5 identify a number of designated retail frontages and set targets for the proportion of A1 retail units each should contain at ground floor level. The city centre is identified as being the main location for new retail development, with district centres identified as being suitable for retail serving local level needs. The targets for district shopping frontages are therefore slightly lower than for the city centre.

	Target	2018/19	2017/18	2016/17	2015/16	2014/15	2013/14	2012/13
<b>City Centre Shopping Frontages</b>								
Primary shopping frontage	75%	75.9%	74.76%	74.30%	75.29%	78.19%	77.73%	78.57%
Secondary shopping frontage	50%	44.9%	49.24%	49.24%	50.00%	50.00%	52.27%	51.88%
<b>District Centre Shopping Frontages</b>								
Cowley Centre	65%	74.47%	76.09%	74.00%	72.04%	73.91%	74.73%	74.71%
East Oxford - Cowley Road	65%	49.71%	56.36%	58.00%	56.60%	58.49%	50.33%	58.49%
Headington	65%	64.55%	65.14%	63.00%	62.50%	63.39%	64.29%	63.40%
Summertown	65%	62.14%	62.00%	63.00%	63.00%	63.00%	64.00%	64.36%
Blackbird Leys <sup>12</sup>	N/A	53.85%	N/A	N/A	N/A	N/A	N/A	N/A

**Table 6:** Designated Retail Frontages - Percentage of A1 retail units at ground floor level 2012/13-2018/19<sup>13</sup>

- 2.17 As Table 6 shows, there was a slight increase in the proportion of A1 retail uses at ground floor level in the city centre during the 2018/19 monitoring year. In gross numbers of units, a dramatic increase in A1 provision arrived in October 2017 with the opening of the newly renovated and expanded Westgate Shopping Centre. However, the retail shopping frontage policies refer to frontages by highlighting them on the Proposals Map. The Proposals Map only identifies primary shopping frontage according to the layout of the old Westgate Shopping Centre, and as such, the bulk of new A1 units delivered in the expanded development beyond the North Arcade are not able to be included in the calculation. New units in the North Arcade (refurbished/renovated section) of the Westgate are included in the 2017/18 A1 shopping frontage calculation.
- 2.18 Increases in proportion of A1 retail units were found in Cowley Centre and Summertown, whilst East Oxford-Cowley Road and Headington each decreased slightly, nevertheless these fluctuations with the exception of East-Oxford Cowley Road are negligible. The council have recognised that in recent years the proportion of A1 uses in the East-Oxford Cowley Road District Centre has continued to decline and echoes what is happening nationally. This is reflected in the emerging policy of the submission draft Oxford Local Plan 2036 which allows a more flexible approach in line with paragraph 85 of the updated NPPF (2018).
- 2.19 In recent years, additional permitted development rights have been introduced by central Government allowing A1 retail uses to change, temporarily or permanently, to other specified uses without the need for planning permission (although prior approval is required in some cases). This means that it is slightly more difficult to control the proportion of A1 retail uses on Oxford's designated street frontages through the planning system. However, Table 6 indicates

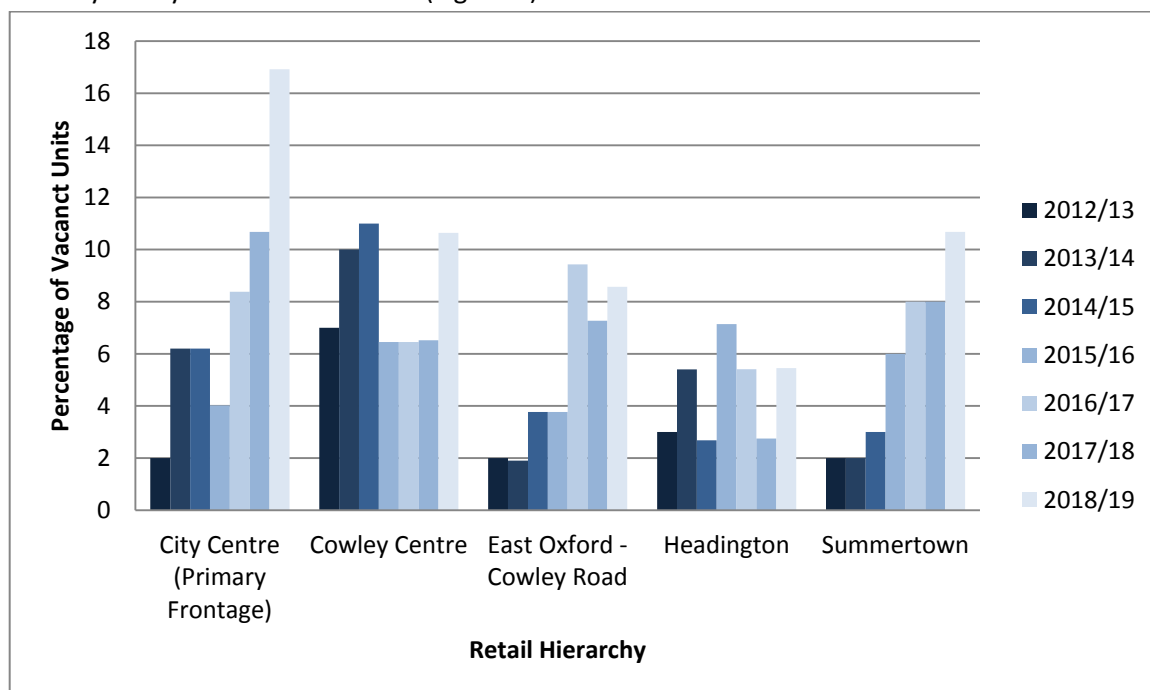
<sup>12</sup> Blackbird Leys is a new district centre designated by the Core Strategy and therefore targets from Saved Local Plan Policies do not apply.

<sup>13</sup> 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude the Westgate Centre as this was being redeveloped during this period.

that this has not had a significant impact on Oxford’s designated frontages to date. The emerging Oxford Local Plan 2036 seeks to support the role that town centres play in Oxford and seeks to ensure that a significant retail presence is maintained at the ground floor level of Oxford’s city, district and local centres. The Revised NPPF (2018) continues to highlight the importance of the high street however it also highlights that centres should be responsive to changes in retail and leisure industries. The emerging policies remain adaptive to changes in the retail circumstances of Oxford’s centres going forward by taking an evidence-based approach to future planning applications.

**Vacancy Rates**

2.20 The proportion of vacant units is a key market indicator used to measure the vitality and viability of city and district centres (Figure 1).



**Figure 1:** Designated retail frontages – proportion of vacant units 2012/13-2018/19<sup>14</sup>

2.21 The opening of the renovated and expanded Westgate Shopping Centre has had the anticipated effect of causing a great deal of flux and churn in the real estate market of the city centre. Not only has the Westgate brought a host of new retail outlets whose business is having an effect on existing retail outlets, but the influx of newly built units has also caused numerous existing retail occupants to move from their previous Oxford locations into the new Westgate. These forces have manifested themselves in a further year-on-year increase in vacancy rates – breaching the 10% threshold this year. These changes are most visible on Cornmarket Street, Queen Street, and in the Clarendon Centre. At the moment, this churn and shifting is on-going, and until the market settles, long-term retail trends across the city centre cannot be reasonably assessed.

2.22 Increases in vacancy rates are also seen in Cowley Centre, East Oxford, Headington and Summertown. This monitoring year has not seen any drops in vacancy rates along the

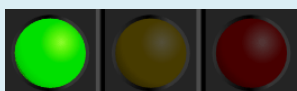
<sup>14</sup> 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude the Westgate Centre as this was being redeveloped during this period.

designated retail frontages after previous monitoring years showed decreasing or plateauing vacancy rates. Cowley Centre will require special attention over the next years as a regeneration and expansion project gets underway that will increase retail space, the local residential population, and the supply of short-term accommodation. Consideration of the impact of the redevelopment works upon retail performance will be required.

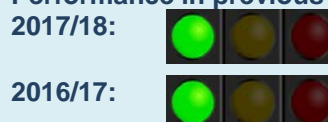
**Indicator 6: SUPPLY OF SHORT STAY ACCOMMODATION**

**Target: Net growth in short-stay accommodation bedrooms** (Oxford Core Strategy Policy CS32)

**Performance against target 2018/19:**



**Performance in previous two years:**



2.23 Tourism is a key part of Oxford’s economy and the city receives a large number of visitors each year. The Core Strategy seeks to support sustainable tourism by encouraging longer stays and greater spend in the city by increasing the amount and range of short-stay accommodation available. In the 2018/19 monitoring year planning permission was granted for 209 (net) short stay accommodation bedrooms in Oxford. This is only a small decrease from the previous monitoring year, and there exists continued interest in the market to bring forward further development proposals for hotels in the city.

2.24 One permission is delivering the bulk of the prospective short-stay accommodation with the rest delivering under 10 additional rooms:

- 180 bedrooms at 276-280 Banbury Road (17/02823/FUL)
- 9 bedrooms at 5 St Thomas Street (19/00228/FUL)
- 9 bedrooms at Premier Inn, Garsington Road (18/00807/FUL)

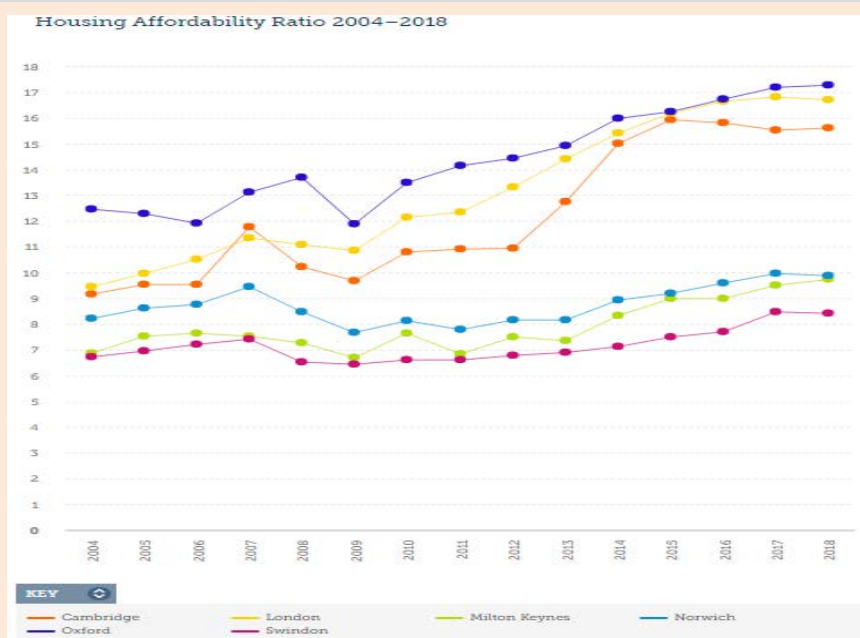
## Meeting Housing Needs

**Ambition: Improving Oxford residents' access to affordable and high-quality homes in good environments that are close to jobs and facilities.**

### Snapshot of Oxford's Housing Needs

<b>Total number of households:</b>	55,400 households in Oxford <sup>15</sup>
<b>Total students at Oxford University:</b>	24,289 students (December 2018)
<b>Total students at Oxford Brookes:</b>	16,579 students (December 2018)
<b>Housing Register:</b>	2,340 households <sup>16</sup> (March 2019)
<b>Households in temporary accommodation:</b>	84 households in temporary accommodation (March 2019). This is a 22% decrease from March 2018.
<b>Homeless households:</b>	74 households were accepted as statutory homeless in 2018/19. This is a 25% decrease from 2017/18. <sup>17</sup>

### Housing affordability (Ratio of average income to average house price):



Average house prices in Oxford are 17.28 times the average wage, making it the least affordable place to live in England<sup>18</sup>. This has many impacts on families and communities, as well as employers and services that struggle to attract and retain staff.

<sup>15</sup> Office of National Statistics (2011) UK Census data

<sup>16</sup> Oxford City Council (2017) [Housing Needs Performance – how did we do in 2018/19?](#)

<sup>17</sup> Oxford City Council (2017) [Housing Needs Performance – how did we do in 2018/19?](#)

<sup>18</sup> Centre for Cities (2018) <http://www.centreforcities.org/data-tool/#graph=map&city=show-all>



**Indicator 7: HOUSING TRAJECTORY**

(Planned housing and provision, net additional dwellings in previous years, the reporting year and in future years plus the managed delivery target)

**Target: 8,000 dwellings between 2006 and 2026** (Oxford Core Strategy Policy CS22)

**Performance against target 2018/19:**



**Performance in previous two years:**



**Housing Completions**

- 3.1 The Core Strategy provides for a minimum of 8,000 dwellings from 2006 to 2026, with an average annual completion target of 400 dwellings per year.
- 3.2 Table 7 shows net dwellings completed since the start of the Core Strategy period. This takes into account dwellings gained and lost through new build completions, demolitions, changes of use and conversions.
- 3.3 In the 2018/19 monitoring year, 351 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 13 years since the start of the Core Strategy period (2006/07 to 2018/19) is 5,059 (net) with the new ratios for communal accommodation are applied. The cumulative number of completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,200 dwellings (net). The housing trajectory in Figure 2 below shows that the Core Strategy housing target of 8,000 new homes to 2026 (Policy CS22) will be met prior to the end of the Core Strategy period 2026 part way through 2024/25.

Year	Dwellings Completed (net) applying new student and care home ratios from Housing Delivery Test measurement rule book from 2015/16
2006/07	821
2007/08	529
2008/09	665
2009/10	257
2010/11	200
2011/12	228
2012/13	213
2013/14	215*
2014/15	332*
2015/16	440**
2016/17	435**
2017/18	373**
<b>2018/19</b>	<b>351**</b>
<b>Total:</b>	<b>5,059</b>

**Table 7:** Net additional dwellings completed since the start of the Core Strategy period

\* These figures for the years 2013/14-2014/15 include C3 residential dwellings plus a dwelling equivalent figure for C2 student accommodation and care home rooms using the ratio 5:1 and 1:1 respectively.

\*\*These figures include a ratio of 2.5:1(student accommodation) and 1.8:1 (care home) to reflect changes for how to treat communal accommodation introduced in the Housing Delivery Test measurement rule book. This is only applied from 2015/16 to reflect the first year included in the Housing Delivery test measurement. The figures for 2015/16-2017/18 were reported in the 2018 Housing Delivery test measurement available at:

<https://www.gov.uk/government/publications/housing-delivery-test-2018-measurement>

### Housing Permissions

- 3.4 Whilst housing completions are important for considering housing supply and delivery, they only show part of the picture. It is also relevant to consider planning permissions to understand the number of dwellings that the City Council is permitting (Table 8).
- 3.5 Table 8 shows C3 self-contained dwellings permitted (net) since the start of the Core Strategy period. This takes into account C3 dwellings gained and lost through new build completions, demolitions, changes of use and conversions. It excludes outline permissions where reserved matters have subsequently been permitted to avoid double counting. Table 8 shows that planning permission was granted for 504 C3 residential dwellings in 2018/19.
- 3.6 The Corporate Plan 2016-2020 set a target of permitting 400 dwellings each year from 2016/17 to 2019/20. The number of C3 residential dwellings permitted in 2018/19 exceeds this target, and on average over the last two years the Council is well above permitting 400 dwellings per year. It is normal for completion and permission figures to vary annually and to fluctuate, particularly for an urban authority such as Oxford that is so heavily reliant on small housing sites. If an average is taken based on the cumulative total of 5,754 dwellings being permitted over the 13 year period, it is equivalent to 443 dwellings being permitted each year.

Year	Dwellings permitted (net)
2006/07	501
2007/08	653
2008/09	348
2009/10	283
2010/11	148
2011/12	235
2012/13	102
2013/14	1,113
2014/15	184
2015/16	855
2016/17	304
<b>2017/18</b>	<b>524</b>
<b>2018/19</b>	<b>504</b>
<b>Total:</b>	<b>5,754</b>

**Table 8:** Net additional C3 dwellings permitted since the start of the Core Strategy period

Note: This does not include dwelling equivalent figures for C2 student accommodation and care home rooms.

### Boosting housing supply

- 3.7 The City Council has taken the lead in promoting new housing development in the city through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The City Council is directly involved in bringing forward 30% of all major housing schemes anticipated to be undertaken in Oxford in the next five years. For example, the City Council has secured funding for new infrastructure for schemes such as Oxpens (expected to deliver up to 450 new homes) and the Northern Gateway (which now has a hybrid planning application, 18/02065/OUTFUL, in place for an outline of 480 dwellings). On top of this, the City Council is involved in bringing forward dozens of smaller development projects across the city, including City Council owned sites such as; playground rear of 22-28 Bracegirdle Road, 18/00408/CT3, which has been approved for 4 new dwellings.

### Student Accommodation and Housing Numbers

- 3.8 In 2013/14 the Planning Practice Guidance (PPG) introduced that student accommodation can be counted in housing land supply figures. In July 2019, the PPG was updated and it states ‘*All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority’s housing land supply, based on the amount of accommodation that new student housing releases into the wider housing market, and the extent to which it allows general market housing to remain in such use.*’<sup>19</sup> In Oxford, where there are large numbers of students, provision of purpose-built student accommodation can have a significant impact on the housing market.
- 3.9 The question of the ‘amount of accommodation it releases in the market’ was not previously defined in the PPG and it was up to local authorities to determine based on local circumstances. Previously, it was assumed that developing five student rooms would release the equivalent of one dwelling in the housing market. For example, a site being proposed for 100 student rooms was assessed as delivering 20 equivalent ‘dwellings’ as those 100 students would have, on average, occupied 20 houses in the open market. Paragraph 10 of the Housing Delivery Test Measurement Rule Book published in July 2018 says that a ratio of 2.5 will now be applied to completions in order to complete the Housing Delivery Test measurement. The 2018 Housing Delivery test measurement<sup>20</sup> has applied this back to 2015/16 and therefore this is also reflected below. Table 9 below demonstrates the number of equivalent dwellings that has been calculated using the ratio applied to the number of student rooms completed since 2013/14.

Monitoring year	Number of student rooms completed	Ratio Applied	Number of equivalent ‘dwellings’
2013/14	720	5:1	144
2014/15	312	5:1	62
2015/16	125	2.5:1	50
2016/17	295	2.5:1	118
2017/18	472	2.5:1	189
2018/19	185	2.5:1	74

**Table 9:** Student housing completions and equivalent ‘dwellings’ 2013/14-2018/19

### Care Homes and Housing Numbers

- 3.10 In 2013/14 the PPG also introduced that care homes can be counted in housing land supply figures. This was reinforced in July 2019 when the guidance was updated to state: “*Local planning authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply.*”<sup>21</sup>

<sup>19</sup> Planning Practice Guidance: Housing Supply and Delivery: [Counting other forms of accommodation: Paragraph 034 Reference ID: 68-034-20190722: How can authorities count student housing in the housing land supply?](#)

<sup>20</sup> These figures include a ratio of 2.5:1(student accommodation) and 1.8:1 (care home) were applied from 2015/16- in the 2018 Housing Delivery test measurement available at: <https://www.gov.uk/government/publications/housing-delivery-test-2018-measurement>

<sup>21</sup> Planning Practice Guidance: Housing Supply and Delivery: [Methodology – Stage 5: Final evidence base: Paragraph 037 Reference ID: 3-037-20150320: How should local planning authorities deal with student housing? Counting other forms of](#)

3.11 The City Council has always counted housing for the elderly in its housing supply if it consists of C3 self-contained dwellings, i.e. a ratio of 1 to 1 has applied. The Guidance widens this to include potentially non self-contained C2 care home rooms as well. The Guidance does not provide any methodology as to how they should be counted.

3.12 The ratio of 1.8:1 was introduced following the publication of the Housing Delivery Test Measurement Rule Book in July 2018<sup>22</sup>. Paragraph 11 of this document infers that this ratio should be applied. Therefore where a residential care home is likely to be developed on a site, or where one has been completed, a 1.8:1 ratio of rooms to dwellings delivered will be applied for calculating housing supply.

3.13 In 2018/19 there was one development involving a care home. This provided an additional 36 care home rooms to Oxford. Using the ratio explained in the above paragraph, this development provided an additional 20 C3 equivalent dwellings to Oxford’s housing market.

3.14 In 2018/19 planning permission was granted for a net loss of 24 care home rooms in Oxford.

### Housing Trajectory

3.15 The housing trajectory is a tool used to estimate the number of homes likely to be built in Oxford during the rest of the Core Strategy period up to 2026 (Figure 2). This is the same as the annualised trajectory submitted as part of the new local plan examination.<sup>23</sup>

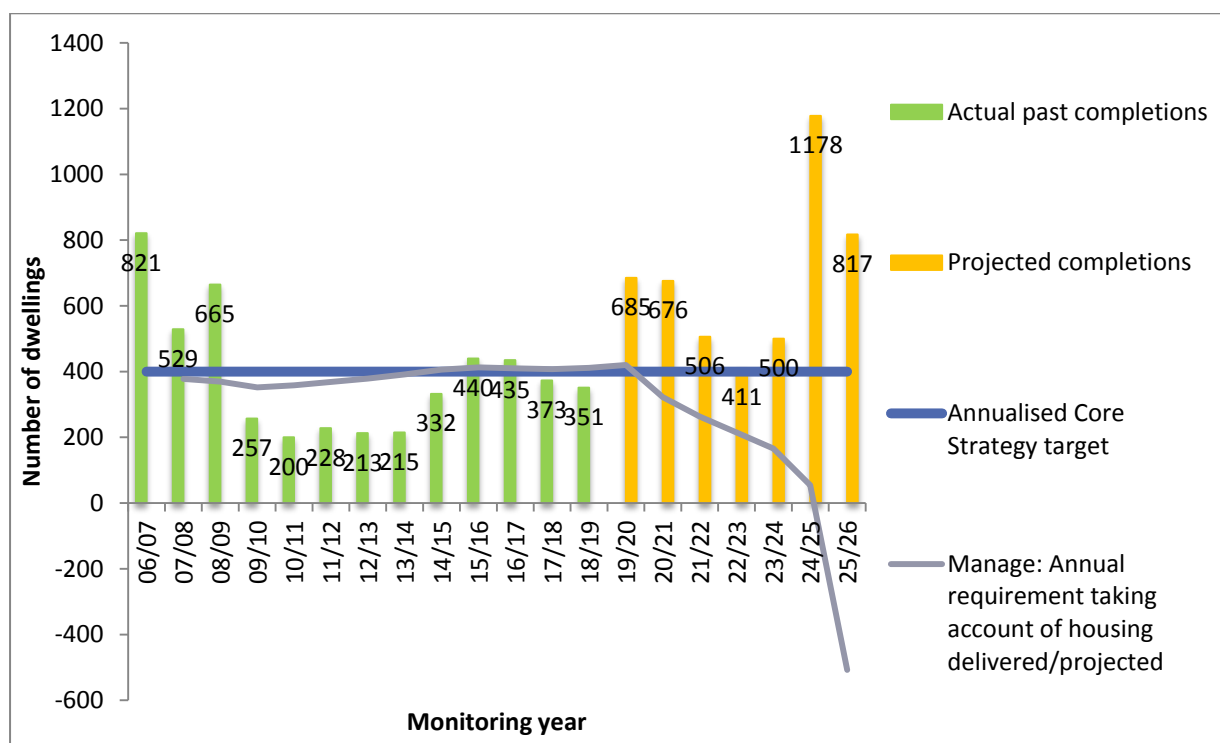


Figure 2: Housing trajectory to 2026

[accommodation: Paragraph 035 Reference ID: 68-035-20190722: How can authorities count older people’s housing in the housing land supply?](#)

<sup>22</sup> <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

<sup>23</sup> Oxford City Council (2019) PSD.4 - Housing Trajectory V1 Annualised Target June 2019

- 3.16 The light blue 'manage' line of the trajectory graph (Figure 2) shows that, on the basis of the current pipeline of planning permissions and other sites expected to come forward during the plan period (such as allocated sites, sites identified through the Housing and Employment Land Availability Assessment and windfalls), we are on target to meet the Core Strategy housing target of 8,000 new homes (Policy CS22) by 2024/25, prior to the end of the Core Strategy period in 2026. Indications are that housing completions will be boosted in the next five to six years as major schemes including later phases of Barton Park, and two sites in Littlemore, are expected to be implemented and built out.

### Housing Land Supply

- 3.17 Paragraph 73 of the NPPF states that local authorities should assess their housing supply against the housing requirement set out in adopted strategic policies, or against their local housing need where these policies are more than 5 years old. The Core Strategy contains the adopted housing requirement for Oxford, which was adopted in 2011. This plan is more than 5 years old, and so the City Council is required to assess its supply against the local housing need, which is defined as the application of the "standard method".
- 3.18 For Oxford, the standard method results in a local housing need of 742 homes per annum for 2018/19 or 3,710 homes over the next five years. Against this requirement, the City Council has identified a deliverable supply of 3,067 homes. This gives a housing land supply of **4.1 years**.
- 3.19 In these circumstances, where the standard method is applied due to the absence of an up to date adopted development plan requirement, it is applied looking forward not retrospectively. As such, there is no need to add any shortfall of housing delivery to this figure for calculation of 5 year land supply. This would not be the case once an up to date development plan housing requirement is in place as that would be used for the plan period.
- 3.20 In most circumstances, a housing land supply of less than 5 years would trigger the presumption in favour of sustainable development set out in Paragraph 11 of the NPPF. However, the Oxfordshire Housing and Growth Deal provides a three year bench mark for the Oxfordshire authorities for decision taking purposes. The City Council can therefore demonstrate a sufficient supply of housing land.
- 3.21 It should be noted that the City Council is at an advanced stage of preparing its new Local Plan that will contain a new housing requirement for the city. Please visit our website at: [www.oxford.gov.uk/localplanexamination](http://www.oxford.gov.uk/localplanexamination) to find more information on the housing land supply in relation to the targets in the emerging plan.
- 3.22 Using the standard method as the basis of the requirement, Oxford's housing land supply for the period 2019/20 to 2023/24 is 4.2 years (Table 10).

	Standard Method	Figure
<b>A</b>	Requirement	742
<b>B</b>	Next 5 years requirement (A x 5)	3,710
<b>C</b>	Shortfall	0
<b>D</b>	Buffer at 5% (B x 5%)	3,896
<b>E</b>	5 year requirement	3,896
<b>F</b>	Supply from large sites -excluding emerging allocations in the draft Oxford Local Plan 2036 currently within the Oxford Green Belt (2019/20-2023/24)	2,718
<b>G</b>	Outstanding permissions on small sites of less than 10 dwellings (2019/20 – 2021/22)	303
<b>H</b>	Windfall allowance (2022/23 – 2023/24)	272
<b>I</b>	Total supply (F+G+H)	3,293
	5 year land supply ((I/E) x 5)	4.2

**Table 10:** Oxford’s housing land supply 2019/20 – 2023/24

**Indicator 8: AFFORDABLE HOUSING COMPLETIONS (TENURE)**

**Target:** Tenure split of affordable housing should be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental) (Oxford Core Strategy Policy CS24, Sites and Housing Plan Policy HP3 & Affordable Housing and Planning Obligations SPD)

**Performance against target 2018/19:**



**Performance in previous two years:**



3.23 Providing more affordable housing in Oxford is essential to ensure mixed and balanced communities, for the health and well-being of residents, and for the vibrancy of the local economy.

3.24 The published 17/18 figures in the AMR (18 completions) were net figures that took account of losses to the affordable housing stock. The affordable housing team figures are reported as gross not net.

3.25 Upon review of the 2017/18 AMR data, and when undertaking a comparison with the figures presented by the Affordable Housing Team a mistake has been identified. The reported AMR figures only included 10 affordable housing units at Marywood House and it should have been

20. Furthermore an additional unit at Leopold St was incorrectly added. The correct figures should be 27 units net which can be seen in Figure 3 below.

### Affordable Housing Completions

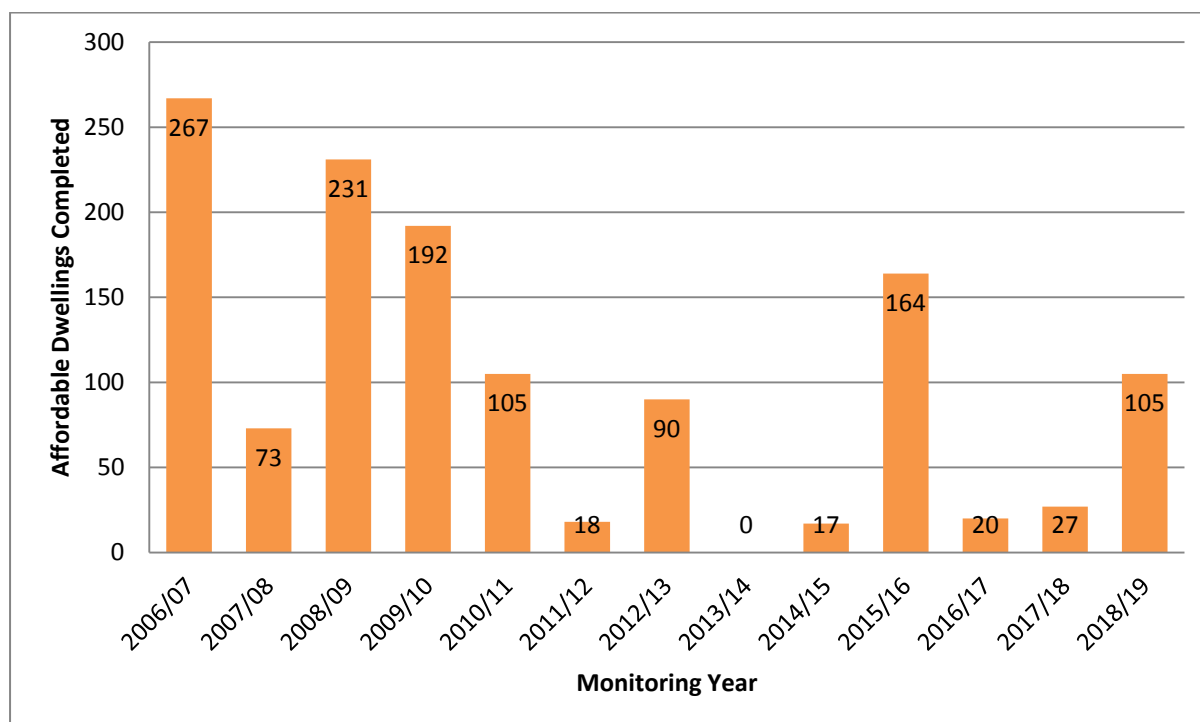


Figure 3: Net affordable dwellings completed 2006/07-2018/19

3.26 Figure 3 shows that 105 affordable dwellings were completed in 2018/19. This is an increase from the previous monitoring year, mainly due to the start of completions for phase 1 of Barton Park, with 35 affordable social rent units being completed. Another main contributor was 11 social rent and 13 affordable rent dwellings at the Former Travis Perkins Site (15/03328/FUL), as well as 21 social rent dwellings at the Former Community Centre, Westlands Drive (12/03281/FUL).

3.27 The total net number of affordable homes completed since the start of the Core Strategy period (2006/07 to 2018/19) is 1,309 dwellings. These homes have mainly been delivered through a combination of developer contributions from qualifying developments (either provision onsite or financial contributions towards off-site provision) and the City Council’s own housebuilding programme. The supply of affordable housing in Oxford is expected to be further boosted in future monitoring years as major schemes are built out. This includes Barton Park Phase’s 2, 3 and 4 (circa 260 affordable homes), land north of Littlemore Healthcare Trust (70 affordable homes) and Littlemore Park (135 affordable homes expected). As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford.

### Affordable Housing Tenure

- 3.28 The gross number of affordable homes delivered in the 2018/19 monitoring year was 105. 35 of the 105 affordable homes were delivered through the development of Phase 1 of Barton Park (15/03642/RES). These 35 homes are available on a social rent basis through a registered social landlord. 21 affordable homes were completed through the redevelopment of the Former Community Centre (12/03281/FUL) and are all available on a social rent basis. A further 6 affordable homes (flats) were delivered at 27 Brasenose Driftway, (15/02778/FUL) through the demolition of the existing buildings on site and are all offered on a social rent basis. A further 19 affordable homes were delivered at the Northway Centre, Maltfield Road (12/03280/FUL) where 15 are available on a social rent basis through a registered landlord and 4 on a shared ownership basis. 24 additional affordable homes were delivered at the Former Travis Perkins Site (15/03328/FUL) where 11 are offered on a social rent basis and 13 on an affordable rent basis through a registered landlord.
- 3.29 88 of the 105 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 84% of affordable homes delivered were on a social rent basis. The 80% target was met on all applications except one (Northway Centre) which lowered the overall percentage for the monitoring year. On an application-by-application basis however the Council is achieving the 80% social rent tenure split in most cases.

#### Indicator 9: AFFORDABLE HOMES BUILT ON CITY COUNCIL LAND

**No set target. The City Council is committed to delivering more affordable housing in Oxford and is one of the few authorities in England building its own council housing. The City Council has been identifying land in its ownership capable of delivering affordable homes and is bringing this forward wherever possible. The AMR will now report on the number of affordable units built on City Council land.**<sup>24</sup>

- 3.30 Of the 105 affordable dwellings completed in Oxford in 2018/19, 75 were delivered on City Council land (Table 11).

City Council owned site	Planning application reference	No. homes for social rent completed	No. homes for shared ownership completed	No. of intermediate homes completed	Total number of affordable homes completed
Northway Centre, Maltfield Road, Oxford	12/03280/FUL	15	4	0	19
Former Community Centre, Westlands Drive, Oxford	12/03281/FUL	21	0	8	21
Barton Park phase 1	15/03642/RES	35	0	0	35
				<b>Total:</b>	<b>75</b>

**Table 11:** Affordable homes completed on City Council land (by tenure) 2018/19

<sup>24</sup> This indicator was added to the AMR in 2015/16 following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on [12 November 2015](#).



3.31 In 2016 the City Council set up its own housing company, Oxford City Housing Limited (OCHL). The housing company is wholly owned by the City Council and will be used to deliver new affordable homes in Oxford. In December 2018, 2 planning applications were submitted to the council to deliver 35 new homes, 50% of which will be affordable, across 2 sites at Elsfield Hall and Cumberlege Close. In addition to this, 40% of the homes will be available for social rent for people on the city council's housing register. The Elsfield Hall and Cumberlege Close schemes are part of the current and planned developments which include Barton Park, Oxpens and Blackbird Leys among others. The City Council's decision to set up a housing company follows changes introduced by the Housing and Planning Act 2016 which would make it more difficult for the City Council to continue building and maintaining its own affordable housing stocks.

**Indicator 10: PROPORTION OF AFFORDABLE HOUSING WHERE THERE IS A POLICY REQUIREMENT (PERMISSIONS)**

**Target: 50% provision of affordable housing on qualifying sites.**

(Oxford Core Strategy Policy CS24 & Sites and Housing Plan Policy HP3)

**Performance against target 2018/19:**



**Performance in previous two years:**



3.32 Sites and Housing Plan Policy HP3 states that planning permission will only be granted for residential development on sites with capacity for 10 or more dwellings, or which have an area of 0.25 hectares or greater, if generally a minimum of 50% of the dwellings on the site are provided as affordable homes. At least 80% of the affordable homes must be provided as social rented housing.

3.33 The majority of housing permissions in 2018/19 were small scale developments that did not meet the thresholds for applying Policy HP3. There were four applications that met the threshold for applying Policy HP3 during 2018/19 as shown in Table 12.

Application	Site	Qualifying Development	Affordable Housing Provision (as agreed in the planning permission)
18/00966/RES	Wolvercote Paper Mill Mill Road Oxford Oxfordshire OX2 8PR	Reserved matters of outline planning permission 13/01861/OUT seeking permission for the appearance, landscaping, layout and scale of 190 residential units, employment space, community facilities, public open space and facilities. (Amended plans and additional information)	<b>50% Affordable Housing</b> 76 social rent, 19 intermediate and 95 market homes.
17/03050/FUL	Land North Of Littlemore Healthcare Trust Sandford Road Littlemore Oxford	140 residential units together with roads, parking, landscaping and open space. (Amended Plans/Documents)	<b>50% Affordable Housing</b> 70 Social rent, 70 market dwellings

Application	Site	Qualifying Development	Affordable Housing Provision (as agreed in the planning permission)
	Oxfordshire OX4 4XN		
18/02818/FUL	Rose Hill Advice Centre And Scout Hut Ashhurst Way Oxford Oxfordshire OX4 4RF	Demolition of existing buildings and erection of two residential buildings (part two and part three storey) comprising 18no. residential dwellings (C3 Use Class) with associated access, parking and landscape arrangements.	<b>100% Affordable Housing</b> 18 social rented dwellings
18/02817/FUL	Former Rose Hill Community Centre The Oval Oxford Oxfordshire OX4 4UY	Erection of two three storey residential buildings comprising 25no. residential dwellings (Use Class C3) with associated access, parking and landscape arrangements.	<b>100% Affordable Housing</b> 25 Intermediate dwellings

**Table 12:** Proportion of affordable housing where there is a policy requirement (permissions) 2018/19

3.34 Table 12 shows that all qualifying developments met the 50% requirement for on-site provision of affordable housing with two developments (Rose Hill Scout Hut and Former Rose Hill Community Centre) providing 100% affordable provision.

#### Indicator 11: FINANCIAL CONTRIBUTIONS TOWARDS AFFORDABLE HOUSING

**Target: No set target. AMR to include a report on financial contributions collected towards affordable housing provision from residential, student accommodation and commercial developments** (Sites and Housing Plan Policies HP3, HP4 and HP6)

3.35 Oxford's Local Plan policies require developers to make a financial contribution towards the provision of affordable housing in the city from smaller developments of 4-9 dwellings or from student accommodation and commercial developments. Little weight is now being given to Policy HP4 following the receipt of an appeal decision at 4 Lime Walk and conclusions from the Planning Inspector examining the draft policy in the H2(ii) in the emerging Oxford Local Plan 2036. This is explained in a Head of Planning Advice Note.<sup>25</sup>

3.36 In 2013, the Government also made changes to permitted development rights which allow the conversion of B1a office space to C3 residential dwellings without Oxford's full range of Local Plan policies being applied. This means that financial contributions towards affordable housing cannot be required from these developments. (See Indicator 12 for further information on these applications.)

3.37 In the 2018/19 monitoring year the City Council received £4,613,425.08 through s106 agreements towards affordable housing provision (Table 13). This money will be used to

<sup>25</sup>[https://www.oxford.gov.uk/downloads/file/6677/head\\_of\\_planning\\_advice\\_note\\_on\\_hp4\\_affordable\\_housing\\_on\\_small\\_sites](https://www.oxford.gov.uk/downloads/file/6677/head_of_planning_advice_note_on_hp4_affordable_housing_on_small_sites)

support the delivery of affordable housing elsewhere. The programme for s106 spending is set out on page 79.

Application	Site	Qualifying Development	Financial contribution towards affordable housing
13/02557/OUT	Westgate Centre And Adjacent Land Encompassing The Existing Westgate Centre And Land Bounded By Thames St, Castle Mill Stream, Abbey Place, Norfolk St, Castle St, Bonn Square, St Ebbes St, Turn Again Lane And Old Greyfriars St. OX1 1NX	Demolition of southern part of Westgate Centre, 1-14 Abbey Place and multi-storey car park, retention of library, refurbishment of remainder of the existing Westgate Centre and construction of a retail-led mixed use development together providing A1 (retail), A2 (finance and professional services) and/or A3 (restaurants and cafes) and/or A4 (public house, etc.) and/or A5 (hot food takeaways) uses, C3 (residential) use and D2 (assembly and leisure) uses, public toilets, associated car and cycle parking, shopmobility facility, servicing and access arrangements together with alterations to the public highway (Amended plans and further information)	£3,922,073.00
15/00858/FUL	36 38 40 London Road And 2 Latimer Road Headington Oxford Oxfordshire OX3 7PA	Demolition of residential houses at 36, 38 and 40 London Road and 2 Latimer Road. Erection of 167 student study rooms and ancillary facilities on 4 and 5 levels plus basement, together with 2 x 2-bed and 2 x 3-bed maisonettes. Provision of 4 car parking spaces and 1 car parking space for disabled drivers, 88 cycle parking spaces, landscaped areas and ancillary works. (Amended description, amended plans and additional information)	£691,352.08
<b>Total amount received:</b>			<b>£4,613,425.08</b>

**Table 13:** Financial contributions towards affordable housing received from all development types 2018/19

#### Indicator 12: CHANGES OF USE FROM NON-RESIDENTIAL TO RESIDENTIAL (COMPLETIONS)

**No set target. AMR to report on the number of market and affordable dwellings delivered (completed) through changes of use from non-residential to C3 residential.<sup>26</sup>**

3.38 Of the 351 dwellings completed in Oxford in 2018/19, 2 net additional dwellings at 6a King Street, 16/03160/FUL, were delivered through the change of use of existing buildings from non-residential to C3 residential (Table 14).

<sup>26</sup> This indicator was added to the AMR following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on [12 November 2015](#).

Type of change of use	No. market dwellings completed (net)	No. affordable dwellings completed (net)
Change of use from office B1(a) to residential (c3) (16/03160/FUL)	2	0
<b>Total</b>	<b>2</b>	<b>0</b>

**Table 14:** Net additional dwellings completed through non-residential to C3 residential changes of use 2018/19

3.39 Both of the dwellings delivered through changes of use from non-residential to residential in 2018/19 were market housing, with no additional affordable dwellings being delivered through this manner. The change of use application required full planning permission, however the application fell below the policy threshold for requiring onsite provision of affordable housing or financial contributions towards affordable housing. Local Plan policies requiring affordable housing or financial contributions towards affordable housing cannot be applied in the determination of prior approval applications.

#### **B1a office to C3 residential prior approval applications**

3.40 On 30 May 2013 the Government brought into force new permitted development rights which allow the conversion of B1a office space to C3 residential without the need for planning permission<sup>27</sup>. Table 15 shows the number of applications and the number of dwellings granted and refused prior approval since this system was introduced, and for which the city council could only consider flood risk, land contamination, highways and transport, and noise, and could not apply other normal local plan policies in determining the applications<sup>28</sup>.

Monitoring year	Prior approval required and granted		Prior approval required and refused	
	No. Applications	No. dwellings proposed	No. Applications	No. dwellings proposed
<b>2013/14</b>	9	167	4	70
<b>2014/15</b>	9	64	1	1
<b>2015/16</b>	10	39	1	3
<b>2016/17</b>	9	113	2	96
<b>2017/18</b>	3	141	0	0
<b>2018/19</b>	1	3	0	0
<b>Totals</b>	<b>41</b>	<b>527</b>	<b>8</b>	<b>170</b>

**Table 15:** B1a office to C3 residential prior approval decisions 2013/14- 2018/19

3.41 As table 15 shows, the number of dwellings permitted through B1a office to C3 residential prior approval applications has fluctuated since the system was introduced in 2013/14. This is to be expected for an urban area such as Oxford.

<sup>27</sup> This was originally a temporary change introduced by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013. It was then made permanent by The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016.

<sup>28</sup> The consideration of noise impacts from surrounding commercial premises on the intended occupiers of the proposed dwelling(s) is a new requirement introduced by the 2016 amendments to the GPDO.

**Indicator 13: CHANGES OF USE FROM EXISTING HOMES (PERMISSIONS)**

**Target: 100% of planning permissions granted in Oxford to result in no net loss of a whole self-contained residential unit to any other use.** AMR to report only on the number of known cases not complying with the policy. (Sites and Housing Plan Policy HP1)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**



- 3.42 The benefits of building new homes in the city would be undermined if the stock of existing housing were to be reduced through loss to other uses. Sites and Housing Plan Policy HP1 therefore seeks to protect existing homes within the city.
- 3.43 In the 2018/19 monitoring year, one planning application was granted permission where development would result in a total net loss of one C3 residential dwelling. This application involved the change of use of the existing C3 building to a C1 guest house. The application was assessed against Policy HP1, taking into account other material considerations such as the quality of the residential accommodation and space standards.

**Indicator 14: RESIDENTIAL DEVELOPMENT COMPLETED ON PREVIOUSLY DEVELOPED LAND**

**Target: 90% or more of new dwellings on previously developed land (2009-2014)  
75% or more of new dwellings on previously developed land (2014-2026)**  
(Oxford Core Strategy Policy CS2)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**



- 3.44 There is limited land available for development in Oxford. It is important that we re-use previously developed (brownfield) sites to make the best use of this limited resource.
- 3.45 The NPPF defines previously developed land (PDL) as “Land which is or was occupied by a permanent structure, including the curtilage of the developed land... and any associated fixed surface infrastructure”. The NPPF is clear that private residential gardens cannot be considered PDL. However, the Core Strategy target for the proportion of new homes to be delivered on PDL was set before garden land was removed from the definition. The target of 75% of new dwellings to be delivered on PDL therefore includes both PDL and garden land.
- 3.46 Figure 4 below shows that 44.7% of housing completions in 2018/19 were on PDL (brownfield land) and 16% of housing completions were on garden land. These figures combined do not meet the Core Strategy target of 75%. However, this is as a result of 39.3% of housing completions delivered on greenfield land. This is significantly higher than previous monitoring years and is due to the first phase of Barton Park being implemented where 66 market dwellings and 35 affordable dwellings were completed.

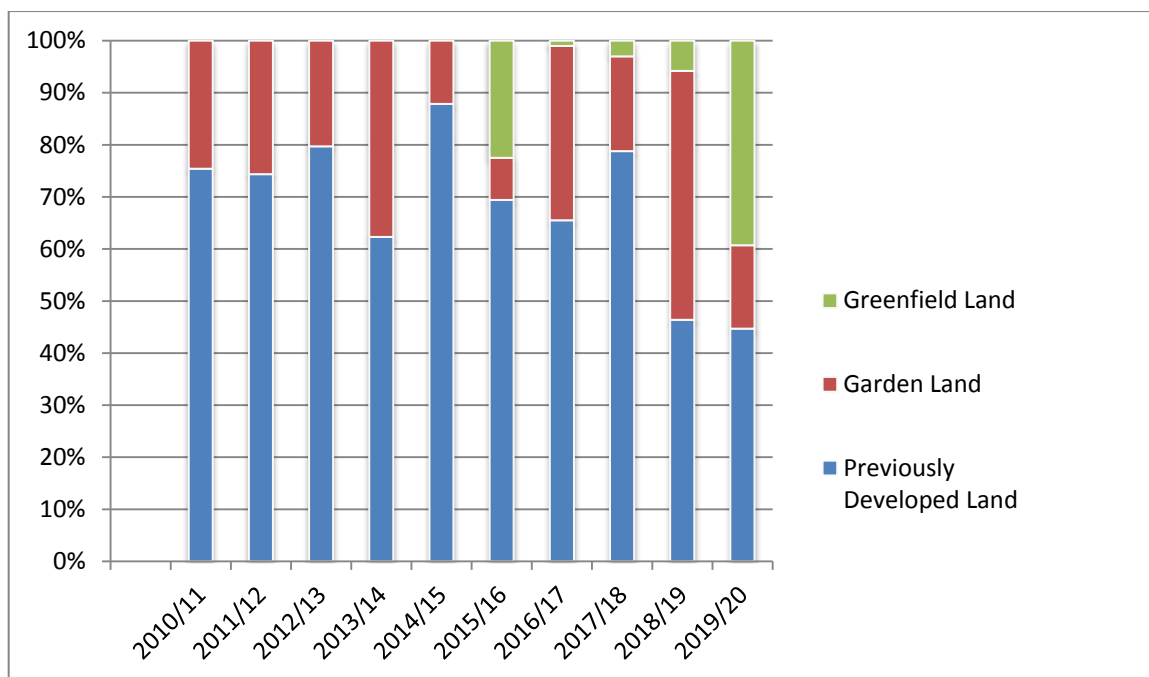


Figure 4: Dwellings completed by land type 2010/11 – 2018/19

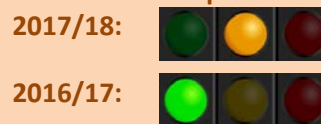
**Indicator 15: MIX OF HOUSING (DWELLING SIZE)**

**Target: 95% of schemes to comply with the Balance of Dwellings SPD**  
(Oxford Core Strategy Policy CS23)

Performance against target 2018/19:



Performance in previous two years:



3.47 It is important to ensure that a mix of homes is delivered to meet Oxford’s needs.

**Overall Mix of Housing Delivered**

3.48 In previous years there have been concerns that increasing proportions of smaller homes (one or two bedrooms) were being completed in Oxford and that this was limiting the supply of new family-sized homes. The 2015/16 and 2016/17 monitoring years were more successful in meeting the Core Strategy targets with over 30% of homes being 3 or more bed dwellings. Figure 5 however shows that during the 2017/18 and 2018/19 years the mix of dwelling sizes completed did not reach the Council’s aspirations, although there was a notable improvement in this monitoring year compared to 2017/18.

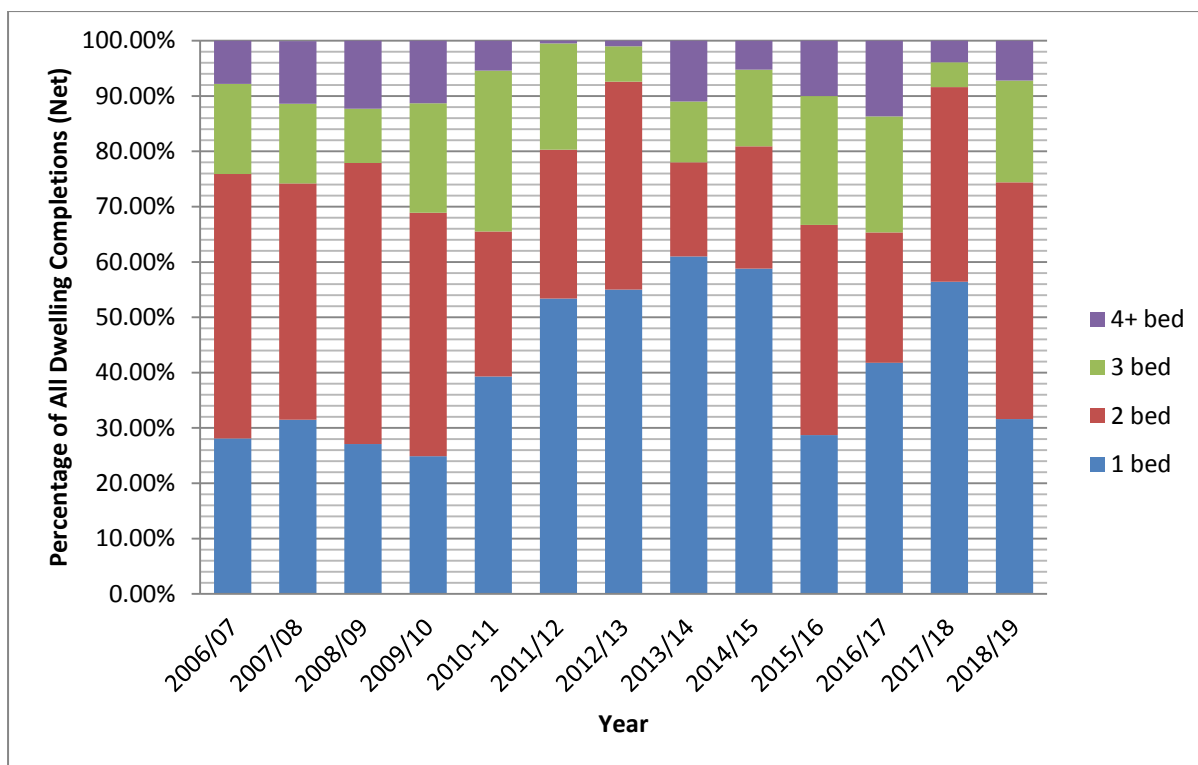


Figure 5: Mix of dwellings completed 2006/07-2018/19

**Compliance with the Balance of Dwellings (BoDs) Supplementary Planning Document (SPD)**

3.49 The Balance of Dwellings SPD sets out the appropriate mix of housing for strategic sites, developments of ten or more dwellings in the city centre and district centres, and developments of 4-24 new homes in other areas of the city taking into consideration local pressures on family housing. Table 16 shows qualifying completed developments' compliance with the requirements of the BoDs SPD in 2018/19.

Application	Site	Qualifying Development	Compliance with BoDs SPD
16/01880/FUL	78A St Clement's Street Oxford Oxfordshire OX4 1AW	Change of use from 8 x bedsit units (Sui Generis) to 4 x 1-bed flats (Use Class C3). Demolition of existing rear and side extension. Erection of four storey side extension. Provision of bin and cycle store. (amended plans)	Non-Compliant with BoDs SPD
16/00679/FUL	Site Of Former Shelley Arms 114 Cricket Road Oxford Oxfordshire	Demolition of public house. Erection of 3 x 4-bed dwellings and a three storey building to provide 2 x 2-bed and 2 x 1-bed flats (Use Class C3). Provision of private amenity space, carparking, bin and cycle store.	Compliant with BoDs SPD
15/02778/FUL	27 Brasenose Driftway	Demolition of existing building. Erection of 5 x 1 bedroom and 1 x	Compliant with BoDs SPD

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Application	Site	Qualifying Development	Compliance with BoDs SPD
	Oxford Oxfordshire OX4 2QY	2 bedrooms flats (Use Class C3) and communal lounge and staff/guest bedroom . Provision of car parking spaces, bin and cycle storage (Amended Plans)	
12/03281/FUL	Former Community Centre Westlands Drive Oxford Oxfordshire OX3 9QY	Demolition of existing building. Erection of 21 flats (14 x 1-bed, 7 x 2-bed) on 3 floors, together with 21 car parking spaces, 56 cycle spaces and landscaping.	Compliant with BoDs SPD
12/03280/FUL (phase 2)	Northway Centre Maltfield Road Oxford Oxfordshire OX3 9RU	Demolition of existing buildings. Erection of 47 residential units (14 x 1-bed, 14 x 2-bed, 15 x 3-bed, 4 x 4-bed) plus community centre in 5 blocks on 2, 3 and 4 levels. Provision of 79 car parking spaces, 102 cycle parking spaces and landscaping. Relocation of hard play court, provision of new pond, wetland habitat, Aunt Sally court, outdoor seating for the social club and playing field terrace. Amended ridge heights of terraced houses and provision of foul water drainage system comprising on site-storage and flow-control device.	Non-compliant with BoDs SPD
15/03328/FUL	Part Of Former Travis Perkins Site, Collins Street, Oxford, Oxfordshire	Demolition of existing building. Erection of new building on four levels consisting of Class B1 (Offices) at ground floor level and 12 x 1-bed and 12 x 2-bed flats at upper levels. Provision of bin and cycle stores, 1no. disabled car parking space and communal garden area. (Amendments to approved planning permission 14/01273/OUT).	Non-compliant with BoDs SPD

**Table 16:** Compliance with the Balance of Dwellings SPD (qualifying completions) 2018/19



3.50 The BoDs SPD has been a key tool in ensuring that housing provision meets the needs of a wide range of households, however in light of recent evidence the Council’s proposed submission draft Local Plan 2036 proposes a different approach going forward which the Council believes will help meet housing needs in the city. This new approach still emphasises the importance of a balanced mix of dwelling sizes.

**Indicator 16: DEMAND FOR SELF-BUILD AND CUSTOM HOUSEBUILDING PLOTS**

The City Council is required to keep a register of individuals and groups who are seeking to acquire serviced plots of land in Oxford on which to build their own homes.<sup>29</sup> The Planning Practice Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.

3.51 Table 17 provides headline information from Oxford’s Self-build and Custom Housebuilding Register. This information will be used to help the City Council understand the demand for serviced self and custom build plots in Oxford.

Number of individuals on the Oxford Self and Custom Build Register	58 Individuals
Number of associations of individuals on the Oxford Self and Custom Build Register	1 Association (20 association members)
<b>Total number of plots required</b>	<b>78 plots (11% increase from previous monitoring year)</b>

**Table 17:** Oxford’s Self and Custom Build Register Headline Information (at 31 March 2019)

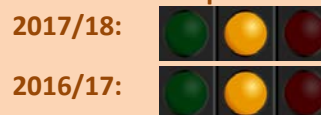
**Indicator 17: STUDENTS AND PURPOSE BUILT STUDENT ACCOMMODATION**

**Target: No increase in academic floorspace if there are more than 3,000 students outside of accommodation provided by the relevant university.** (Oxford Core Strategy Policy CS25)

Performance against target 2018/19:



Performance in previous two years:



3.52 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in the city. The policy is intended to reduce the pressures from students on the private rental market. To avoid worsening the situation, all increases in academic floorspace that would facilitate an increase in student numbers at the two universities should be matched by an equivalent increase in student accommodation provided by the relevant university. All applications for net increases in academic floorspace will be assessed on this basis.

3.53 The monitoring period that the universities use does not directly coincide with the period of the AMR. The AMR follows the financial year and runs from April to March, whereas the universities use a period linked to the academic year in order to complete their forms for Government. The data used to assess this indicator was submitted by the two universities as relevant to the monitoring year in December 2018.

<sup>29</sup> This is a requirement of the Self-build and Custom Housebuilding Act 2015.

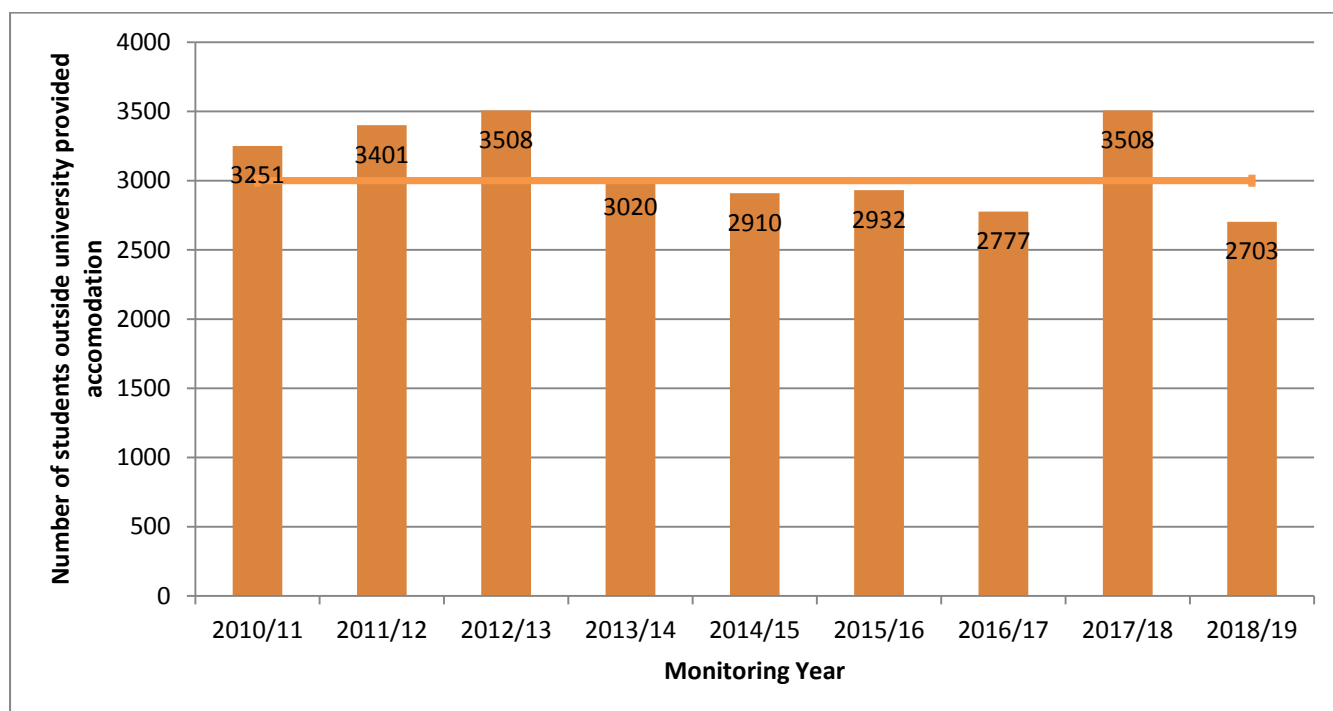
**University of Oxford**

3.54 The University of Oxford states that there were 24,289 students attending the University (and its colleges) at 1 December 2018.

3.55 A number of agreed exclusions apply to the data:

- Students with a term-time address outside of the city (392 students)
- Students living within the city prior to entry onto a course (847 students)
- Visiting students (556 students) or those not attending the institution (nil students)
- Part-time students (2,928 students)
- Postgraduate research students past year four/assumed to be writing up (494 students)
- Students working full time for the NHS (DCLinPsysc Students) (52 students)
- Specific course exclusions (BTh Theology and MTh Applied Theology) (32 students)
- Students who are also members of staff (234 students)
- Students living with their parents (132 students)
- Students on a year abroad (510 students)

3.56 Taking into account these exclusions, there were 18,112 full-time University of Oxford students with accommodation requirements. At 1 December 2018 there were 15,409 accommodation places provided across the collegiate University. This leaves a total of 2,703 students living outside of university provided accommodation in Oxford, which is within the threshold of Core Strategy Policy CS25. (Figure 6).



**Figure 6:** University of Oxford students living outside of university provided accommodation 2010/11-2018/19

3.57 At 1 December 2018 there were also 751 student accommodation places under construction across the collegiate University and extant planning permissions for a further 385 student accommodation places.

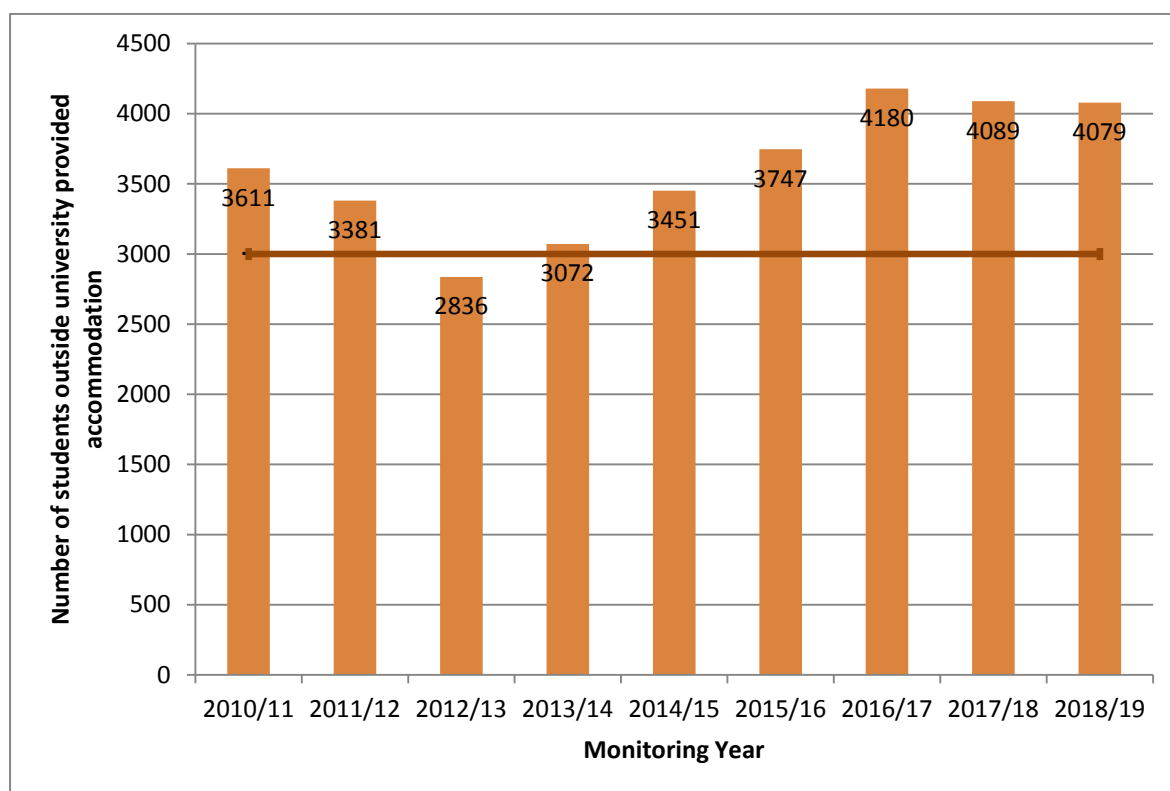
**Oxford Brookes University**

3.58 Oxford Brookes University states that there were a total of 16,579 students attending the university at 1 December 2018.

3.59 A number of agreed exclusions apply to the data:

- Part-time students (2,519 students)
- Students studying at franchise institutions (1,196 students)
- Students studying outside Oxford (i.e. Swindon campus) (354 students)
- Placement students away from the university (472 students)
- Students living at home or outside of Oxford (2,678 students)

3.60 Taking into account these exclusions, there were 9,360 full-time Oxford Brookes University students with accommodation requirements. At 1 December 2018 there were 5,281 accommodation places provided by Oxford Brookes University. This leaves a total of 4,079 students without a place in university provided accommodation living in Oxford, exceeding the Core Strategy target, a slight reduction from the previous monitoring year (Figure 7).



**Figure 7:** Oxford Brookes students living outside of university provided accommodation 2010/11 – 2018/19

3.61 When compared to the previous monitoring year, there was a reduction of 10 Oxford Brookes students living outside of university provided accommodation in the city in 2018/19. A more detailed breakdown of Oxford Brookes University’s student numbers is provided in Table 18.

Monitoring year	Total Number of Students	Students needing accommodation in Oxford	Units of University provided student accommodation
2011/12	17,811	8,032	4,651
2012/13	17,115	7,909	5,073
2013/14	17,053	8,319	5,247
2014/15	16,553	8,489	5,038
2015/16	17,149	8,954	5,207
2016/17	17,069	9,504	5,324
2017/18	16,988	9,494	5,405
2018/19	16,579	9,360	5,281

**Table 18:** Oxford Brookes University's student numbers 2011/12 – 2018/19

3.62 Oxford Brookes University has acknowledged that the number of students living outside of university provided accommodation within the 2018/19 monitoring period has again exceeded the threshold. They comment that there has been an increase in places and occupancy for University managed and owned housing, but that there was an overall fall in the number of University and nominated halls places. This is partly due to the refurbishment of Paul Kent Halls which will continue into 2019/20 and has resulted in a reduction in the number of places. Once this has been completed this will provide improved accommodation and will contribute to overall numbers living in university accommodation. Additionally, it should be noted that the 885 room Oxford Brookes scheme off James Wolfe Road (17/02140/FUL) fell outside the 2018/19 monitoring year. This will be included in the 2019/20 monitoring year and as a result will have an impact on the figures for that period as they will be closer to the threshold. Oxford Brookes University state that there has been a reduction of 409 students at the University since the previous monitoring period and that there has not been significant growth in recent years despite the student cap on number being removed in 2015/16. They state that their commitment in relation to numbers of students living in university accommodation is an important factor in this and that they will continue to work with the council and key stakeholders to ensure that appropriate student accommodation can be developed accordingly.

3.63 Oxford Brookes University is seeing a trend, with different patterns of demand for student accommodation since 2012. Oxford Brookes has identified that the proportion of students who decide to live in Oxford has increased from around 64% in 2010 to well over 70% in 2016, meaning that their residential halls (including university owned and those under nomination agreements) cannot meet this increased demand. The University has identified the following underlying trends which explain this shift in demand:

- A decline in postgraduate students (who are more likely to live at home and, if they do live in university-provided accommodation, they often require the accommodation for shorter periods);
- An increase in undergraduate students (who are less likely to live at home);
- A decline in part-time students (with this shortfall being replaced with more full-time students); and
- A decline in the proportion of students recruited from Oxfordshire (with a higher propensity to live at home).

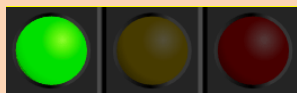
- 3.64 It is anticipated that these trends are set to continue. It will take time for additional student accommodation to be planned and built out. In 2018/19 0 student rooms for Oxford Brookes were constructed.
- 3.65 The approach set out in Core Strategy Policy CS25 will be a key consideration in determining any planning applications submitted by Oxford Brookes University. Core Strategy Policy CS25 and its supporting text is clear that planning permission will only be granted for additional academic/administrative accommodation (including redeveloped academic floorspace) for use by Oxford Brookes and the University of Oxford where it can be demonstrated that the number of students living outside of university provided accommodation is less than 3,000 students for that institution. One planning application was received from Oxford Brookes University during the 2018/19 monitoring year for the demolition of the Helena Kennedy Building and erection of replacement building providing an additional 819.5m<sup>2</sup> (net) of D1 floorspace (Indicator 3).
- 3.66 These policies were reviewed as part of the work on the emerging Oxford Local Plan 2036. The City Council, jointly with Cambridge City Council, commissioned an Assessment of Student Housing Demand and Supply, which was undertaken by the Cambridge Centre for Housing and Planning Research. This provided a detailed assessment of student housing demand in Oxford, designed to inform development of policies for the emerging Oxford Local Plan 2036. It included an assessment of a broad range of students, including those at language schools. For the assessment Higher Education Statistics Agency (HESA) data was used as the basis of university student numbers data. The HESA data is a 'flow' which records all students of the course of the academic year. For the AMR, the universities publish 'snapshot' data for a point in time relevant to the AMR, and this dataset will therefore not match the HESA data.
- 3.67 The approach set out in the submission draft Oxford Local Plan 2036 is to continue to link new or redeveloped university academic accommodation to the delivery of associated residential accommodation. The policy threshold is set based on evidence about existing student numbers, expected changes in the student population and information about new student accommodation likely to come forward. The threshold reduces across the plan period and varies between each university. The threshold for the University of Oxford would be 2,500 at the time of the application reducing to 1,500 at 01 April 2022. The threshold for Oxford Brookes University would be 3,500 reducing to 3,000 at 01 April 2022. In acknowledgement of the changing student accommodation and varying student accommodation needs the definition of students captured by the threshold has also changed in the Oxford Local Plan 2036 and applies only to full-time taught course students. Therefore, under the policy proposed for the new Local Plan, the number of students living outside of university managed accommodation for both universities would be within their respectively set threshold.

**Indicator 18: LOCATION OF NEW STUDENT ACCOMODATION**

**Target: 95% of sites approved for uses including new student accommodation to be in one of the following locations:**

- On/adjacent to an existing university or college academic site or hospital and research site
- City centre or district centres
- Located adjacent to a main thoroughfare (Sites and Housing Plan Policy HP5)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**

3.68 In the 2018/19 monitoring year, planning permission was granted for eleven new student accommodation developments which would provide a total of 351 (net) student rooms. Table 19 shows that all the developments permitted would be located on sites that meet the locational requirements of Sites and Housing Plan Policy HP5.

Application	Site	Development	Total No. Rooms Net	Compliance with HP5 locational criteria
18/03082/VAR	British Telecom James Wolfe Road Oxford OX4 2PY	Variation of Condition 1 of planning permission 18/00770/VAR (development in accordance with approved specifications) to enable increase in number of student study rooms from 885 to 887. (amended description)	2	<b>Policy HP5 Compliant</b> (Allocated site)
18/01687/FUL	St Edward's School Woodstock Road Oxford OX2 7NN	Erection of 2.5 storey boarding house with House Masters House, tutor flat and assistant House Masters Flat and associated facilities to accommodate 70 students (aged 13-18) in 55 bedrooms over three floors (Amended Plans).	55	<b>Policy HP5 Compliant</b> (Existing school campus)
18/01340/FUL	Trinity College Broad Street Oxford OX1 3BH	Demolition of the existing building and the erection of a replacement building to provide a new auditorium, teaching, and student communal area. On the lower floors together with administration offices and student accommodation to the upper floors. The relocation and widening of the existing vehicular access from Parks Road further South. External alterations to the rear of the President's Garage. Landscape enhancements to the immediate setting of the proposed new building, library quad and the small quad to the south of library quad. Provision of covered cycle parking and replace glass house and	36	<b>Policy HP5 Compliant</b> (Existing college campus)

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Application	Site	Development	Total No. Rooms Net	Compliance with HP5 locational criteria
		machinery and tool store for the gardeners.		
18/02907/FUL	Canterbury Works Glanville Road Oxford OX4 2DD	Demolition of existing two storey building and redevelopment with a part two and a half storey and part three storey building providing a mixed use comprising A1 (retail), A2 (financial and professional services) or B1 (business) use classes at ground floor and 12 x 1-bed student bedrooms at first and second floors. Provision of bin and cycle store in ground floor lobby and provision of car parking.	12	<b>Policy HP5 Compliant</b> (adjacent to Main thoroughfare)
18/00258/FUL	Northgate House 13 - 20 Cornmarket Street Oxford Oxfordshire OX1 3HE	Application for planning permission for the demolition of the existing building to ground level and the erection of a replacement building to provide replacement commercial units on the basement, ground and first floors, and new teaching facilities, ancillary accommodation and student fellows rooms on the upper floors for Jesus College. (Amended Plans)	68	<b>Policy HP5 Compliant</b> (Existing college campus)
17/03330/FUL	2 Savile Road Oxford OX1 3UA	Proposed demolition of Warham House, New College School hall and partial demolition of Savile House rear extension. Erection of three new buildings and reconstruction of Savile House rear extension to provide C2 residential college including Music Hall, assembly, academic and study space, Porter's Lodge and associated accommodation, and replacement D1 facilities for New College School including dining hall, assembly space and class rooms. (amended plans) (amended information)	74	<b>Policy HP5 Compliant</b> (Existing college campus)
18/00840/FUL	Fairfield 115 Banbury Road Oxford OX2 6LA	Change of Use from residential home (Use Class C2) to student accommodation (Use Class Sui generis)  *(Previous use was for 13 rooms in residential home and application proposes 12 student room, hence net gain of -1)	-1	<b>Policy HP5 Compliant</b> (Main thoroughfare)
18/00782/FUL	23 James	Change of use of the outbuilding to	2	<b>Policy HP5 Compliant</b>

Application	Site	Development	Total No. Rooms Net	Compliance with HP5 locational criteria
	Street Oxford Oxfordshire OX4 1ET	the rear, from a use incidental to the use of a dwellinghouse to provide two single student studios (C2). Insertion of 4No. new windows to south elevation, replacement of 1No existing window to south/west elevation (Amended Plans).		(Main thoroughfare)
17/02979/FUL	Wadham College Parks Road Oxford OX1 3PN	Proposed demolition of existing JCR and Goddard Building and erection of new collegiate development comprising an Access Centre and Undergraduate Centre (existing basement to be retained) including 20 accessible student bedrooms and social and academic facilities.	20	<b>Policy HP5 Compliant</b> (Existing college campus)
17/02386/FUL	Stoke House 7 Stoke Place Oxford OX3 9BX	Erection of 12 study bedroom annex on two floors	12	<b>Policy HP5 Compliant</b> (Adjacent existing college campus)
17/02387/FUL	Ruskin Hall Dunstan Road Oxford OX3 9BZ	i) Erection of 65 bed student accommodation building on four storeys. ii) Erection of 30 bed student accommodation building on two and three storeys. Demolition of Bowen Building. (additional information and revised plans)  *(Previous use was for 24 rooms in and application proposes 90 student rooms, hence net gain of 71)	71	<b>Policy HP5 Compliant</b> (Existing college campus)

**Table 19:** Planning permissions granted for new student accommodation 2018/19

#### Indicator 19: HOUSES IN MULTIPLE OCCUPATION (HMOs)

**Target: No set target. AMR to include a report on the number of applications determined for the creation of new HMOs within each ward and of these the number approved.**

(Sites and Housing Plan Policy HP7)

3.69 A house in multiple occupation (HMO) is a shared house occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom. Shared properties can help to meet housing needs in some areas, although the conversion of family homes to HMOs can lead to a shortfall in family accommodation. HMOs form an unusually high percentage of housing in Oxford in comparison to other cities of a similar size. It is estimated that 1 in 5 of the resident population live in an HMO.



- 3.70 Planning permission is not usually required for the conversion of a C3 dwelling house to a C4 ‘small’ HMO with three to six occupiers. However, on 25 February 2012 the City Council brought into force an [Article 4 Direction](#) that means planning permission is required for this change of use in Oxford. Planning permission is also required for the conversion of a C3 dwelling to a Sui Generis ‘large’ HMO with more than six occupiers. The change of use from a ‘small’ C4 HMO to a ‘large’ Sui Generis HMO also requires planning permission.
- 3.71 There is no Local Plan target for HMOs, however the AMR is required to report on the number of planning applications for new HMOs that are determined and approved during the monitoring year (Table 20).
- 3.72 Table 20 shows that the number of planning applications received to create new HMOs has increased significantly since the Sites and Housing Plan was adopted. The City Council has been actively working with HMO landlords to communicate the need for planning permission and therefore some of these applications may be regularising changes of use that have already taken place. The decrease in applications may also reflect a rising increase in the number of Airbnbs situated in Oxford which reflects a national trend, particularly within cities. In October 2019, Airbnb launched a consultation in which they recommend that the UK Government changes the law to require landlords to receive planning permission before they rent out an entire house on a short-let basis for more than 140 nights in a year. If the Government introduced similar laws across the country, it would require short-let landlords in Oxford to receive planning permission This would provide the City Council with a complete list of entire homes that are being rented throughout the year on a short-let basis, which would make investigations significantly easier and could be used in deciding whether or not to grant planning permission for further short-lets within a community.

Ward	HMO applications determined 2015/16	HMO applications approved 2015/16	HMO applications determined 2016/17	HMO applications approved 2016/17	HMO Applications determined 2017/2018	HMO applications approved 2017/2018	HMO Applications determined 2018/19	HMO applications approved 2018/19
Barton and Sandhills	3	2	5	5	7	5	4	3
Blackbird Leys	2	1	2	2	3	2	4	3
Carfax	6	6	0	0	1	1	0	0
Churchill	6	2	15	11	12	10	9	5
Cowley	8	7	12	11	13	10	5	4
Cowley Marsh	4	2	10	4	3	1	6	4
Headington	4	3	11	9	4	4	5	2
Headington Hill and Northway	5	5	6	5	9	9	3	3
Hinksey Park	8	7	2	1	5	3	4	3
Holywell	0	0	1	1	0	0	0	0
Iffley Fields	1	1	6	3	3	2	5	1
Jericho & Osney	2	2	3	3	6	5	4	4
Littlemore	4	4	3	2	4	4	0	0
Lye Valley	15	13	10	10	13	8	9	8
Marston	2	2	8	6	8	8	3	3
North	0	0	2	2	3	3	1	1
Northfield Brook	0	0	2	2	0	0	0	0
Quarry & Risinghurst	4	4	2	2	10	5	2	2

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Ward	HMO applications determined 2015/16	HMO applications approved 2015/16	HMO applications determined 2016/17	HMO applications approved 2016/17	HMO Applications determined 2017/2018	HMO applications approved 2017/2018	HMO Applications determined 2018/19	HMO applications approved 2018/19
Rose Hill and Iffley	3	2	1	0	4	3	4	4
St. Clements	7	6	5	3	8	5	6	5
St. Margaret's	0	0	2	2	1	1	1	1
St. Mary's	5	2	6	3	3	2	12	10
Summertown	5	5	4	4	0	0	0	0
Wolvercote	2	2	1	1	2	2	2	2
<b>Total</b>	<b>96</b>	<b>78 (81%)</b>	<b>119</b>	<b>92 (77%)</b>	<b>90 permitted c4 +23 refused (c4) + 3 permitted (sui gen)6 refused (sui gen) TOTAL 122</b>	<b>90 (c4) + 3 (sui gen) TOTAL 93 (66%)</b>	<b>62 permitted C4 + 17 refused C4. &amp; 6 permitted Sui Gen + 4 refused Sui Gen. Total 89</b>	<b>62 permitted C4 &amp; 6 permitted Sui Gen. Total 68 (76%)</b>

**Table 20:** Planning applications for new HMOs determined and approved 2015/16-2018/19

**Indicator 20: RESIDENTIAL MOORINGS**

**Target: No target set. Nil applications approved that are subject to an unresolved objection by the body responsible for managing the relevant river channel or waterway.**

(Sites and Housing Plan Policy HP5)

**Performance against target 2018/19:**

N/A

**Performance in previous two years:**

**2017/18:** N/A

**2016/17:** N/A

3.73 No applications for residential moorings were received during the monitoring year, however six new moorings have been added to the council tax base within this period.

## Strong and Active Communities

### Ambition: Socially cohesive and safe communities

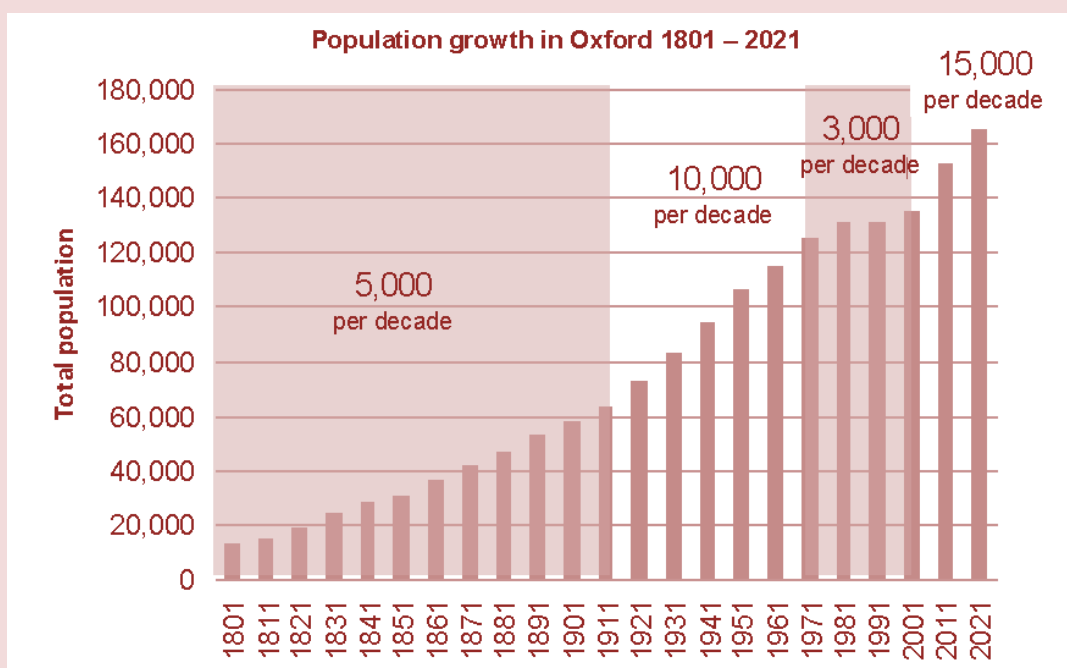
Our aim is that everyone in the city has the opportunity to:

- Be engaged in the diverse social and cultural life of the city
- Be active and engaged in leisure and sporting activities in the city
- Be protected from the risk of crime, exploitation and anti-social behaviour
- Have the support they need to achieve their potential

### Snapshot of Oxford's population

<b>Usual resident population:</b>	154,582 people <sup>30</sup>
<b>Annual population turnover:</b>	26% annual population turnover <sup>31</sup>
<b>Students as % of adult population:</b>	23% (approximately 35,421 full time university students)
<b>Non-white British population:</b>	22% from a black or minority ethnic background 14% from a white but non-British ethnic background <sup>32</sup>
<b>Life expectancy at birth:</b>	82.5 years <sup>33</sup>
<b>% population in good or very good health:</b>	87% of Oxford's population in good or very good health <sup>34</sup>
<b>Areas of the city amongst the 20% most deprived parts of the country:</b>	Of 83 'super output areas' in Oxford, 10 are among the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton areas of the city. <sup>35</sup>

### Population changes over time



Oxford is currently in the middle of a new and distinct period of rapid population growth, adding around 15,000 people per decade. Oxford's population grew by 12% from 2001-2011, making it the sixth fastest growing English city. Oxford's population is projected to increase by another 13,000 people by 2021.

<sup>30</sup> Office of National Statistics (2019) [Population Estimates for UK](#)

<sup>31</sup> [Oxford Profile 2018](#)

<sup>32</sup> Office for National Statistics (2019) UK Census Data [Ethnicity Statistics Oxford](#)

<sup>33</sup> [Oxford Profile 2018](#)

<sup>34</sup> [Office of National Statistics \(2011\) UK Census Data](#)

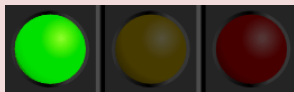
<sup>35</sup> Oxford City Council (May 2015) [Poverty and deprivation statistics](#)

**Indicator 21: REGENERATION AREAS**

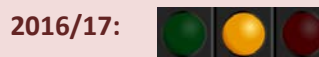
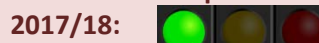
**Target: Individual targets have been set for each priority regeneration area**

(Oxford Core Strategy Policy CS3)

**Performance against target 2018/19:**



**Performance in previous two years:**



4.1 The Core Strategy identifies five priority areas for regeneration: Barton; Blackbird Leys; Northway; Rose Hill; and Wood Farm. Physical regeneration is to be housing led, with a focus on improving the quality and mix of housing. Individual targets have been set for each of the priority areas based upon their specific circumstances (Table 21).

Regeneration Area Monitoring		
Indicator	Target	Progress to date
Extent of deprivation in Oxford relative to all areas nationally	Reduce number of super output areas (SOAs) in Oxford that fall amongst the 20% most deprived in England Baseline (2007) . . . . .10 SOAs Target 1 (2016) . . . . .Less than 10 SOAs Target 2 (2026) . . . Less SOAs than in 2016	The English Indices of Deprivation 2015 identified 10 SOAs in Oxford that are amongst the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton.
Timely progression of regeneration action plans for each area.	Implement regeneration action plans in conjunction with other departments. (Timetable to be agreed corporately.)	To be taken forward by Neighbourhood/Community Partnerships.
<b>Barton</b>		
Reduce the sense of isolation from the rest of the city	Provision of new footbridge across the A40 and/or improvements to existing underpass by 2015/16.	A new footbridge is not being created. However, improvements to existing underpass to be delivered as part of the Barton Park development. This was confirmed in a legal agreement associated with the outline planning permission (13/01383/OUT).
'Investing in Barton': improvements to blocks of flats and the Community Centre; enhancement of the street environment; improvements to security and redevelopment of Underhill Circus.	Three year programme of improvements to low rise blocks.	Permission was granted in December 2016 for improvements to flats on Stowford Road and Bayswater Road and work commenced in early 2017. <sup>36</sup> Permission was granted in January 2017 for improvements to flats on Barton Road. <sup>37</sup> A further application was submitted in February 2018 for improvements

<sup>36</sup> Planning application references [16/02588/CT3](#) (2 to 24 Stowford Road), [16/02596/CT3](#) (26 to 60 Stowford Road), and [16/02597/CT3](#) (55 to 89 Bayswater Road).

<sup>37</sup> Planning application references [16/02802/CT3](#) (78-100 Barton Road), [16/02803/CT3](#) (102-112 Barton Road) and [16/02804/CT3](#) (114-136 Barton Road).

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		to flats on Stowford Road. This application <sup>38</sup> was approved in June 2018.
	Improvements to Barton Neighbourhood Centre.	Improvement works to Barton Neighbourhood Centre will include extending the existing health centre to provide health facilities for residents of Barton and Barton Park. An application for change of use from offices to use as a health centre was prepared in Spring 2017 ready for submission in June 2017. <sup>39</sup> The application was approved in August 2017. Work began on creating the new £1m health and community hub at Barton Neighbourhood Centre in March 2018. On 14 <sup>th</sup> May 2019 Prince Harry reopened Barton Neighbourhood Centre following completion of the refurbishment works.
	Redevelopment of Underhill Circus.	Work is in its early stages to work up proposals for the redevelopment of Underhill Circus. Initial design ideas have been drawn up and the City Council are working with the community to develop a proposal. The City Council undertook a consultation from 5 <sup>th</sup> December 2018 to 9 <sup>th</sup> January 2019 asking for feedback on two initial design ideas for redeveloping Underhill Circus. The feedback was published following this consultation. Further community engagement plans are proposed for later in 2019.
Barton Healthy New Towns Project.	Work with partners at Grosvenor, Oxfordshire Clinical Commissioning Group and Oxfordshire County Council Public Health towards delivering equal opportunities to good physical and mental health through the planning system.	A health impact assessment to identify retrospective enhancements at Barton Park and proactive recommendations for Underhill Circus and the Barton Healthy Living Centre was completed in January 2017. Barton Healthy New Town is part of the Town and Country Planning Association's Developer and Wellbeing national programme. The project has also influenced planning policy, which is reflected in the Draft Local Plan 2036,

<sup>38</sup> Planning application [18/00290/CT3](#)

<sup>39</sup> Planning application reference [17/01507/CT3](#).

		which includes a policy requiring a Health Impact Assessment (HIA) is submitted for major development proposals. In terms of Barton's built environment, a way-finding project has delivered three new dementia-friendly trails, linking existing Barton with the new development <sup>40</sup> .
<b>Blackbird Leys</b>		
Improve the centre to create a mixed-use district centre	District centre regeneration.	The Council advertised for potential builders in September 2017. Developers were appointed in September 2018 to take forward the master-planning and development of council-owned sites in Blackbird Leys. The scheme will deliver a new district centre, new homes – including affordable homes – and new community facilities. Throughout 2019 the City Council has worked with the local community to develop a basic plan for the development. This included: surveys sent to over 5000 households, two consultation events, a Community Planning Weekend in May 2019, pop-ups across the local area, and a Report Back Evening on 18 <sup>th</sup> June 2019. The City Council aim to submit a planning application in 2020 <sup>41</sup> .
Investigate the future of Windrush and Evenlode tower blocks	Undertake an options appraisal by 2011.	Planning permission granted for upgrade works in November 2014 (14/02641/FUL & 14/02640/CT3). Work on both tower blocks commenced on site in early 2016. As a result of the Grenfell disaster in June 2017, both Evenlode and Windrush tower blocks have had their rain screen cladding replaced (17/02391/VAR & 17/01792/VAR). This work was completed in June 2018.
<b>Northway</b>		
Access across the A40 linking safeguarded land at Barton to Northway, for use by buses, pedestrians and cycles.	Implementation by substantial completion of residential development at Barton by 2013/14.	To be delivered as part of the Barton Park development. See Indicator 23.
Investigate the future use	Options appraisal for Plowman tower	Planning permission granted for

<sup>40</sup> [Barton's Built Environment – Oxford City Council](#)

<sup>41</sup> [The Leys Regeneration Project – Oxford City Council](#)

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of Plowman tower block and the surrounding area.	block by 2010.	upgrade works to Plowman Tower in November 2014 (14/02642/CT3). Works commenced on site February 2017. As a result of the Grenfell disaster in June 2017, the rain screen cladding on Plowman Tower has been replaced (17/01793/VAR). This work was completed in June 2018.
<b>Rose Hill</b>		
Redevelopment of the former Rose Hill Community Centre, and Rose Hill Advice Centre & Scout Hut	Redevelopment of the Former Rose Hill Community Centre and Rose Hill Advice Centre & Scout Hut to provide 25 new affordable residential units.	In October 2018 an application was submitted for the erection of two three storey residential buildings which will deliver 25 dwellings. 100% of the units will be shared ownership, contributing to the affordable housing need in Oxford. This application was approved in January 2019.
<b>Wood Farm</b>		
Investigate the future use of Foresters Tower block and surrounding area	Options appraisal for Foresters tower block by 2011.	Planning permission granted for upgrade works to Foresters Tower in November 2014 (14/02643/CT3). Works commenced on site November 2016 and were completed in July 2018.

**Table 21:** Core Strategy monitoring framework for Policy CS3 Regeneration Areas

- 4.2 Regeneration work is also progressing outside of the targeted priority regeneration areas, for example Northgate House in Central Oxford. Planning permission was granted in August 2018 for the demolition of the existing building and redevelopment of Northgate House to deliver retail, academic facilities and accommodation. As part of the project, Jesus College will improve the public realm in Market Street between Cornmarket Street and the Covered Market service yard. The College will also provide the City Council with developer contributions to continue this work further along Market Street.



**Image 1:** Northgate House upon completion

- 4.3 An application<sup>42</sup> for the erection of a new Secondary School (The Swan School) in Marston was submitted in May 2018. This application was approved in December 2018, and will eventually provide 1,260 school places. This new school will benefit the local community, most significantly by addressing the urgent need for more Secondary School places within Oxford. The school will welcome students in September 2019; however this will be in temporary classrooms until the development is complete.



**Image 2:** The Swan School upon completion

### **West End Area Action Plan (AAP)**

- 4.4 The previous AMR referred to the West End Area Action Plan (AAP). This document had previously formed part of the council's development plan but expired in 2016. As such, Indicator 22 relating to this AAP has been deleted.

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<sup>42</sup> [Planning application 18/01173/FUL](#)



## Oxpens

4.5 The Oxpens SPD was adopted in 2013. Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The site could deliver up to 500 new homes; retail; up to 10,400m<sup>2</sup> of B1a offices and B1b research and development floorspace; a hotel with around 155 bedrooms; and student accommodation. An application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units<sup>43</sup> went to planning committee in March 2017; planning committee resolved to grant permission subject to legal agreements. Since permission was granted in 2017, demolition work for the Student Castle Scheme has now commenced on site with the intention completion in 2020. Additionally, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place during 2020.

## Oxford Station SPD

4.6 Work on bringing forward the redevelopment of Oxford train station continued during 2018/19. The Supplementary Planning Document (SPD) builds on work carried out for the Oxford Station Masterplan and an architectural competition held in 2016. The SPD further develops the station masterplan and includes a new station, a multi-modal transport interchange and car park, as well as commercial and residential uses. The City Council produced a Draft Oxford Station Supplementary Planning Document (SPD) that was consulted on during summer 2017. Following this consultation, the Oxford Station SPD was adopted in November 2017. Work has been ongoing on this project in the period 2018/19.

## Indicator 23: BARTON AREA ACTION PLAN

The Barton Area Action Plan (AAP) guides development and change at the Barton strategic site, aiming to deliver a development that reflects Oxford's status as a world class city and which supports integration and sustainability. The Barton AAP identifies five key objectives to support this vision:

- Deliver a strong and balance community
- Bring wider regeneration of neighbouring estates
- Improve accessibility and integration
- Encourage a low-carbon lifestyle
- Introduce design that is responsive and innovative.

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS7, Barton Area Action Plan)

Performance against target 2018/19:



Performance in previous two years:

2017/18:

2016/17:

4.7 Policy CS7 of the Core Strategy, supported by the Barton AAP, allocates 36ha of land in the north of the city between Barton and Northway (known as land at Barton) for a predominately

<sup>43</sup> [Planning application reference 16/02945/FUL \(Oxford Business Centre\)](#)

residential development of 800-1,200 new dwellings. This is the largest residential development opportunity in the city.

- 4.8 Outline planning permission was granted in September 2013 for means of access for the erection of a maximum of 885 residential units (Class C3); a maximum of 2,500m<sup>2</sup> gross Class A1, A2, A3, A4 and A5 uses (with a maximum of 2,000m<sup>2</sup> gross food store Class A1); a maximum of 50 extra care housing units; a maximum of 7,350m<sup>2</sup> GEA hotel (Class C1); and a maximum of 3,000m<sup>2</sup> GEA Class D1, D2 floorspace (community hub) in development blocks ranging from 2 to 5 storeys with associated cycle and car parking, landscaping, public realm works, interim works and associated highway works.<sup>44</sup> A reserved matters application for works needed to prepare the site for development was approved in February 2015<sup>45</sup>; work commenced on site in Summer 2015. The new junction on the A40, connecting Barton Park to Northway, was completed in May 2017 and opened in August 2017.
- 4.9 A further reserved matters application for Phase 1 of the development (237 dwellings,) was approved in March 2016<sup>46</sup>, and construction began in January 2017. Phase 1 includes 40% affordable housing (95 units), all of which will be provided as social rent. Two further reserved matters applications for community sports facilities and a community sports pavilion were approved in April and December 2016.<sup>47</sup> The first homes were marketed for sale in September 2017, with the first residents moving into Phase 1 of the development in July 2018. In February 2019 the first council tenants started moving into their new homes following the handover of completed properties to the City Council by Hill. Work is on-going to bring forward the subsequent phases of development. In February 2018, Grosvenor announced house builder Redrow Homes had been appointed to deliver over 200 further dwellings for Phase 3 of the development<sup>48</sup>. In March 2019, Redrow Homes submitted a reserved matters application for 207 residential units (Class C3) and although outside of this monitoring period, was subsequently approved by East Area Planning Committee in August 2019<sup>49</sup>.

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<sup>44</sup> [Planning application reference 13/01383/OUT \(Barton Park outline planning permission\).](#)

<sup>45</sup> [Planning application reference 14/03201/RES \(Barton Park enabling works\).](#)

<sup>46</sup> [Planning application reference 15/03642/RES \(Barton Park Phase1\).](#)

<sup>47</sup> Planning application references [16/00067/RES](#) (Barton Park community sports facilities) and [16/02002/RES](#) (Barton Park Community Sports Pavilion).

<sup>48</sup> Phase 2 and 4 will follow later due to the positions of land on the site.

<sup>49</sup> Planning application reference [19/00518/RES](#) (Barton Park Phase 3)

**Indicator 24: NORTHERN GATEWAY AREA ACTION PLAN**

The Northern Gateway Area Action Plan (AAP) guides development and change at the Northern Gateway. It aspires to create a vibrant and successful extension to Oxford, with a flourishing community of knowledge-based industries and modern new homes. The Northern Gateway AAP identifies six key objectives to support this vision:

- Strengthen Oxford’s knowledge-based economy
- Provide more housing
- Improve the local and strategic road network and other transport connections
- Respond to the context of the natural and historic environment
- Create a gateway to Oxford
- Encourage a low-carbon lifestyle/economy

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS6, Northern Gateway Area Action Plan)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18: N/A**

**2016/17: N/A**

4.10 The Northern Gateway AAP was adopted in July 2015. In June 2018 it was announced that the development was to be renamed ‘Oxford North’. The Northern Gateway/Oxford North is a key element of the Oxford and Oxfordshire City Deal, which was agreed to support innovation-led economic growth. The City Deal partners and Government have agreed to invest a total of £17.8m in highway infrastructure at Oxford North to enable the development. Improvement works to both Wolvercote and Cutteslowe roundabouts were completed in September 2016. The next phase will include the provision of a link road between the A44 and A40 and new signalised junctions. This will be bought forward as part of the wider development at the Oxford North.

4.11 A planning application was submitted for the majority of the Northern Gateway Area Action Plan site. The application, reference 18/02065/OUTFUL, was received and validated on 31 July 2018 and is a hybrid application consisting of an outline and full application. The outline application proposes up to 87,300sqm of employment space, up to 550sqm of community space, up to 2,500sqm of Use Class A floorspace, up to a 180 bedroom hotel and up to 480 residential units as well as associated works, including the provision of a new link road between the A44 and A40 and an energy sharing loop. The full part of the application is for 15,850sqm of employment space and associated works. The application has been made by Thomas White (Oxford). Additional information was submitted in March 2019 at the request of the City Council, and as a result a further public consultation took place ending 27<sup>th</sup> April 2019.

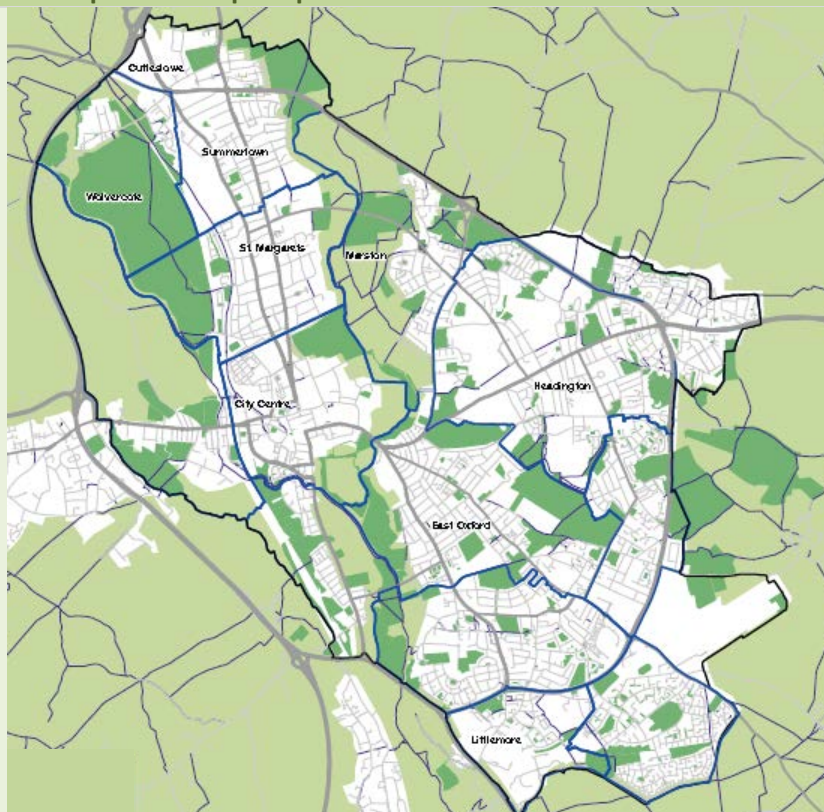
## Cleaner and Greener Oxford

**Ambition: An attractive and clean city that minimises its environmental impact by cutting carbon, waste and pollution**

### Environmental Snapshot

<b>Total area:</b>	17.6 square miles / 46 square kilometres
<b>Green Belt (% of total area):</b>	27% of Oxford's total area
<b>Allotments:</b>	36 allotment sites across the city
<b>Listed Buildings:</b>	More than 1,600 listed buildings
<b>Conservation Areas:</b>	18 conservation areas
<b>Parks with Green Flag status:</b>	Five parks (Cuttislowe & Sunnymead Park, Blackbird Leys Park, Hinksey Park, Florence Park and Bury Knowle Park)
<b>Carbon emissions per capita:</b>	4.4 tonnes per resident The target is to reduce Oxford's emissions by 40% by 2020, compared to a 2005 baseline. <sup>50</sup>
<b>Cycling infrastructure per Km<sup>2</sup>:</b>	Per 1km <sup>2</sup> there is an average of 0.49km of cycle infrastructure across Oxford. <sup>51</sup>
<b>Land area covered by grassland and forests:</b>	32% of the land within Oxford City Council's boundary is grassland or woodland. <sup>52</sup>
<b>Oxford Household Recycling Rate:</b>	Residual waste: 341.71kg per household in 2018/19 Household waste recycled and composted: 52.29% in 2018/19

### Spatial distribution of parks and open spaces in Oxford:<sup>53</sup>



<sup>50</sup> Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 5)

<sup>51</sup> Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 8)

<sup>52</sup> Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 13)

<sup>53</sup> Oxford City Council (2013) [Green Spaces Strategy 2013-2027](#) (Appendix 1)

**INDICATOR 25: CHANGES IN AREAS OF BIODIVERSITY IMPORTANCE**

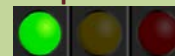
**Target: No net reduction in areas designated for their intrinsic environmental value i.e. SAC, SSSI, RIGS and locally designated sites** (Oxford Core Strategy Policy CS12)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**



- 5.1 Oxford has a diverse range of species and habitats and this is another part of what makes Oxford such a special place. It is important that Oxford’s biodiversity is maintained as this is central to natural processes such as the maintenance of air, soil and water quality, and the regulation of climate and flooding. Biodiversity and good quality natural environments also contribute to health and wellbeing and are a key part of Oxford’s character.
- 5.2 There are a number of sites in Oxford that are protected for their biodiversity and geological importance. This includes European designations (the Oxford Meadows Special Area of Conservation), national designations (Sites of Special Scientific Interest), and local level designations (local wildlife sites, local nature reserves and sites of local importance to nature conservation).
- 5.3 As part of the development of the new Local Plan 2036, the Council undertook a review of its local-level designated biodiversity sites. This resulted in a reduction in area of sites specifically designated for biodiversity purposes. However the emerging Local Plan introduces a different policy approach which looks at the multi-functional benefits of green spaces. This Green Infrastructure (GI) methodology provides protection for the majority of existing green spaces in the city.
- 5.4 Table 22 provides details of sites designated for their intrinsic environmental importance in Oxford. Sites are updated annually, and in the last monitoring year the area and number of Local Wildlife Sites has increased, from 14 to 19 sites. Additionally, following work on the Local Plan, the City Council has worked with Thames Valley Environmental Records Centre to re-assess the biodiversity value of some locally designated sites to ensure that they have the correct designation and level of protection to cover the emerging Local Plan period up to 2036. As a result of this work, the number of OCWS’ have decreased from 50 to 32 sites.

Designation	2014/15	2015/16	2016/17	2017/18	2018/19	Change
Special Areas of Conservation (SAC) (1 site)	177.1	177.1	177.1	177.1	177.1	No change
Sites of Special Scientific Interest (SSSI) (12 sites)	278.24	278.24	278.24	278.24	278.24	No change
Local Geological Sites (formerly	2.0	2.0	2.0	2.0	2.0	No change

Designation	2014/15	2015/16	2016/17	2017/18	2018/19	Change
known as Regionally Important Geological or Geomorphological Sites – (RIGS)) (2 Sites)						
Local Nature Reserves (3 Sites)	6.63	6.63	6.63	6.63	6.63	No change
Local Wildlife Sites (19 sites)	125.44	125.44	125.44	125.44	117.77	Change in site numbers and thus area
Oxford City Wildlife Sites (OCWS) – (formerly known as Sites of Local Importance for Nature Conservation - (SLINCs)) (32 sites)	202.5	202.5	202.5	202.5	134.93	Change in site numbers and thus area

Table 22: Area (ha) of sites designated for their environmental importance in Oxford (Natural England Data)

### INDICATOR 26: NATURAL RESOURCE IMPACT ANALYSIS AND ON-SITE RENEWABLE ENERGY GENERATION

**Target: 100% of qualifying planning permissions granted to comply with NRIA requirements  
Minimum of 20% on-site renewable or low carbon energy from qualifying sites**

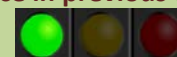
(Oxford Core Strategy Policy CS9, Sites and Housing Plan Policy HP11, Saved Local Plan Policy CP18)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**



5.5 Oxford City Council has a longstanding commitment to making Oxford more sustainable. This commitment can be realised by requiring sustainable design in planning policy. By requiring greater efficiency of resources and a proportion of energy from on-site renewable sources, we can mitigate the wider environmental effects of increasing urbanisation.

5.6 Core Strategy Policy CS9 and Saved Local Plan Policy CP.18 require non-residential developments of 2,000m<sup>2</sup> or more to submit a Natural Resource Impact Assessment (NRIA). The NRIA assesses a range of factors including energy efficient design, renewable energy generation, use of materials and water management, as set out in the NRIA SPD. Qualifying

developments are required to meet 20% of their energy needs on site through renewable and low carbon technologies. Rarely is the City Council likely to approve a development where an NRIA checklist score of at least 6 out of 11 is not achieved, including at least the minimum standard in each section.

- 5.7 The requirement to undertake NRIsAs for residential developments of 10+ dwellings was removed when Part L of the Building Regulations was updated to require improved energy efficiency standards in all residential developments. Instead, Policy HP11 of the Sites and Housing Plan requires all applications for new residential or student accommodation development to include an energy statement explaining how energy efficiencies have been incorporated. Policy HP11 also requires developments of 10+ dwellings, 20+ student rooms or more than 500m<sup>2</sup> of student accommodation to meet at least 20% of their energy needs from on-site renewable or low carbon technologies.

Application reference & Site	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
17/02832/FUL, 276 - 280 Banbury Road Oxford Oxfordshire OX2 7ED	Demolition and redevelopment of existing retail office, and residential premises, to provide a mixed-use scheme comprising 4 x units (use classes of either A1,A2,A3 or A4) at ground floor with a 180 bed hotel over three floors and 6 maisonette flats over two floors (1+x1 bed, 1x3 bed, 4x2 bed)	Not provided	20.06% (A number of measures including Combined heat and Power system and Air Source Heat Pumps).
17/02979/FUL, Wadham College Parks Road Oxford OX1 3PN	Proposed demolition of existing JCR and Goddard Building and erection of new collegiate development comprising an Access Centre and Undergraduate Centre (existing basement to be retained) including 20 accessible student bedrooms and social and academic facilities.	7	7.5% ( (Does not comply, however the planning committee report states this is because 'there are factors in the form of embodied carbon saving from re-use of the existing basement; the passive and other measures going beyond Building Regulations to reduce energy demand; use of available roof area for solar energy systems; and connection to an existing heating network that mitigate

Application reference & Site	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
			this. It is considered therefore due to these mitigating factors and the high quality architectural design of the proposal within a constrained site, that on balance that an exception could be made in this case')
18/00258/FUL, Northgate House 13 - 20 Cornmarket Street Oxford Oxfordshire OX1 3HE	Application for planning permission for the demolition of the existing building to ground level and the erection of a replacement building to provide replacement commercial units on the basement, ground and first floors, and new teaching facilities, ancillary accommodation and student fellows rooms on the upper floors for Jesus College.	8	26.65% (air source heat pumps, ground source heat pumps, photovoltaics).
18/00966/RES, Wolvercote Paper Mill Mill Road Oxford Oxfordshire OX2 8PR	Reserved matters of outline planning permission 13/01861/OUT seeking permission for the appearance, landscaping, layout and scale of 190 residential units, employment space, community facilities, public open space and facilities.	Not provided	20% (passive design measures, solar panels, use of renewables)
18/01340/FUL, Trinity College Broad Street Oxford OX1 3BH	Demolition of the existing building and the erection of a replacement building to provide a new auditorium, teaching, and student communal area. On the lower	9	29% (low carbon technology including air source heat pump and combined heat pump).



Application reference & Site	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
	<p>floors together with administration offices and student accommodation to the upper floors. The relocation and widening of the existing vehicular access from Parks Road further South. External alterations to the rear of the President's Garage. Landscape enhancements to the immediate setting of the proposed new building, library quad and the small quad to the south of library quad. Provision of covered cycle parking and replace glass house and machinery and tool store for the gardeners.</p>		
18/01687/FUL, St Edward's School , Woodstock Road, Oxford, OX2 7NN	<p>Erection of 2.5 storey boarding house with House Masters House, tutor flat and assistant House Masters Flat and associated facilities to accommodate 70 students (aged 13-18) in 55 bedrooms over three floors</p>	Not provided	30% (low/zero carbon technologies, CHP engine).
18/02818/FUL, Rose Hill Advice Centre And Scout Hut Ashhurst Way Oxford Oxfordshire OX4 4RF	<p>Demolition of existing buildings and erection of two residential buildings (part two and part three storey) comprising 18no. residential dwellings (C3 Use Class) with associated access, parking and landscape arrangements.</p>	Not provided	20.6% (solar panels)

**Table 23:** Qualifying developments compliance with NRIA requirements (permissions) 2018/19

**INDICATOR 27: DEVELOPMENT IN THE GREEN BELT**

**Target: No inappropriate development in the Green Belt unless specifically allocated in Oxford’s Local Plan**  
(Oxford Core Strategy Policy CS4)

**Performance against target 2018/19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**



5.8 Green Belt is a policy designation that aims to prevent urban sprawl by keeping land surrounding urban areas open and undeveloped. Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.

5.9 Table 24 provides details of planning permissions granted for development in the Green Belt within the city boundary during the monitoring year. All applications were considered against Green Belt policies set out in the National Planning Policy Framework and Core Strategy. No inappropriate development was permitted during 2018/19.

Location	Application reference	Development	Reason for Approval
University Sports Centre Iffley Road Oxford OX4 1EQ	18/02701/FUL	Installation of replacement lighting associated with the hockey pitch, approach roadway and car park.	The replacement luminaires would not likely give rise to any significant detrimental visual impacts or likely impact upon any protected view cones to a level which would be deemed unacceptable, above and beyond the existing situation.
Botanic Gardens High Street Oxford OX1 4AZ	19/00093/FUL	Removal of 2no sheds from the Rose Cottage garden, replacement of fencing. Erection of a new shed on the western part of the site.	The proposed new shed would fit into this area visually, and would not look out of place. It has been concluded that the development would preserve the listed building and the character and appearance of the Conservation Area, and so the proposal accords with sections 16 and 72 of the Act. The proposed works are justified, and

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Location	Application reference	Development	Reason for Approval
			would not cause harm to heritage assets
The Observatory, South Parks Road, Oxford, OX1 3RQ	18/03383/FUL	Installation of a welfare compound and erection of modular buildings for a temporary period in connection with Biochemistry Phase 2 construction works.	Two main reasons: Firstly, the opportunity to improve the landscaping in this area at the end of the temporary period, which would make a positive contribution to the openness and permanence of the Green Belt. Secondly, the need for the facility in this location, as demonstrated by the site search detailed in the planning application and the wider Phase 2 Biochemistry development it would. Thus, very special circumstances exist with this case and the harm to the Green Belt that would be caused by development is acceptable in compliance with local and national Green Belt policy.
1 The Cottage, Ferry Road	17/01646/FUL	Demolition of the existing side extension. Erection of a single storey side extension.	The visual appearance of the proposal is considered to be acceptable and would not be harmful to the existing house and surrounding area.  The proposal is for a small domestic extension and would be an unobtrusive change to the Green Belt setting.

**Table 24:** Planning permissions granted for development in the Green Belt in 2018/19

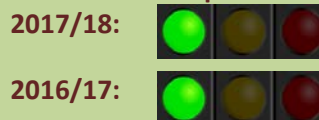
**INDICATOR 28: HERITAGE ASSETS AT RISK**

**Target: A decrease in heritage assets at risk or no net increase in heritage assets at risk**  
(Oxford Core Strategy Policy CS18)

**Performance against target 2018/19:**



**Performance in previous two years:**



5.10 Oxford has a long, rich history and the city benefits from a diverse range of heritage assets. It is important that Oxford’s heritage assets are protected and enhanced as they are an important part of the city’s character and should be maintained for the benefit of future generations.

5.11 The National Planning Policy Framework requires that local planning authorities should make information about the significance of the historic environment, gathered as part the development management process, publicly accessible. This Core Strategy established a target for the production of a Heritage Plan for Oxford. One component part of the Heritage Plan that has already been completed is a six year [Archaeological Action Plan \(2013-2018\)](#) that establishes the objective of producing an annual monitoring statement for archaeological heritage assets. The aim being to capture data about the patterns of development impacts and also monitor the effectiveness of heritage management processes. The [report](#) provides a short overview of the scope and impact of development led archaeology in Oxford in 2018. The annual statement will provide a basis for monitoring the on-going cumulative impact of both development and asset management on the city’s archaeological resource.

5.12 Historic England’s ‘Heritage at Risk’ programme identifies the heritage assets that are most at risk of being lost as a result of neglect, decay or inappropriate development across England. In 2018/19 two of Oxford’s heritage assets were identified as being at risk (Table 25).

Heritage Asset	Condition	Priority Category
Swing bridge, near Rewley Road	Very Bad	F - Repair scheme in progress and (where applicable) end use or user identified.
Church of St Thomas the Martyr, St Thomas Street	Poor	C - Slow decay; no solution agreed

**Table 25:** Heritage assets at risk in Oxford (September 2019)

5.13 The same heritage assets have previously identified as being at risk in the previous AMR. There has been no notable change in their condition, although a repair scheme for the Swing Bridge is currently underway. There has been no net change in the number of assets at risk when compared to the previous monitoring year.

**INDICATOR 29: APPLICATIONS INVOLVING THE TOTAL, SUBSTANTIAL OR PARTIAL DEMOLITION OF A LISTED BUILDING**

**Target: 0% Listed Building Consents or planning permissions granted that involve the total, substantial or partial demolition of a listed building**

(Oxford Core Strategy Policy CS18)

**Performance against target 2018:19:**



**Performance in previous two years:**

**2017/18:**



**2016/17:**



5.14 Listed buildings are irreplaceable heritage assets and as such should be protected from substantial harm which in the worst instance will include their total or substantial demolition. As such it is the City Council's duty as custodians of Oxford's unique, historic environment to resist such loss of heritage assets as far as possible.

5.15 Four applications were received in 2018/19 which involved the partial demolition of a listed building. The applications were permitted subject to conditions (Table 26).

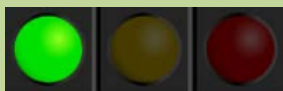
Application reference	Decision	Location	Proposal
19/00791/LBC  (Amended proposal from previously approved consent below - 18/01613/LBC)	Permitted (June 2019)	26 Mill Lane Iffley Oxford OX4 4EJ	Partial demolition of listed building. Erection of single storey and two storey extensions to south and west elevations, Formation of lightwell to create basement and formation of 2no. rooflights to south elevation. Construction of stone wall to east boundary and associated landscaping. Internal alterations.
18/01613/LBC	Permitted	26 Mill Lane Iffley Oxford OX4 4EJ	Part demolition of listed building. Erection of single storey and two storey extensions to south and west elevations, construction of basement. Construction of stone wall to east boundary and associated landscaping. Internal alterations.

Application reference	Decision	Location	Proposal
18/00897/LBC	Permitted	Student Accommodation At The Mitre, No. 16 High Street And Nos. 3-7 Turl Street Oxford	Turl Street: erection of two storey infill lodge building. Courtyard: localised demolition of existing buildings, formation of new first floor access platform, including new stairs, canopy and decking to connect existing buildings, bike storage, new entrances, alterations to doors and fenestration, relocation of extract plant and condensers to new plant stack. Exterior: repair and renewal works to roofs of No's 3, 6 and 7 Turl Street, replacement dormers to no's 4 and 5 Turl Street and No. 16 High Street. Interior: internal reconfiguration, addition of en-suites, upgrading of all mechanical and electrical services, fire safety measures, provision of an internal fire escape in 16 High Street existing in the Covered Market Entranceway and other alterations.
18/00457/LBC	Permitted	19-20 Beaumont Street Oxford Oxfordshire OX1 2NA	Partial demolition and reconstruction of boundary wall to rear.
18/01016/LBD	Permitted	9 Merton Street Oxford Oxfordshire OX1 4JE	Part demolition of curtilage boundary wall in association with landscaping of existing garden areas to 9 & 10 Merton Street. (Amended plan)


**Table 26:** Applications involving the total, substantial or partial demolition of a listed building determined during 2018/19


- 5.16 Application 19/00791/LBC as permitted includes the partial demolition of a listed building. This application sought some small amendments to a previously consented scheme: 18/01613/LBC. The removal of the existing single-storey 1970s extensions was considered to not cause harm to the special interest, character or appearance of the listed building and therefore was not objected to. Additionally, it was considered that the existing two-storey rear wing contributes little to the special architectural and historic interest of the listed building, and given that was an opportunity to better reveal and enhance the significance of the building through the application, the principle of its removal was not objected to.
- 5.17 Application 18/00897/LBC as permitted proposed the localised demolition of existing buildings in the Courtyard. The works would ultimately improve the escape routes and circulation around the site, which would not have a harmful impact on the settings of the listed buildings, and would better reveal the significance of the rear of The Mitre through the removal of later unsympathetic link extensions. The new openings would result in the loss of a small selection of fabric from the rear elevation of The Mitre. However, the small amount of harm caused is considered to be outweighed by the public benefits of improving the circulation and escape routes.
- 5.18 Application 18/00457/LBC as permitted proposed the partial demolition and reconstruction of the rear boundary wall. The proposals were considered reversible, justified and proportionate, and minor/no harm would be caused as a result of the works.
- 5.19 Application 18/01016/LBD as permitted comprises of the removal of a section of a brick curtilage wall in order to create an opening and access between the garden areas of two adjoining properties. While the creation of a new opening would involve the removal of historic fabric and reduce the overall integrity of the wall and listed building, the council deemed that the extent of the harm caused by the scale of the works will be less than substantial. The reuse of existing bricks to make improvements to other poorly rebuilt sections of the wall would mitigate the harm caused. It was also considered that there are public benefits that would arise from the provision of a more usable, accessible and flexible communal garden areas, which would outweigh the less-than-substantial harm to the listed building context. It is noted that the application was submitted as a resubmission to a previously refused scheme, which proposed the demolition of the entire boundary wall.
- 5.20 Overall, whilst the performance in 2018/19 is below the established baseline, the total harm caused to listed buildings was minor.

**INDICATOR 30: APPEALS ALLOWED WHERE CONSERVATION POLICIES WERE CITED AS A REASON FOR REFUSAL**  
**Target: 80% of appeals dismissed where conservation policies are cited as a reason for refusal** (Oxford Core Strategy Policy CS18)

**Performance against target 2018/19:** 

**Performance in previous two years:**

2017/18: 

2016/17: 

- 5.21 Oxford has a rich heritage, spanning over one thousand years. While it is clear that modern development must happen for Oxford to successfully function as an urban space, this should not be at the expense of Oxford’s heritage assets. Oxford’s conservation policies are therefore intended to accommodate modernity and growth but manage their effect on the historic environment.
- 5.22 Oxford’s detailed conservation policies are the Saved Local Plan 2001-16 historic environment policies. Five appeals were determined in 2018/19 where these policies were cited as one of the reasons for refusal. Of these, all were dismissed (100%).
- 5.23 Performance in 2018/19 is demonstrates an improvement to the results in the previous AMR. However, the usefulness of using a percentage based target as a measure of the success of the policy remains questionable, given that the key factor (the number of appeals received) is subject to unpredictable variations year on year. It will therefore be prudent to give consideration to an alternative measure for the success of comparable heritage policies in the upcoming Local Plan 2036.

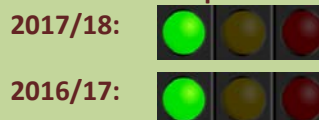
**INDICATOR 31: TREE PRESERVATION ORDERS (TPOS)**

**Target: 0% of applications for felling trees that are the subject of a TPO to be approved by the City Council contrary to officers’ recommendations** (Oxford Core Strategy Policy CS18)

**Performance against target 2018/19:**



**Performance in previous two years:**

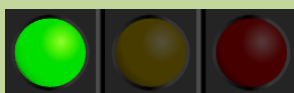


- 5.24 There were no permissions granted for the felling of trees subject to a TPO contrary to officers’ recommendations in 2018/19.

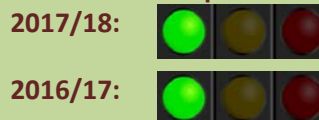
**INDICATOR 32: LOSS OF PUBLIC OPEN SPACE, OUTDOOR SPORTS AND RECREATION FACILITIES**

**Target: No net loss to other uses of publically accessible open space, outdoor sports and recreation facilities** (Oxford Core Strategy Policy CS21)

**Performance against target 2018/19:**



**Performance in previous two years:**



- 5.25 Public open space, outdoor sports and recreation facilities provide a range of benefits including helping to support health and wellbeing. No planning applications were permitted where there would be a net loss of publicly accessible open space, outdoor sports or recreation facilities in 2018/19.



5.26 Planning permissions have been granted for a number of applications that are small in scale or directly opposite/adjacent to protected spaces, such as community halls, sports pavilions. The majority of the applications have comprised of developments that would not result in a meaningful loss of open spaces. Where this is not the case such as the Harlow Centre,<sup>54</sup> a net gain in replacement provision has been provided to ensure the loss of space is adequately mitigated.

**INDICATOR 33: TRAFFIC GROWTH AT INNER AND OUTER CORDONS**

**Target: Inner Cordon - no more than 0% growth**  
**Outer Cordon - no more than 0.2% average annual growth** (Oxford Core Strategy Policy CS14)

Performance against target 2018/19:



Performance in previous two years:

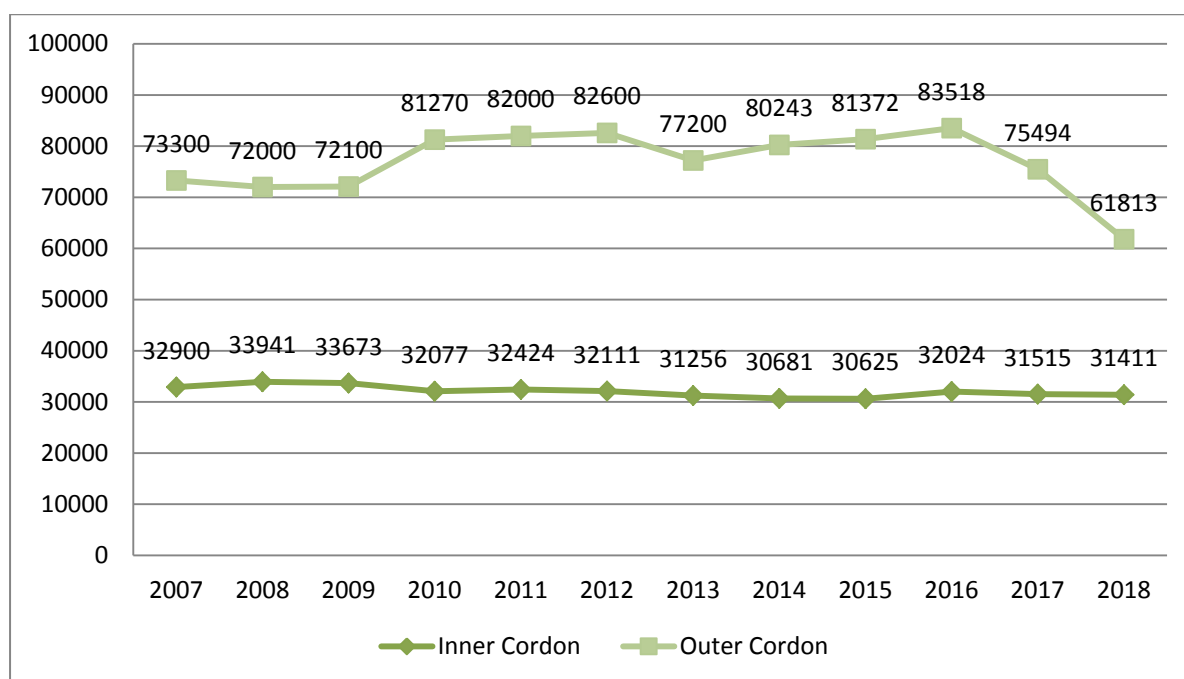
2017/18:



2016/17:



5.27 Oxfordshire County Council monitors traffic flows at two ‘cordons’ in Oxford. The inner cordon count provides an indication of the average number of vehicles entering the city centre on any given weekday, whilst the outer cordon count provides an indication of the number of vehicles entering Oxford from beyond the city boundary on any given weekday.



**Figure 8:** Traffic flows in Oxford at inner and outer cordons 2007-2018

5.28 Figure 8 shows that the number of vehicles travelling into the city centre (inner cordon) has decreased relatively consistently since the Core Strategy 2006 baseline (36,000 vehicles). Following on from the previous monitoring period, the number of vehicles measured in the

<sup>54</sup> [18/01173/FUL \(Harlow Centre\)](#)

traffic flow of the inner cordon has reduced by 0.33% which resumes the downward trend in the figures and remains significantly below the 2006 baseline.

- 5.29 The number of vehicles travelling into Oxford from across the city boundary (outer cordon) has shown a greater amount of fluctuation since the 2006 baseline. This is possibly due to the introduction of additional monitoring locations in 2010, resulting in a higher volume of traffic registered from that year, and a faulty receptor in 2013, meaning the data for that year shows less traffic. For 2018 the available monitoring data indicates an 18% reduction in the number of vehicles travelling into Oxford compared to the previous monitoring year, however it should be noted that a receptor appears to have returned incomplete data, most likely due to a fault, and there may therefore be some undercounting of the outer cordon figures.
- 5.30 The issue of traffic flows and their management remains a difficult issue for the City Council to manage in the context of rapid population growth both within the city and the surrounding area, with many people commuting into Oxford from the wider city-region for work, leisure, health and education services. It remains to be seen whether the figures are part of an established trend or a temporary fluctuation. The City Council will meanwhile continue with various measures to encourage more sustainable travel options than private cars. A City Centre Movement and Public Realm Study were commissioned in partnership with the County Council to support work on the emerging Local Plan 2036 in September 2017. The report was published in July 2018.

## An Efficient and Effective Council

### LOCAL DEVELOPMENT SCHEME MONITORING

- 6.1 The Local Development Scheme (LDS) is a project plan that sets out timescales for the preparation and revision of documents in Oxford's Local Plan and other planning policy documents. The LDS provides details on what each document will contain and the geographical area it will cover. The LDS for this monitoring year was the LDS 2018-2021. A new LDS for Oxford will be produced later in 2019 and will cover the period 2019-2022.
- 6.2 As set out in the current LDS, the City Council is currently working on producing a new Local Plan that will shape development in Oxford up to 2036. When adopted, the Local Plan 2036 will replace the Core Strategy, Sites and Housing Plan and the saved policies of the Oxford Local Plan 2001-2016.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2018/19 monitoring year
Oxford Local Plan 2036	Proposed submission consultation (Regulation 19)	The proposed submission consultation was carried out in December 2018 in line with the LDS timescales. Following the close of the consultation the responses were summarised and both the responses and summary were sent to the Planning Inspectorate as part of the Local Plan submission.
Oxford Local Plan 2036	Submission	The submission draft Oxford Local Plan 2036 was submitted to the Planning Inspectorate in March 2019 as per the timescales published in the LDS.

**Table 27:** Progress against Local Development Scheme timescales in 2018/19

- 6.3 The Oxfordshire Plan 2050 (previously known as the Joint Statutory Spatial Plan) is also being prepared which will contain strategic policies for Oxfordshire for the period to 2050.

### DUTY TO COOPERATE MONITORING

- 6.4 The Duty to Cooperate, introduced by the Localism Act 2011, requires on-going, constructive collaboration and active engagement with neighbouring authorities and other statutory bodies when preparing Local Plan documents.
- 6.5 The City Council has also been actively involved in a number of on-going joint-working and partnership relationships, which help to inform a shared evidence base for plan making and addressing strategic and cross-boundary issues. This includes the Oxfordshire Growth Board; the Oxfordshire Local Enterprise Partnership (LEP); the Oxfordshire Area Flood Partnership; and the Oxfordshire Planning Policy Officers Group. These meetings are attended either by lead members and/or by a range of senior officers. Engagement with other stakeholders about Duty to Cooperate matters is also important for the Local Plan 2036, and commentary about those processes is provided in more detail in the Local Plan Consultation Statement.
- 6.6 A detailed [Duty to Cooperate Statement](#) has been prepared which outlines the scope and nature of engagement, both formal and informal, and the impact this cooperation has had on

decisions made by the Council, including which planning policies have been put forward and why.

## **NEIGHBOURHOOD PLAN MONITORING**

6.7 The 2011 Localism Act introduced new powers for communities that enable them to be directly involved in planning for their areas. Neighbourhood planning allows communities to come together through a parish council or neighbourhood forum to produce a neighbourhood plan. Neighbourhood plans are about developing land in a way that is sympathetic to the needs of local stakeholders and that gives local people a greater say in where new development should go and what it should look like. Once plans are adopted they will become an important consideration when making decisions on planning applications.

### **Headington Neighbourhood Plan**

6.8 The Headington Neighbourhood Plan was formally made on 20 July 2017. It therefore forms part of the development plan and has been subsequently used in to help determine planning applications in the Headington Neighbourhood Area.

### **Summertown and St Margaret's Neighbourhood Plan**

6.9 The Summertown and St. Margaret's Neighbourhood Plan was successful at Referendum, with approximately 93% of voters electing for Oxford City Council to use the plan to help it determine planning applications in the Summertown and St Margaret's neighbourhood area. Following this positive result, the plan was formally made on 9 March 2019 and now forms part of the development plan.

### **Wolvercote Neighbourhood Plan**

6.10 The Wolvercote Neighbourhood Plan was examined in late 2018. During the course of the independent examination, the forum as a 'qualifying body' ceased in January 2019. This is because designation as a Neighbourhood Forum lasts 5 years from the date it is designated. Once the designation expires, if the Neighbourhood Forum wishes to continue as such, the council will require the organisation to seek a renewal of its designation. The Wolvercote Neighbourhood Area and Forum was re-designated on 13 March 2019. The Examiner's report was issued in July 2019 and subject to the incorporation of all of the modifications set out in the report, the Examiner recommended the Neighbourhood Plan should proceed to referendum. All modifications were agreed at Cabinet on 9 October 2019, therefore the Plan will proceed to referendum, most likely early 2020.

### **Littlemore Neighbourhood Plan**

6.11 Littlemore Parish Council has started work on producing a neighbourhood plan. Following on from the successful area application at the City Executive Board Meeting on 15 August 2017, an initial consultation on the vision and scope of the plan was carried out. The Parish Council undertook a survey which highlighted key issues for the plan to address. These included

indications of the results of that consultation showed that the main issues to be planning and transport.

## STATEMENT OF COMMUNITY INVOLVEMENT MONITORING

6.12 Effective community engagement is essential to good planning. The Statement of Community Involvement in Planning (SCIP) sets out how the City Council will involve the community and other stakeholders in both developing planning policy documents and determining planning applications. The AMR reports on planning policy consultations undertaken during the monitoring year and explains how they have complied with the SCIP.

### Oxford Local Plan 2036: Proposed Submission Consultation (Regulation 19)

<b>Consultation dates:</b>	1 November 2018 – 28 December 2018 (eight weeks)
<b>Summary of what we did:</b>	<p>The consultation period on the submission draft Oxford Local Plan 2036, SA Report and the suite of technical evidence base documents commenced on 1st November 2018. Representations were invited initially over a six week period until 13th December 2018. This was extended subsequently to a total of eight weeks until 28th December 2018. This consultation period exceeds the requirements of the Town and Country Planning (Local Planning) Regulations 2012 and the City Council’s usual consultation period as identified in its Statement of Community Involvement.</p> <p>Notice of the consultation was communicated by email and letter on 1 November 2018 to those on the City Council’s database. The Council became aware that a technical error meant that not all notifications were sent (those affected were some of the respondents to the previous consultations) so a further notification was sent on 16 November 2018. The decision was made to extend the consultation period to maximise people’s opportunity to comment.</p> <p>The publication period was publicised by a wide range of methods primarily via direct notification. Notice of the consultation was also disseminated by other means, including:</p> <ul style="list-style-type: none"> <li>• by notice given in “Your Oxford”, in the edition published on 29 October 2018;</li> <li>• by press release and extensive local press coverage including through a widely reported interview with the Planning Portfolio Holder (Oxford Mail 17th October 2017) (Appendix 4);</li> <li>• through a launch event with the Civic Society to which local stakeholder groups were invited;</li> <li>• through social media;</li> <li>• through notices posted on community notice boards;</li> <li>• through drop in events that were held in the town hall (Wednesday 7th November 4pm-7pm and Saturday 17th November 10am-1pm);</li> <li>• through attendance by planning officers at meetings of groups such as the Oxford Preservation Trust to discussion and given guidance on how to respond to the draft Plan.</li> </ul>
<b>Further information:</b>	More information on the consultation, including summaries of the comments received, can be found in the Proposed Submission <a href="#">Consultation Statement</a> and associated <a href="#">Appendix</a> .

## COMMUNITY INFRASTRUCTURE LEVY MONITORING

- 6.13 The Community Infrastructure Levy (CIL) is a tariff in the form of a standard charge on new development to help the funding of infrastructure. Oxford's CIL Charging Schedule came into effect on the 21 October 2013. Planning applications determined on or after 21 October 2013 may therefore be subject to CIL.<sup>55</sup> CIL rates are updated each January to reflect indexation.
- 6.14 The Council will use CIL to secure Strategic Infrastructure (as shown on the Regulation 123 list of infrastructure) whilst the local infrastructure will be secured through Planning Obligations in line with the Policies of the Core Strategy and the Affordable Housing & Planning Obligations SPD.
- 6.15 Regulation 62 of the CIL Regulations (as amended) requires charging authorities to "*prepare a report for any financial year ("the reported year") in which – a) it collects CIL or CIL is collected on its behalf; or b) an amount of CIL collected by it or by another person on its behalf (whether in the reported year or any other) has not been spent.*" Table 28 sets out the CIL Monitoring information as required by regulation 62(4) for the period 1 April 2018 to 31 March 2019. Data for the 2014/15, 2015/16, 2016/17 and 17/18 monitoring years is also included for comparative purposes.

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<sup>55</sup> The Community Infrastructure Levy Charging Schedule (October 2013) sets out which developments are liable for CIL and how CIL is calculated.

Annual Monitoring Report 2018/19

Regulation Reference	Description	2014/15 (£)	2015/16 (£)	2016/17 (£)	2017/18 (£)	2018/19 (£)	Total (£)
(3)	Land payments made in respect of CIL, and CIL collected by way of a land payment which has not been spent at the end of the reported year:- (a) development consistent with a relevant purpose has not commenced on the acquired land; or (b) the acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent.	Nil	Nil	Nil	Nil	Nil	Nil
4(a)	Total CIL receipts	1,379,000	2,046,196	2,295,923	4,995,586	4,812,471	15,536,240
4(b)	Total CIL expenditure	Nil	350,000	990,540.00	1,155,761	1,815,559	4,661,860
4 (c) (i)	The items of infrastructure to which CIL (including land payments) has been applied	N/A	1 Item <sup>56</sup>	2 Items <sup>57</sup>	2 Items <sup>58</sup>	4 Items <sup>59</sup>	N/A
4 (c) (ii)	Amount of CIL expenditure on each item	N/A	350,000	1.£730k 2.£260,540	1.£380k 2. £775,761k	1.£207,288 2.£94,271 3.£380,000 4.£1,134,000	4,661,860
4 (c) (iii)	Amount of CIL applied to repay money borrowed, including any interest with details of the infrastructure items which that money was used to provide (wholly or in part)	Nil	Nil	Nil	Nil	Nil	Nil
4 (c) (iv)	Amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation (5%)	68,950 (5%)	103,510 (5%)	114,796 (5%)	249,779 (5%)	238,987 (5%)	776,375 (5%)
4 (ca)	Amount of CIL passed to any local council (i.e. a parish council) under regulation 59A or 59B; and any person under regulation 59(4) (i.e. to another person for that person to apply to funding the provision, improvement, replacement, operation or maintenance of infrastructure)	14,895	18,941	13,230	34,784	25,531	107,381
4 (cb) (i)	Total CIL receipts under regulations 59E and 59F i.e. CIL recovered from parish councils because it hasn't been spent within five years, or the neighbourhood element of CIL in areas that do not have parish councils (15% in areas without an adopted Neighbourhood Plan)	193,015	484,603	723,881	1,334,223	1,949,378	4,686,16
4 (cb) (ii)	The items to which the CIL receipts to which regulations 59E and 59F applied have been applied	N/A	N/A	105,000	105,000	95,000	305,000
4 (cb) (iii)	Amount of expenditure on each item	N/A	N/A	2,500	2,500 <sup>60</sup>	2,500 <sup>61</sup>	95,000
4 (cc) (i)	Total value of CIL receipts requested from each local council under a notice served in accordance with regulation 59E	Nil	Nil		Nil	Nil	Nil
4 (cc) (ii)	Any funds not yet recovered from local councils at the end of the monitoring year following a notice served in accordance with Regulation 59E	Nil	Nil		Nil	Nil	Nil
4 (d) (i)	Total amount of CIL receipts retained at the end of the monitoring year, other than those to which regulation 59E or	1,103,200	1,286,957	846,198*	2,823,200	3,807,097	9,020,454

<sup>56</sup> Oxford Spires Academy – provision of a new gym with community access.

<sup>57</sup> 1. Oxford & Abingdon Flood Alleviation Scheme 2.Quarry Pavilion construction

<sup>58</sup> 1. Oxford & Abingdon Flood Alleviation Scheme 2.Quarry Pavilion construction

<sup>59</sup> 1.Extension to Seacourt P&R, 2.Bullington Community Centre 3.Oxford & Abingdon Flood Alleviation Scheme  
4.Westgate Public Realm Improvements

<sup>60</sup> £2500 was passed to each ward councillor in non-parished wards

<sup>61</sup> £2500 was passed to each ward councillor in non-parished wards

## Annual Monitoring Report 2018/19

Regulation Reference	Description	2014/15 (£)	2015/16 (£)	2016/17 (£)	2017/18 (£)	2018/19 (£)	Total (£)
	59F applied (i.e. CIL recovered from parish councils, or the neighbourhood element of CIL in areas that do not have parish councils)						
4 (d) (ii)	CIL receipts from previous years retained at the end of the monitoring year other than those to which regulation 59E or 59F applied	5,651	1,108,851	2,395,808	3,242,006	6,065,166	N/A
4 (d) (iii)	CIL receipts for the monitoring year to which regulation 59E or 59F applied retained at the end of the monitoring year	191,955	291,588	130,788**	627,061	616,293	1,242,452
4 (d) (iv)	CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the monitoring year	1,060	193,015	484,603	615,391	1,242,452	N/A
4 (e) (i)	In relation to any infrastructure payments accepted, the items of infrastructure to which the infrastructure payments relate	N/A	N/A	N/A	N/A	N/A	N/A
4 (e) (ii)	In relation to any infrastructure payments accepted, the amount of CIL to which each item of infrastructure relates	N/A	N/A	N/A	N/A	N/A	N/A

**Table 28:** Community Infrastructure Levy Monitoring 2014/15-2018/19

\*Amended amount due to some late payments for the financial year

\*\*this has been amended due to the payment to ward councillors as per 4 (cb) iii and a cancelled invoice

### S106 AGREEMENT MONITORING

6.16 In 2018/19, £86,752 of developer contributions held by the City Council was spent (Table 29).

Type of expenditure	Expenditure amount 2018/19
Park and Ride	£40,565
Leisure	£27,384
Environmental improvements	£18,803
<b>Total</b>	<b>£86,752</b>

**Table 29:** S106 expenditure 2018/19



6.17 As of 1 April 2019 the City Council held £8,415,052 of developer funding which is due for expenditure (subject to Council approval) as set out in Table 30.

Type of expenditure	Amount of s106 developer contributions due for expenditure	
	2019/20	2020/21 and beyond
Affordable housing	Nil	£7,593,564
Community facilities	£19,886	£100,000
Pedestrian infrastructure	Nil	£220,420
Leisure	£22,063	£152,882
Environmental improvements	£72,000	£195,553
Works of art	£8,000	£30,684
<b>Total amount due for expenditure</b>	<b>£121,949</b>	<b>£8,293,103</b>

**Table 30:** S106 money due for expenditure in 2018/19 and beyond<sup>62</sup>

<sup>62</sup> The figures for the years of expenditure are only approximate and may change due to slippage or early completion of schemes.

## Glossary

<b>Affordable housing</b>	Homes that are available at a rent or price that can be afforded by people who are in housing need. It includes social rented housing, intermediate affordable housing and shared ownership housing.
<b>Appeal</b>	If a planning application is refused, is not determined on time, or is permitted with conditions that the applicant does not agree with, then applicant has the right to appeal. The case will then be reviewed by the Planning Inspectorate.
<b>Area Action Plan (AAP)</b>	AAPs form part of the Local Plan. They guide development in key growth areas by establishing area specific objectives, policies and proposals.
<b>Article 4 Direction</b>	A direction which withdraws automatic planning permission granted by the General Permitted Development Order.
<b>Biodiversity</b>	Diversity of plant and animal life, usually measured by number of species.
<b>Community Infrastructure Levy (CIL)</b>	CIL is a standard charge on new development which is used to help fund infrastructure provision.
<b>Core Strategy</b>	One of the documents in Oxford's Local Plan. It sets out the long-term spatial vision for the city, with objectives and policies to deliver that vision.
<b>Duty to Cooperate</b>	A legal duty that requires local planning authorities to work with neighbouring authorities and key public bodies to maximise the effectiveness of Local Plan preparation in relation to strategic cross boundary matters.
<b>Dwelling</b>	A self-contained unit of residential accommodation (house, flat, maisonette, studio, etc.) but not a house in multiple occupation (HMO), bedsit or communal home.
<b>Green Belt</b>	An area of undeveloped land, where the planning policy is to keep it open to (amongst other purposes) prevent urban sprawl and preserve the setting and special character of Oxford and its landscape setting.
<b>Greenfield land</b>	There is no formal definition of greenfield land since the revocation of the Town and Country Planning (Residential Development on Greenfield Land) (England) Direction 2000 in 2007.
<b>Gross Internal Area (GIA)</b>	The area of a building measured to the internal face of the perimeter walls at each level.
<b>Heritage Asset</b>	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
<b>Houses in Multiple Occupation (HMOs)</b>	Shared houses occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.
<b>Housing trajectory</b>	A tool that is used to estimate the number of homes likely to be built in the future, usually shown as a graph.
<b>Local Development Scheme (LDS)</b>	Outlines every Local Plan document that the City Council intends to produce over the next three years along with timetables for their preparation.
<b>Local Plan</b>	The plan for the future development of Oxford, produced by the City Council in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under

	the 2004 Act. The documents that make up Oxford's Local Plan are listed in Appendix A.
<b>National Planning Policy Framework (NPPF)</b>	The National Planning Policy Framework sets out the government's planning policies for England and how these are expected to be applied.
<b>Neighbourhood Plan</b>	Plans created by communities that establish a shared vision for their neighbourhood. Neighbourhood Plans can set out where new development should go, what it should look like and the infrastructure that should be provided.
<b>Natural Resources Impact Analysis (NRIA)</b>	A NRIA should evaluate the use of natural resources and the environmental impacts and benefits arising from a proposed development, both at the construction phase and through the subsequent day-to-day running of the buildings. Where an NRIA is required, it must demonstrate how the building is designed to minimise the use of natural resources over its lifetime.
<b>Planning Practice Guidance (PPG)</b>	A web-based resource that brings together national planning practice guidance for England.
<b>Previously Developed Land (PDL)</b>	Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. This excludes land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
<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>Special Areas of Conservation (SACs)</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 (SPD)</b>	A type of planning policy document that supplements and elaborates on policies and proposals in the Local Plan. It does not form part of the Local Plan and is not subject to independent examination
<b>Sustainability Appraisal (SA)</b>	A social, economic and environmental appraisal of strategy, policies and proposals required for Local Plan documents and sometimes Supplementary Planning Documents.
<b>Tree Preservation Order (TPO)</b>	A legal order made by the local planning authority, that prohibits the cutting down, uprooting, topping, lopping, willful damage or willful destruction of a tree or group of trees without the express permission of that authority.

## Appendix A: Oxford's planning policy documents

Document	Date of Adoption
<b>The Local Plan</b>	
This includes a number of policy documents that have been prepared and adopted separately.	
Core Strategy 2026	March 2011
Sites and Housing Plan 2011-2026	February 2013
Oxford Local Plan 2001-2016 (Saved Policies)	November 2006
Northern Gateway Area Action Plan	July 2015
Barton Area Action Plan	December 2012
Policies Map	July 2015
<b>Supplementary Planning Documents (SPDs)</b>	
Affordable Housing and Planning Obligations SPD	September 2013
Balance of Dwellings SPD	January 2008
Diamond Place SPD	July 2015
Jericho Canalside SPD	December 2013
Natural Resource Impact Analysis SPD	November 2006
Oxford Station SPD	November 2017
Oxpens Master Plan SPD	November 2013
Parking Standards SPD	February 2007
Telecommunications SPD	September 2007
<b>Technical Advice Notes (TANs)</b>	
TAN 1A: Space Standards for Residential Development	May 2016
TAN 2: Energy Statement TAN	November 2013
TAN 3: Waste Storage TAN	November 2014
TAN 4: Community Pubs TAN	November 2014
TAN 5: External Wall Insulation	March 2016
TAN 6: Residential Basement Development	June 2016
TAN 7: High Buildings	October 2018
TAN 8: Biodiversity	March 2019
<b>Other planning policy documents</b>	
Annual Monitoring Report	Produced annually
Community Infrastructure Levy Charging Schedule	October 2013
Local Development Scheme	June 2018
Statement of Community Involvement	July 2015

## Appendix B: How the AMR complies with statutory requirements

Statutory Requirement	How the AMR meets this requirement
<p><b>Section 35 of the Planning and Compulsory Purchase Act 2004 as amended by Section 113 of the Localism Act 2011</b> states that all local planning authorities in England must produce reports containing information on the implementation of the Local Development Scheme and the extent to which the policies in set out in the Local Development Plan are being achieved. These reports must be available to the public.</p>	<p>The AMR contains information on the implementation of the Local Development Scheme (see Local Development Scheme Monitoring). It also contains information on the implementation of policies in Oxford's Local Plan as set out in Appendix C. The AMR is made publically available on the City Council's website and at our main offices (St Aldate's Chambers).</p>
<p><b>Regulation 34 of The Town and Country Planning (Local Planning) (England) Regulations 2012</b></p> <p>(1) A local planning authority's monitoring report must contain the following information—</p> <p>(a) the title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme;</p> <p>(b) in relation to each of those documents—</p> <p>(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;</p> <p>(ii) the stage the document has reached in its preparation; and</p> <p>(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and</p> <p>(c) where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.</p> <p>(2) Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—</p> <p>(a) identify that policy; and</p> <p>(b) include a statement of—</p> <p>(i) the reasons why the local planning authority are not implementing the policy; and</p> <p>(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.</p> <p>(3) Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—</p> <p>(a) in the period in respect of which the report is made, and</p> <p>(b) since the policy was first published, adopted or approved.</p> <p>(4) Where a local planning authority have made a neighbourhood development order or a neighbourhood development plan, the local planning authority's monitoring</p>	<p>This information is included in the Local Development Scheme Monitoring section of the AMR.</p> <p>Little weight is now being given to Policy HP4. Further information is included in the Meeting Housing Needs section of the AMR.</p> <p>AMR Indicator 8: Housing trajectory AMR Indicator 9: Affordable housing completions (gross) and tenure</p> <p>To date, the following neighbourhood plans have been made:</p> <ul style="list-style-type: none"> <li>• Headington Neighbourhood Plan</li> </ul>

Statutory Requirement	How the AMR meets this requirement
<p>report must contain details of these documents.</p> <p>(5) Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.</p> <p>(6) Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.</p> <p>(7) A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.</p> <p><b>Regulation 35 of The Town and Country Planning (Local Planning) (England) Regulations 2012</b></p> <p>(1) A document is to be taken to be made available by a local planning authority when—</p> <p>(a) made available for inspection, at their principal office and at such other places within their area as the local planning authority consider appropriate, during normal office hours, and .</p> <p>(b) published on the local planning authority's website,</p>	<ul style="list-style-type: none"> <li>• Summertown and St Margaret's Neighbourhood Plan</li> </ul> <p>No neighbourhood development orders have been made. Further information is included in the Neighbourhood Planning section of the AMR.</p> <p>This information is included in the Community Infrastructure Levy Monitoring section of the AMR.</p> <p>This information is included in the Duty to Cooperate Monitoring section of the AMR.</p> <p>The Annual Monitoring Report is published as soon as possible after the information becomes available.</p> <p>The AMR is made publically available on the City Council's website and at our main offices (St Aldate's Chambers).</p>
<p><b>Regulation 62 of The Community Infrastructure Levy Regulations 2010 Section</b></p> <p>In any year that a charging authority collects CIL it must produce a report that includes:</p> <p>(a) the total CIL receipts for the reported year; .</p> <p>(b) the total CIL expenditure for the reported year; .</p> <p>(c)summary details of CIL expenditure during the reported year including— .</p> <p>(i)the items of infrastructure to which CIL (including land payments) has been applied, .</p> <p>(ii)the amount of CIL expenditure on each item, .</p> <p>(iii)the amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items which that money was used to provide (wholly or in part), .</p> <p>(iv)the amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation; and .</p> <p>(d)the total amount of CIL receipts retained at the end of the reported year.</p> <p>The charging authority must publish the report on its website no later than 31st December following the end of the reported year.</p>	<p>This information is included in the Community Infrastructure Levy Monitoring section of the AMR.</p> <p>The Annual Monitoring Report has been published on the City Council website prior to the 31<sup>st</sup> December 2019.</p>

## Appendix C: How we monitor the implementation of policies in Oxford's Local Plan

Policy	How we monitor this...
<b>Core Strategy 2026</b>	
CS1 Hierarchy of Centres	Indicator 4: Location of new A1 retail development
CS2 Previously developed land and greenfield land	Indicator 14: Residential development completed on previously developed land
CS3 Regeneration areas	Indicator 21: Regeneration areas
CS4 Green Belt	Indicator 27: Development in the Green Belt
CS5 West End	N/A - This was previously Indicator 22 (West Area Action Plan) but this AAP has now expired.
CS6 Northern Gateway	Indicator 24: Northern Gateway Area Action Plan
CS7 Land at Barton	Indicator 23: Barton Area Action Plan
CS8 Land at Summertown	N/A - This site did not become available during the 2015/16 monitoring year.
CS9 Energy and natural resources	Indicator 26: Natural Resources Impact Analysis (NIRA)
CS10 Waste and recycling	See Appendix D (Core Strategy Sustainability Appraisal Monitoring)
CS11 Flooding	N/A - Monitoring target no longer relevant.
CS12 Biodiversity	Indicator 25: Changes in areas of biodiversity importance
CS13 Supporting access to new development	Indicator 23: Barton Area Action Plan Indicator 24: Northern Gateway Area Action Plan
CS14 Supporting city-wide movement	Indicator 33: Traffic growth at inner and outer cordons
CS15 Primary healthcare	Indicator 23: Barton Area Action Plan
CS16 Access to education	Indicator 23: Barton Area Action Plan Indicator 21: Regeneration areas
CS17 Infrastructure and developer contribution	N/A - The Core Strategy does not set a specific monitoring target.
CS18 Urban design, townscape character and the historic environment	Indicator 28: Heritage assets at risk Indicator 29: Applications involving the total, substantial or partial demolition of a listed building Indicator 30: Appeals allowed where conservation policies were cited as a reason for refusal Indicator 31: Tree Preservation Orders (TPOs)
CS19 Community safety	N/A – Monitoring target no longer relevant.
CS20 Cultural and community development	N/A - This was previously Indicator 22 (West Area Action Plan) but this AAP has now expired.
CS21 Green spaces, leisure and sport	A Clean and Green Oxford
CS22 Level of housing growth	Indicator 7: Housing trajectory
CS23 Mix of housing	Indicator 15: Mix of housing (dwelling size)
CS24 Affordable housing	Indicator 8: Affordable housing completions Indicator 10: Proportion of affordable housing where there is a policy requirement (permissions)
CS25 Student accommodation	Indicator 17: Students and purpose-built student accommodation

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<b>Policy</b>	<b>How we monitor this...</b>
CS26 Accommodation for travelling communities	N/A - The Core Strategy does not set a specific monitoring target.
CS27 Sustainable economy	Indicator 1: Employment land supply Indicator 2: Planning permissions granted for new B1 floorspace
CS28 Employment sites	Indicator 1: Employment land supply
CS29 The universities	Indicator 3: Planning permissions granted for key employment uses (hospital healthcare, medical research and university academic (teaching and study))
CS30 Hospitals and medical research	Indicator 3: Planning permissions granted for key employment uses (hospital healthcare, medical research and university academic (teaching and study))
CS31 Retail	Indicator 4: Location of new A1 retail development
CS32 Sustainable tourism	Indicator 6: Supply of short stay accommodation
<b>Sites and Housing Plan 2011-2026</b>	
HP1 Changes to existing homes	Indicator 13: Changes of use from existing homes (permissions)
HP2 Accessible and adaptable homes	N/A - Monitoring target no longer relevant.
HP3 Affordable homes from general housing	Indicator 10: Proportion of affordable housing where there is a policy requirement (permissions)
HP4 Affordable homes from small housing sites	Indicator 11: Financial contributions towards affordable housing
HP5 Location of student accommodation	Indicator 18: Location of new student accommodation
HP6 Affordable homes from student accommodation	Indicator 11: Financial contributions towards affordable housing
HP7 HMOs	Indicator 19: Houses in multiple occupation (HMOs)
HP8 Residential moorings	Indicator 20: Residential moorings
HP9 Design, character and context	See CS18 monitoring
HP10 Developing on residential gardens	N/A – The Sites and Housing Plan does not set a specific monitoring target
HP11 Low carbon homes	Indicator 26: Natural Resources Impact Analysis (NIRA)
HP12 Indoor space	N/A - Monitoring target no longer relevant as the Nation Spaces Standards are now being applied.
HP13 Outdoor space	N/A – The Sites and Housing Plan does not set a specific monitoring target.
HP14 Privacy and daylight	N/A – The Sites and Housing Plan does not set a specific monitoring target.
HP15 Residential cycle parking	Previous AMRs show that these policies are being consistently implemented. Monitoring will now be undertaken periodically.
HP16 Residential car parking	
<b>Area Action Plans</b>	
Northern Gateway Area Action Plan	Indicator 24: Northern Gateway Area Action Plan
Barton Area Action Plan	Indicator 23: Barton Area Action Plan