

Oxford City Council

Balance of Dwellings

Supplementary Planning Document

Draft

Note photograph images will be added throughout the document at a later stage.

January 2008



INTRODUCTION

1. Oxford, like many other cities in the UK, is experiencing a housing crisis. Not only is the need for housing far greater than the supply, but the new housing that is being developed is mainly small one and two bedroom flats. The continuation of this trend over a number of years will lead to a mismatch between need and supply.
 2. In 2005/06, for example, of the 896 units built, 92% were one and two bed flats. At the same time there were 85 family houses lost to redevelopment, including conversions to flats. If this trend continues for ten years, at the annual rate 433 per year (adopted Oxford Local Plan Policy HS.8) Oxford would grow by 4,330 units, but 3,980 would be flats.
 3. This trend started as a result of the increase in smaller households and the encouragement in national guidance (PPG3) of higher densities. Clearly we have now got to the stage where this trend is not sustainable.
 4. The adopted Oxford Local Plan 2001-2016 (OLP)¹ includes a policy for the provision of a balanced mix of housing types and sizes. The purpose of this Supplementary Planning Document (SPD) is to advise applicants on how the City Council will apply this policy. The Local Plan is part of the Local Development Framework (LDF) and as a result this SPD has been prepared as part of the LDF.
 - 4A. The vision for the Core Strategy, as part of Oxford's Local Development Framework (LDF), includes a spatial objective to "ensure an appropriate mix of housing tenures, types and sizes to meet existing needs and future population growth as far as possible."
 5. The Government's key housing policy goal, set out in Planning Policy Statement 3: Housing (PPS3)², is "to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live."
 6. The City Council advises developers who are proposing residential, mixed-use or conversions to contact the City Council planning department to discuss their proposals before submitting a planning application.
- ### Planning Context
- #### National
7. Planning Policy Statement 1: Delivering Sustainable development (PPS1)³, emphasises the importance of sustainable development as one of the Government's key objectives. It is seen as "the core principle underpinning planning." This should be delivered by promoting a just society that places importance on 'social inclusion' and the creation of 'sustainable communities'.
 8. PPS3 promotes the importance of encouraging the development of mixed and inclusive communities, which offer a choice of housing styles and types. A range of housing provision is considered to be essential to achieve balanced sustainable communities.
 9. Local Authorities are expected to "secure an appropriate mix of dwelling size, type and affordability in both new developments and conversions to meet the changing composition of households in their area in the light of the likely assessed need."
 10. The advice recognises the need for Local Development Frameworks to take account of particular local circumstances to achieve mixed communities that provide a balance between different household types.
 11. PPS3 encourages Local Authorities to take a pro-active approach to housing provision, its

¹ Oxford Local Plan 2001-2016 Oxford City Council

² Planning Policy Statement 3: Housing (2007) DCLG

³ Planning Policy Statement 1: Delivering Sustainable Development 2005 (DCLG)

management and delivery. It recognises that an appropriate mix of housing for large and small schemes is desirable from both market and affordable housing to achieve sustainable, inclusive, and mixed communities.

12. PPS3 provides useful advice on how to achieve sustainable communities. This requires choice, both in terms of the mix and type of housing available. It recognises the need to make provision for a mix of different households, such as families, single people and older people.
13. Assessments need to take account of current and future demographic trends, and profiles and accommodation requirements of specific groups. Developers are encouraged to bring forward proposals for market housing that reflect demand and the profile of households to sustain mixed communities.
14. PPS3 advice relates to large strategic sites and smaller sites. The provision of dwellings on larger sites needs to reflect the proportion of households that require market and affordable housing and an appropriate mix of households, tenure and price. Whilst on smaller sites the mix should reflect the proportion of household demand but also the existing mix of housing in the locality.

Regional

15. The Draft South East Plan (Regional Spatial Strategy)⁴ requires housing provision to be appropriate and meet the needs of the community. The Plan seeks the provision of a range of housing types, sizes and tenures to reflect the differing needs and circumstances of differing types of households.

Local Plan

16. The OLP was adopted on 11 November 2005. Policy HS.8, set out in Appendix 1, seeks to achieve an appropriate mix of dwellings for new residential developments to ensure a balanced distribution of dwelling types both within the site and in each locality.
17. The OLP policies are saved through the Local Development Scheme. This SPD seeks only to

give further guidance and advice on this policy within the OLP. It is, however written in the light of current national and regional guidance.

Pressures on Oxford

18. The South East continues to be the most prosperous region outside of London. Oxford has experienced a booming housing market with rising house prices, even comparable to London. This has caused difficulties in terms of affordability and availability of market housing and the limited supply of affordable housing. It has presented problems for both existing residents to relocate within their local community, and future generations buying in Oxford.
19. Oxford is a key centre for education being home to both Oxford University and Brookes. The proportion of students in Oxford is therefore particularly high, which adds further pressure to the housing market. There are some 26,600 full-time students in Oxford according to the 2001 Census⁵. Whilst policies seek to encourage more purpose built student accommodation to be provided on their own land, this does not meet all demand.
20. There is a high proportion of Houses in Multiple Occupation (HMO's) in Oxford. A HMO is defined as a building containing rooms occupied as separate units of accommodation by individual households that share a kitchen or bathroom facilities. The City Council are aware of just over 2,000 properties known to be HMO's, however the total overall number of properties is estimated to be nearer 5,000.

⁴ Draft South East Plan (RSS) March 2006 SEERA

⁵ Census 2001 (Office National Statistics)

21. Many parts of Oxford experience significant on-street parking pressure. In some residential areas, Controlled Parking Zones (CPZ's) have been introduced, or are proposed, partly or mainly to reduce parking pressure for residents. In recognition of these pressures, new development within CPZ areas is often excluded from having the right to residents' and visitors permits. However this can in itself lead to pressure for more off-street parking provision, for example the conversion of front gardens to parking space.

EVIDENCE BASE AND PROPOSED APPROACH

22. Fordham Research, has completed some detailed research on the mix of housing in Oxford⁶. It uses a range of available sources of information to assess the existing stock of dwellings in Oxford. The study compares population and household projections to forecast future provision if present trends continue. It proposes a broad framework for provision, which considers the future mix of dwellings in terms of a spatial hierarchy. This hierarchy comprises the City, Neighbourhood areas and individual sites.

Existing housing and households

23. The study analysed Oxford's housing stock, and the composition of households. The population profile of Oxford comprised significantly more younger people (aged 16-29) and fewer middle aged persons (30-64) compared to the South East as a whole. This reflects the relatively high proportion of students in Oxford.

24. The City's tenure profile showed a more even distribution in Oxford as compared to the South East and at National level.

25. Almost half of Oxford's housing stock was built before 1939. This was largely constructed in the north-east and south-east of the areas. The overall dwelling stock, of market housing, includes a significant proportion (48%) of 3 bed homes. These are also well represented in the north-east and south-east. The stock of 4 bed houses, however is only 15%.

Table 1: Dwelling stock supply

Dwelling types	Percentage
1 bed	12%
2 bed	25%
3 bed	48%
4 bed	15%
Total	100%

Source: Balance of Dwellings Study, Fordham Research

Trends in housing supply

26. The City Council analysed outstanding permissions and completions for residential

development over the past five years, 2001-2006. The data for the total was then split into four dwelling group sizes. This showed that the largest sites, numbering only 22, produced the greater number of dwellings. The smallest category (1-3) by comparison produced the second highest but from a total of 603 developments.

27. This data was also assessed by dwelling size and showed that smaller (1 & 2 bed) dwellings represent a clear majority, some 75% of all the gains in market dwellings. Taking into account the majority of units lost (79%) are larger (3 & 4 bed) units. In relation to the type of units produced, most were 2 bed units, but closely followed by 1 bed units.

28. This evidence confirms the trend that smaller units represent the vast majority of new developments, but taking into account net losses the figure would be even higher. The impact of the size of market dwellings is shown in Table 2. The proportion of 3 bed dwellings coming forward represents only 11% of the total.

Table 2: Impact on size of market dwellings

Dwelling types	Gains	Losses	Net gain - no	Net gain - %
1 bed	1,241	-45	1,196	38%
2 bed	1,470	-47	1,423	45%
3 bed	554	-207	347	11%
4 bed	326	-131	195	6%
Total	3,591	430	3,161	100%

Source: Oxford City Council database of permissions.

29. In considering the impact in Oxford on a broad area basis, the North area was shown to provide the most balanced profile of housing sizes, with 38% being 3-4 bed dwellings. Whilst the South East area showed the highest proportion of smaller units (94%) being produced.

30. The larger schemes of 25+ dwellings produced the most balanced profile. The smaller schemes resulted in few family units, and those including a

⁶ Balance of Dwellings Study Fordham Research (2007)

net loss of market dwellings even fewer. Infact taking dwelling losses, through conversions and demolitions into account, the smaller schemes led to a net loss of family units.

31. The trends clearly show that more permissions are being granted for smaller units with no net completions of 3 and 4 bed units in recent years. This has serious implications for the future balance of dwellings provision in Oxford. If these trends continue the stock of family sized market dwellings will decline.

Demographic trends

32. Population trends are important to assess the impact on the future housing market. The forecast projections are based on data from Office of National Statistics (ONS), household projections from the Communities and Local Government (CLG) and Oxfordshire County Council assessments of future population and household growth. The long-term projections show that the population in Oxford will increase from 150,100 in 2006 to 176,100 in 2026. This represents an overall rise of 26,000 people.

33. The forecast distribution of the population by age group shows that whilst the 0-14 group shows an increase of 21% to 2026, the 15-29 group will increase by only 2.3%. This group is important since many new households will be formed as a result. The largest rises are forecast in the middle to older groups. The 45-59 age group will rise by 32%, whilst between 60-84 will grow by 30%. The oldest age group (85 and over) will increase by some 44%. There is a clear shift towards the middle to older age groups.

34. The population of Oxford is forecast to rise by some 26,000 persons. The average household size is expected to fall from 2.63 in 2006 to 2.38 in 2026. The number of new households created over the next 20 years represents the population increase divided by household size resulting in an overall increase of almost 11,000 additional households.

35. The household growth rate for Oxford, based on national forecasts (DCLG), shows a higher percentage increase as compared to Oxfordshire

the South East, and England as whole. The annual growth rate for households is forecast to be 840 per annum. This significantly exceeds the Local Plan rate of 433 dwellings per year. There is a noticeable increase in one person households, particularly 35-64 and over 65 yrs.

36. The County Council's projections go beyond the trend based approach, and include assumptions about future housing provision. These show a 10% growth in population from 2001 to 2016 and the growth of some 500 households per year from 2006 to 2016.

Future framework

37. In seeking to achieve mixed and sustainable communities it is important to consider the appropriate mix of dwellings required at various levels and locations. The balance of dwellings therefore reflects the strategic mix required for Oxford and the size of the individual site. The Neighbourhood Area also provides the local context for assessing the impact of the continuation of these trends on the small /medium sites. It is therefore proposed that there should be a hierarchy of areas as follows:

- City: the strategic profile for Oxford as a whole sets the overall policy context. This provides the setting for strategic advice to inform the appropriate mix of dwelling sizes for key areas, such as the City centre, the existing allocated sites, and those emerging as identified housing sites as Preferred Options in the Core Strategy. It will also provide advice for strategic documents, such as the Core Strategy, to add the spatial dimension, for the distribution of housing taking into account both future allocations and densities. The spatial distribution of dwellings will take account of location, with generally higher densities supported in City and District centre locations. This would naturally influence the potential type and size of the units produced.
- Neighbourhood Areas: these are defined to reflect the local sustainable communities. It is also considered to be the appropriate scale to review and provide advice on the impact of new residential development for small units and

conversions. At this level it allows a detailed analysis of a range of factors, such as the level of multiple occupation, on street parking pressure, rate of conversions and the townscape character. These highlight the pressures that exist within the local neighbourhood areas, which would provide a context to assess the suitability of seeking to regulate the loss of family dwellings and the impact of conversions and new small units on the suburban character of the Neighbourhood Areas.

- Individual sites: these comprise a range of different sizes, where the overall mix that can be achieved depends in part on the size of the site. For example the evidence from an analysis of recent permissions suggests that larger sites (ie. 25+) generally produce a better mix of dwelling types and sizes.

Neighbourhood Areas

- 38.** In seeking to define boundaries for sustainable communities the geography of Oxford represents the starting point. The Oxford Green Space Study⁷, considered Oxford as a collection of 'urban villages.' These 'urban villages' were used as a basis for analysis, rather than political boundaries, such as wards, since these were considered to reflect how communities use open space. The study identified 16 'urban villages.' A map showing their size and location is provided in Appendix 2.
- 39.** It is important to consider the need and impact of achieving a balanced distribution of housing at the local neighbourhood level. Whilst the urban village approach provides a good geographical basis for defining sustainable communities, it does not take account of the relationship to wards. Ward boundaries are the most readily available figures produced at national level by the ONS, which help to provide a local neighbourhood profile. Additional population and household forecasting data usually is also only available at the smallest level down to wards.
- 40.** The implementation of Local Plan Policy HS.8, to achieve a balance of dwellings, together with this supplementary planning document will be used to determine planning applications. A number of

these applications are determined by Councillors, elected at ward level, who sit on six Area Committees.

- 41.** The use of wards, or groups of wards, is therefore considered to be the appropriate means of defining local sustainable communities, which are referred to as Neighbourhood Areas.
- 42.** These areas have their own distinctive character defined to a large extent by their suburban residential areas. The townscape and landscape character can be significantly affected by both new residential developments and conversions. The significant increase in small units can impact on the visual amenity of an area through, for example, the demolition of front walls to create more off street parking. The continued increase in higher densities from smaller units could detract from the intrinsic character of each local area.
- 43.** The 'urban village' boundaries which provide the geographical basis, have then been related to the ward boundaries. Whilst there are some differences, by grouping together wards, a very similar pattern emerges. This results in a total of 15 local communities, which will be referred to as Neighbourhood Areas, shown in Appendix 3.

Traffic light model approach

- 44.** The retention of the stock of family housing is particularly important in Oxford, given the relative lack of new family housing coming forward. There is a lack of new family housing being built, and a continuing trend for more conversions of family houses to small flats. In order to ensure a mixed and balanced community is encouraged, family housing needs to be retained, as well as new family housing being built to allow choice.
- 45.** The approach set out in this SPD seeks to identify the underlying pressures within a Neighbourhood Area, and assess the effects that continued conversions and more small units will have on achieving a balanced mix of housing.
- 46.** In assessing the pressures within a neighbourhood it is proposed that a 'traffic light' model is adopted to highlight the areas experiencing the greatest pressure. Each area is

⁷ Oxford Green Space Study (2005) Scott Wilson

assessed according to a range of key indicators of pressure, such as parking pressure, proportion of properties in multiple occupation / student use, landscape character assessment, sensitivity to change, recent rate of conversions, and the stock of family properties as a proportion of the total.

47. These factors are given an individual score, which are then totalled to indicate the scale of pressure within each Neighbourhood Area. The assessment of these key indicators has then been presented in the form of a matrix, Appendix 4.
48. The traffic light model then, uses the total score to provide a broad assessment of each respective area. The 'red' light highlights those areas where the pressures are particularly intense, and therefore proposes both to safeguard family dwellings and require a high proportion of new family dwellings as part of the mix for new developments.
49. The 'amber' light indicates that the scale of pressure is considerable and therefore requires both to safeguard family dwellings and achieve a reasonable proportion of new family dwellings as part of the mix for new developments.
50. The 'green' light is where the evidence of the pressures is not great and therefore family dwellings are not required to be protected, but a slightly lower proportion of new family dwellings is still required as part of the mix for new developments. This position will need to be monitored during the life of the SPD to ensure circumstances do not change significantly.
51. The results from the matrix are presented on a map, at Appendix 5. This shows that the Neighbourhood Areas experiencing the least pressure (green) is Blackbird Leys, whilst those under the most intense pressure (red) are East Oxford, and St. Margaret's.
52. The Neighbourhood Areas of Headington, Risinghurst, Barton, Hinksey Park, City centre, and Jericho and Osney within the amber scoring show strong evidence of pressures building. Whilst Littlemore, Lye Valley, Rose Hill, Marston, Summertown and Wolvercote show clear evidence

of growing concern which requires action to be taken.

Future household requirements

53. The study has assessed the implications for Oxford's future housing stock to 2026, if these current trends continue. Certain assumptions have been made to assess the potential future supply. This has included existing commitments, large and small windfalls, West End allocations and sites allocated in the Local Plan; in addition to the identified sites emerging as preferred options for housing in the Core Strategy. The current rate of housing development provided for in the adopted Local Plan is 433 dwellings per year.
54. These findings provide clear evidence that if current trend continue there will be a significant difference in the total housing stock (market and social) in 2026. The principal difference will be that the proportion of 3 bed dwellings, would fall from 45% to 41%. There would also be a corresponding increase in the proportion of smaller units. These results show that the expected supply will deliver more 2 bed units than required, and fewer family sized units. Evidence suggests that there are sound reasons to influence the mix of dwelling sizes that are produced in Oxford over this period. It further suggests that if the heavy emphasis on 2 bedroom apartment units continues, the supply of 3 bed houses in particular will be effected.
55. This study has forecast the position if current trends continue. The projected supply is then compared to the provision required, which is shown in Table 3 below:

Table 3: Supply profiles: comparing expected supply with provision required

Size	Projected supply (2006-26)	Provision required (2006-26)
1 bed	27.7%	20.9%
2 bed	42.2%	29.6%
3 bed	21.8%	43.2%
4+beds	8.4%	6.3%
<i>Total</i>	<i>100%</i>	<i>100%</i>

56. These findings from this research suggests that the future profile requires more than twice as many 3 bed units, and only about two thirds as many 2 bed units, as the profile of likely provision.

It is therefore justified to seek to influence the mix of dwellings in Oxford, to ensure a more balanced provision in the future.

- 57.** The provision required for Oxford, set out in Table 3 above, represents the City wide profile expressed as a percentage for each dwelling size. This City wide profile provides the spatial context which seeks to influence the mix of dwellings in Oxford, and from which the local mix is derived.

POLICY GUIDANCE

- 58.** The evidence base shows that if current trends continue there will be a significant mismatch between need and supply. The policy approach is therefore to seek to influence this imbalance to ensure that more family housing units are included within the future housing mix.
- 59.** The principal aim of this guidance is to ensure that future housing provision promotes a balanced and mixed community in Oxford. The City level profile is particularly important in providing an overall policy framework to achieve the appropriate strategic mix of dwellings for Oxford.
- 60.** The strategic mix of dwellings needs to reflect the spatial context set out in both the adopted Local Plan and the emerging policies in the Local Development Framework (Core Strategy and Site Allocations). Of particular importance is the City and District centres in which policies generally promote higher densities. The appropriate mix of new dwellings in the City centre is significantly influenced by the West End Area Action Plan.
- 61.** The advice on the strategic mix for the City centre and District centres is for proposed residential developments of 10 units and above. It relates to those sites already allocated in the adopted Local Plan, windfalls and for identified sites that will come from policies emerging from the Local Development Framework. The dwelling mix provides a percentage range for each dwelling type.
- 62.** This allows the prospective developer a reasonable measure of flexibility in being able to choose the balance of dwelling units, and the proportion of family housing required together with an allowance for smaller units, within a defined range. In cases where the proposed number of dwellings does not easily equate to the percentage selected, the number of units should be rounded to the nearest whole number.
- 62A** In assessing the mix of dwellings on a site, which includes both affordable and market dwellings, consideration will be given to the adopted Affordable Housing SPD. Where an affordable 'family' unit is provided this will contribute to meeting the requirement for the site as a whole.
- 62B** New residential developments which provide a mix of accommodation types, particularly houses will be encouraged in recognition of the positive benefits of this accommodation and associated amenity space for families.
- 63.** The evidence on recent trends together with the location has been used to inform the dwelling profile, in terms of the proportion of particular sized units, for these strategic sites. The percentage range reflects the desired mix and the overall size of the sites.
- 64.** The following tables require a strategic mix of dwellings for sites (10 units and above) within the City centre and District centres (both existing and emerging) in Oxford.
- City centre**
- 65.** The strategic mix for the City centre reflects the emerging policy approach for the West End Area Action Plan.
- 66.** Higher density housing developments are historically more common in the City centre. The City centre has excellent public transport links and sites, which would be suitable for some car-free development opportunities to deliver higher-density developments. Advice in PPS3 encourages Local planning authorities to make the most efficient use of land, especially in sustainable areas.
- 67.** Whilst seeking to ensure a balanced mix of dwellings across Oxford, the City centre is considered more suitable for higher density residential developments. The proposed mix therefore promotes a greater proportion of smaller units but still requires a significant element of family accommodation.

Table 4: Dwelling mix for City centre

Dwelling types	Dwelling mix for sites of 10 and above (percentage range)	Dwellings of 1-9 units
1 bed	15-25 %	No specific mix
2 bed	40-50%	
3 bed	20-25 %	
4+bed	10-18 %	

Dwelling types	Sites of 25-75 dwellings (percentage range)	Sites of 75-249 dwellings (percentage range)	Sites of 250+ dwellings (percentage range)
1 bed	0-20 %	6-16 %	10-15 %
2 bed	10-35 %	20-30 %	25-30 %
3 bed	25-65 %	35-65 %	40-55 %
4+bed	5-20 %	6-17 %	10-15 %

District centres

- 68.** The District centres (both existing and emerging) also have the potential to provide for higher densities, which would allow for a greater proportion of smaller units, but at the same time encouraging ‘family housing.’ The promotion of residential accommodation within these centres will add to their overall vitality and viability.
- 69.** The existing District centres are accessible and good public transport links. There would also be opportunities for car free or at least limited car parking facilities.

Table 5: Dwelling mix for District centres

Dwelling types	Dwelling mix for sites of 10 and above (percentage range)	Dwellings of 1-9 units
1 bed	15-25 %	No specific mix
2 bed	35-50 %	
3 bed	20-30 %	
4+bed	10-20 %	

Other strategic sites

- 70.** The following table requires a strategic mix for other areas of Oxford, which includes those areas lying outside the City and District centres.
- 71.** The advice on strategic sites within suburban areas has been provided for residential developments of 25 units and above. These have been grouped according to the size of the site with a range of percentages for each dwelling type.

Neighbourhood Areas

- 72.** The Neighbourhood Areas provide the framework for the detailed assessment of new residential developments, particularly windfalls, in the context of the local area. The significant growth in small units, and conversions, is likely to have more impact where it is evident that key indicators combine to have an adverse impact on the locality. Appendix 5 highlights those areas under the greatest threat, and those experiencing the least pressure.
- 73.** This advice relates to both ‘large’ and ‘small’ residential sites. In the case of large sites (both allocated and windfalls) these comprise schemes of between 10 – 24 units. These large sites require a mix of dwelling sizes within a percentage range.
- 74.** The smaller sites (both allocated and windfalls), are concerned with residential developments of between 1-9 units, require detailed consideration at the Neighbourhood Area level. This guidance relates to schemes between 1-3 units and 4-9 units.
- 75.** In the case of residential developments comprising for 4-9 units, the mix would allow the conversion of properties larger than 110 m² as originally built or at the 1st July 1948, to be converted to more units providing at least one includes a 3 bed family unit. In relation to conversions, one 3 bed unit should be accommodated on the ground floor, with other units above. Three bed units should also have access to a reasonable proportion of the garden area as an amenity for the occupiers; preferably this should be private space.
- 76.** Residential developments of 1-3 units, should not result in the net loss of a ‘family unit’

Table 6: Mix for other strategic sites

77. In those Neighbourhood Areas experiencing the most significant pressure (red areas), namely East Oxford and St. Margarets, this justifies a mix of dwellings that would be different from the overall approach to reflect the additional pressure experienced by these areas and to promote more 'family housing'.

range)			
1 bed	0-20 %	0-30 %	No net loss of 'family units'
2 bed	10-35 %	0-50 %	
3 bed	30-75 %	30-100 %	
4+bed	0-35 %	0-50 %	

'Red' areas

78. Therefore in East Oxford and St. Margaret's Neighbourhood Areas the guidance requires both to safeguard family dwellings and achieve a higher proportion of new family dwellings as part of the mix for new developments. The following mix of dwelling types is therefore required for large and small sites within these areas identified as 'red'.

Table 7: Mix for 'red areas'

Dwelling types	Residential developments of 10-24 units (percentage range)	Residential developments 4-9 units (percentage range)	Residential developments 1-3 units
1 bed	0-15 %	0-30 %	No net loss of 'family units'
2 bed	5-30 %	0-50 %	
3 bed	35-75 %	45-100 %	
4+bed	10-35 %	0-50 %	

'Amber' areas

79. The 'amber' light indicates that the scale of pressure is considerable and therefore requires both to safeguard family dwellings and achieve a reasonable proportion of new family dwellings as part of the mix for new developments.

80. For the Neighbourhood Areas identified as 'amber' where underlying growing pressure is evident then the mix required is as follows:

Table 8: Mix for 'amber' areas'

Dwelling types	Residential developments of 10-24 units (percentage range)	Residential developments 4-9 units (percentage range)	Residential developments 1-3 units
1 bed	0-25 %	0-30 %	No specific target
2 bed	15-40 %	0-50 %	
3 bed	25-75 %	25-80 %	
4+bed	0-35 %	0-40 %	

'Green' areas

81 The 'green' light is where the evidence of the pressures is not great and therefore family dwellings are not required to be protected, but a slightly lower proportion of new family dwellings is still required as part of the mix for new developments.

Table 9: Mix for 'green areas'

Dwelling types	Residential developments of 10-24 units (percentage range)	Residential developments 4-9 units (percentage range)	Residential developments 1-3 units
1 bed	0-25 %	0-30 %	No specific target
2 bed	15-40 %	0-50 %	
3 bed	25-75 %	25-80 %	
4+bed	0-35 %	0-40 %	

Implementation and Monitoring

81A The implementation strategy will reflect the principles of the 'Plan, Implement, Monitor and Manage' approach. The SPD will therefore be assessed according to a range of key housing indicators regularly monitored in the Annual Monitoring Report (AMR). These indicators include an assessment of the mix of housing, both market and affordable, completed by size and type. It is also proposed to measure the size and type of residential development being granted planning permission.

81B. Each indicator includes a commentary, which will critically appraise the information produced and how it relates to both overall housing delivery, required targets / trajectories. It will also assess how new residential developments coming forward relate to Oxford's housing need.

81C. The new spatial policy framework comprising the City, District and

Neighbourhood Areas, provides an opportunity to monitor the impact of the policy guidance at each level. The amount, type and location of new residential developments within these locations can be assessed according to the mix of dwellings required by the relevant tables.

81D. In the case of the Neighbourhood Areas the collection of relevant data and analysis of new developments will be used to inform and review each area in the context of the 'traffic light' model approach.

81E The Annual Monitoring Report (AMR) will assess whether there is a need to review any planning policy document as a result of changes in national / regional policy.

APPENDICES

1. Policy HS.8 of the Oxford Local Plan 2001-2016, adopted November 2005
2. Map of 'Urban Villages'
3. Proposed Neighbourhood Areas
4. Matrix showing key indicators of pressure on housing within Neighbourhood Areas
5. 'Traffic light model' map showing cumulative impact of pressures

GLOSSARY

Annual Monitoring Report (AMR)

Information on the implementation of policies in the Local Development Framework. **Census 2001**

Collection of a range of statistics, including population figures, collected by the Office of National Statistics.

City centre

The boundary of Oxford City centre, as defined by the adopted Local Plan or subsequently replaced in the Local Development Framework.

Controlled Parking Zones (CPZ)

Areas of Oxford which are subject to street parking controls, with parking priority given to local residents. These areas are designated by the County Council as Highway Authority.

Core Strategy (DPD)

A development plan document that contains strategic policies and proposals. It forms part of the Local Development Framework.

District centre

District centre boundaries identified in the adopted Oxford Local Plan or new boundaries proposed as part of the Local Development Framework.

Family unit

Generally family accommodation would comprise a dwelling house or flat of 3 or more bedrooms with access to a private garden area, which provides decent residential accommodation suitable for a family.

In the context of this SPD and the retention of an existing dwelling house, the size of the property, as originally built or at the 1st July 1948, should not exceed 110 sqm.(gross floorspace). In relation to the formation of new flats, a flat suitable for a family should comprise a minimum of 3 bedrooms, a floor area of at least 75m² and access to a private garden area.

Household

Group of people either living together or wishing to do so in a residential unit.

Houses in Multiple Occupation (HMO's)

A building containing rooms occupied as separate units of accommodation by individual households that share a kitchen or bathroom facilities.

Local Development Framework (LDF)

The Local Development Framework is replacing the previous development plan system and contains detailed policies and proposals to guide development in Oxford.

Local Development Scheme (LDS)

The Local Development Scheme explains how and when Oxford City Council will be producing its Local Development Framework.

Neighbourhood Area

One or more groups of wards which, form a local sustainable community.

Oxford Local Plan 2001-2016 (OLP)

Adopted Local Plan containing policies and proposals for Oxford, which will eventually be replaced by the Local Development Framework.

PPS1

Planning Policy Statement 1: Delivering Sustainable Development contains national advice on the importance of seeking to achieve sustainable forms of development.

PPG3

Planning Policy Guidance Note 3: Housing now replaced by PPS3.

PPS3

Planning Policy Statement 3: Housing contains national policies for housing

South East Plan

Document containing planning policies for the South East region. Also known as the Regional Spatial Strategy (RSS) for the South East.

Spatial Hierarchy

Ranking given according to location.

Supplementary Planning Document (SPD)

A document that supplements and elaborates on policies and proposals in development plan documents.

Traffic light model approach

A means of measuring the ability of the Neighbourhood Areas, to absorb more conversions and or development of small units. The assessment is based on the cumulative impact of a range of factors, which result in a total score. The areas under the greatest pressure are highlighted as 'red' areas, whilst those under the least pressure are 'green' areas.

Urban Village

A geographically based means of assessing how local communities in Oxford use open space.

West End Area Action Plan

A Development Plan document that sets out policies and proposals for the future regeneration of the West End Area of the City centre.

APPENDIX 1 - Policy HS.8 in the Oxford Local Plan 2001-2016

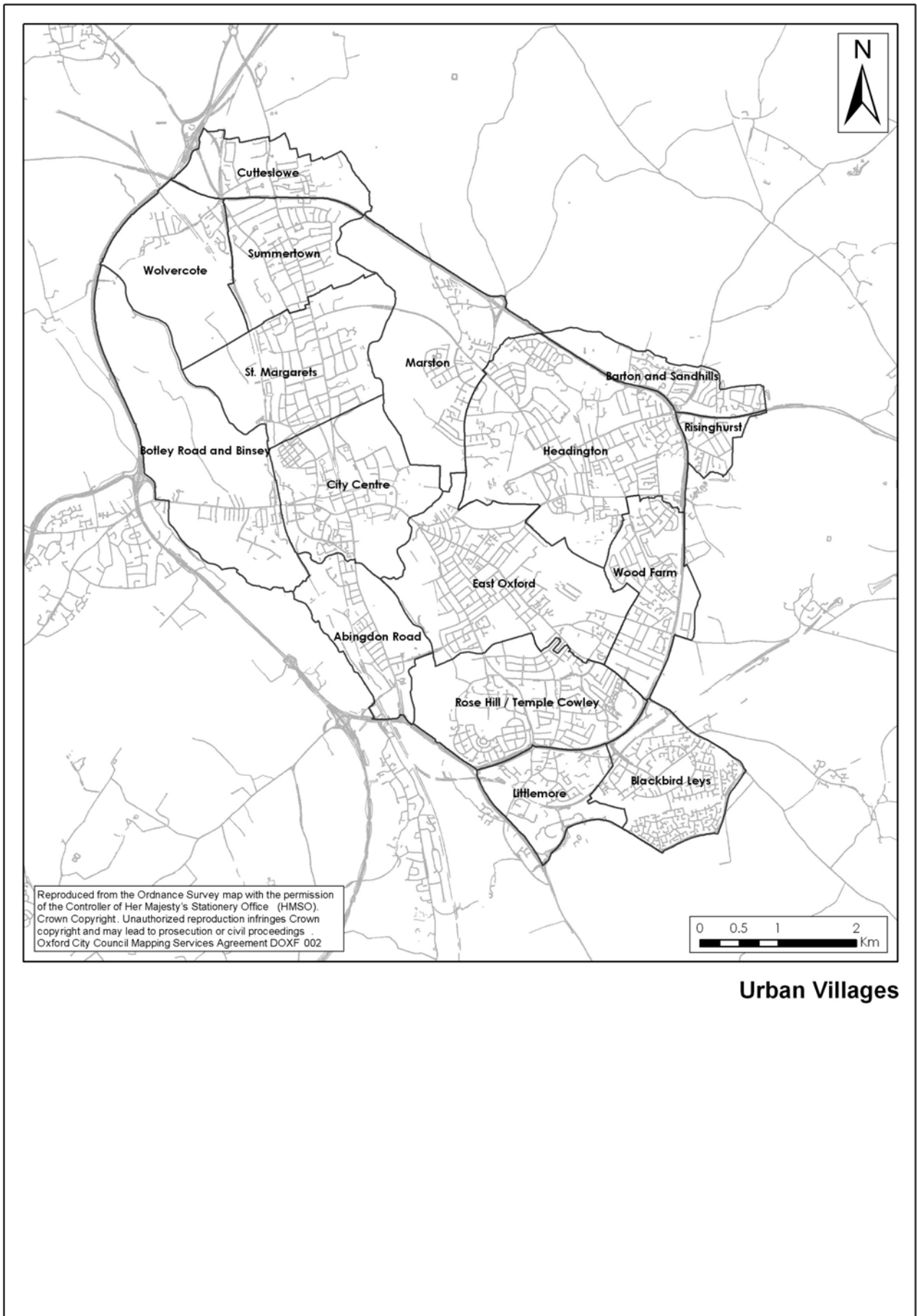
7.4 Balance of Dwelling Type and Size

- 7.4.1 A predominance of one form of housing type in a locality may have unwelcome social effects. The City Council considers that a mix of dwelling types will help achieve social inclusion and cohesion. It believes that housing policy should cater for the whole community and that there should be no policy barrier against any size, tenure or specialist occupation of a dwelling in any locality. Furthermore, residents who wish to remain in their locality, but whose housing needs change over their lifetime, should be able to do so. The City Council may refuse permission for residential development that does not help achieve an appropriate mix of dwelling types. In addition, there should be a reasonable mix of dwelling sizes within each new development. The City Council will publish Supplementary Planning Documents and development guidelines to highlight sites, sizes of sites and localities where Policy HS.8 is likely to be critical.

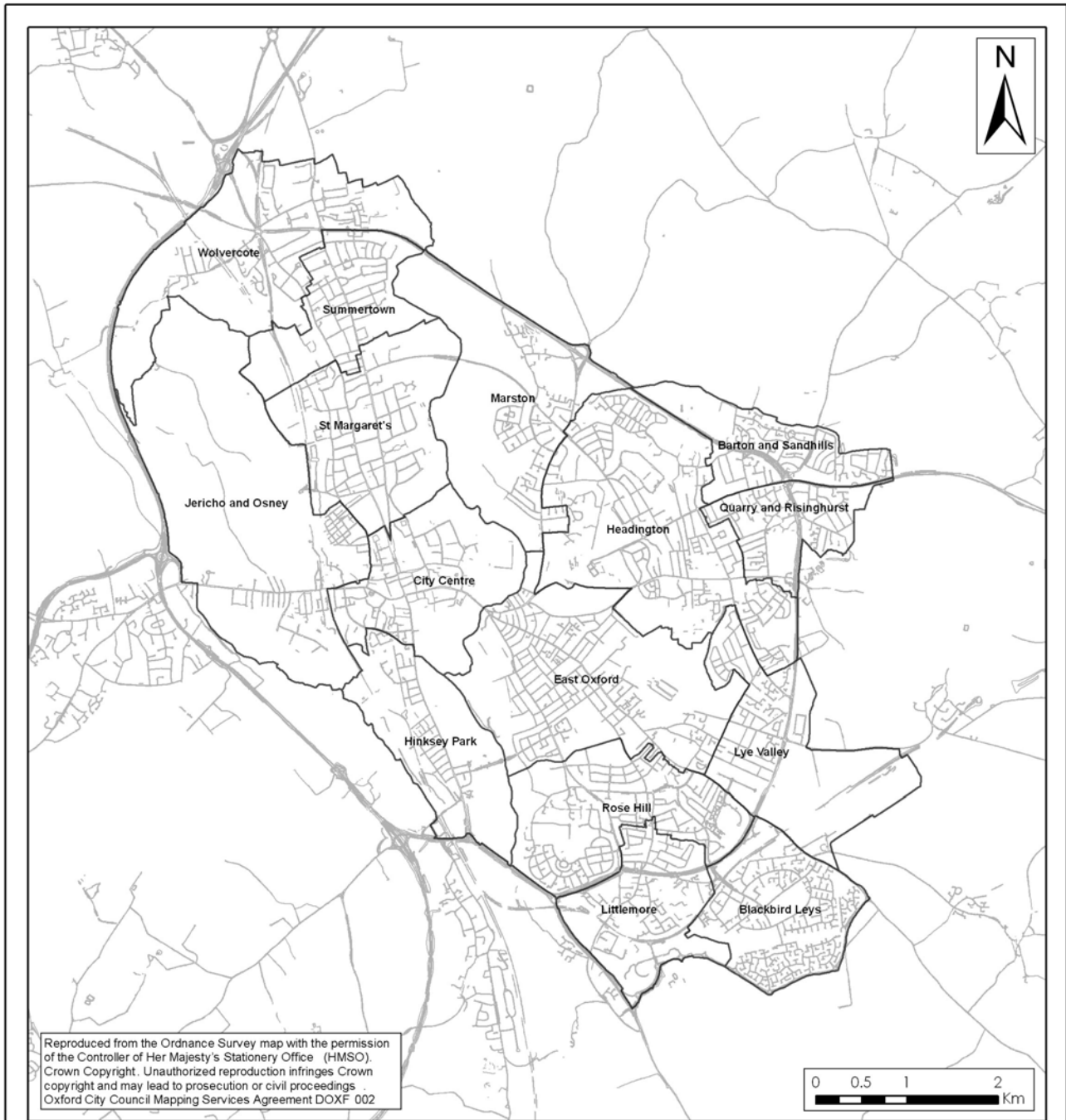
POLICY HS.8 - BALANCE OF DWELLINGS

In determining planning applications for residential development, the City Council will have regard to the local distribution of dwelling types (including size of unit, tenure, and specialist occupation) with a view to achieving a balanced and suitable distribution of dwelling types; both within the site and within each locality.

APPENDIX 2 - Map of 'Urban Villages'



APPENDIX 3 - Proposed Neighbourhood Areas



Proposed Neighbourhood Areas

APPENDIX 4 - Matrix showing key indicators of pressure on housing within Neighbourhood Areas

Location	Existing stock of family dwellings 3+ beds (as a proportion of total)	Townscape / Landscape character assessment (scale 1-5)	Recent rate of new build of small units (scale 1-5)	Level of multiple occupation (HMO's) (Scale 1-5)	Assessment of parking pressure (RPZ) (Scale 1-5)	Recent rate of conversions as proportion of total (Scale 1-5)	Total score indicating scale of pressure. Highest
Lye valley	60%	Mod/Low (2)	Moderate (3)	Medium (3)	Low (2)	Moderate (3)	(13)
East Oxford	60%	High (5)	Low (2)	Very High (5)	High (5)	High (5)	(22)
Headington	64%	Mod/High (4)	Low (2)	High (4)	High (5)	Moderate (3)	(18)
Wolvercote	62%	High (5)	Very Low (1)	Low (2)	Moderate (3)	Very Low (1)	(12)
Summertown	53%	Moderate (3)	Low (2)	Medium (3)	High (5)	Very Low (1)	(14)
St. Margaret's	47%	High (5)	High (5)	High (4)	High (5)	High (5)	(24)
Jericho & Osney	49%	Mod/High (4)	Low (2)	Medium (3)	High (5)	Low (2)	(16)
Marston	76%	Mod/ High (4)	Very Low (1)	Medium (3)	Medium (4)	Low (2)	(14)
City centre	30%	High (5)	Moderate (3)	Medium (3)	High (5)	Very Low (1)	(17)
Hinksey Park	52%	Mod/High (4)	Moderate (3)	High (4)	High (5)	Low (2)	(18)
Rosehill	67%	Mod/ High (4)	Very Low (1)	Medium (3)	Very Low (1)	Med / High (4)	(13)
Littlemore	66%	Mod/ High (4)	Very Low (1)	Very Low (1)	Low (2)	Low (2)	(10)
Blackbird Leys	66%	Moderate (3)	Very Low (1)	Very Low (1)	Low (2)	Very Low (1)	(8)
Barton	56%	Moderate (3)	Mod/High (4)	Very Low (1)	High (5)	Low (2)	(15)
Risinghurst	66%	Mod/ High (4)	Low (2)	Low (2)	High (5)	Moderate (3)	(16)

Note for Total score:

Red (score 20-24)

Amber (score 10-19)

Green (score 5-9)

APPENDIX 5 - Map showing cumulative impact of pressures

