

Oxford Annual Monitoring Report 2008

April 2007 - March 2008



Part of Oxford's Local Development Framework



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Key

1. Castle site
2. Brasenose Driftway, Benouville Close
3. Cutteslowe Bridge
4. John Radcliffe Hospital
5. Bury Knowle Park
6. Summertown shops
7. Methodist Church, Cowley Road
8. Port Meadow
9. Stream Edge development

Translations available

अनुवादों की व्यवस्था आच्छे
 提供有翻譯本
 तरजमे उपलब्ध हैं
 उवर्नमे मिल सकटे वरु
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1. INTRODUCTION

This is Oxford City Council's fourth Annual Monitoring Report (AMR) of planning policies of the Local Development Framework. It covers the period 1st April 2007 – 31st March 2008. The Planning and Compulsory Purchase Act 2004 (Section 35) requires every local planning authority to submit an AMR to the Secretary of State containing information on the implementation of the Local Development Scheme (LDS) and the extent to which policies set out in Local Development Documents (LDDs) are being achieved.

Monitoring is essential to establish what is happening now and what may happen in the future and to compare these trends against existing policies and targets to determine what needs to be done. It provides a crucial feedback loop and information on the performance of policies. As the delivery of sustainable development and sustainable communities is a key focus of planning, monitoring provides a check on whether those aims are being achieved. Monitoring will also enable us to identify the need to review 'saved' Local Plan policies and future Development Plan Documents (DPDs), and respond more quickly to changing priorities and circumstances.

This report covers the following aspects of planning policy monitoring:

- **Local Development Scheme monitoring** - This reviews whether the targets and milestones for LDD preparation as set out in the LDS have been met.
- **Policy monitoring** - Policies will be monitored in order to assess:
 - whether policies and related targets have been met or progress is being made towards meeting them, or if not, the reasons why;
 - what impact the policies are having in respect of national, regional and local policy targets, and any other targets identified in LDDs;
 - whether policies in the LDD need adjusting, or replacing, because they are not working as intended;
 - whether the policies need changing to reflect changes in national or regional policy; and
 - if policies or proposals need changing, the actions needed to achieve this.

Oxford has adopted an objectives-policies-targets-indicators approach to ensure relevant and effective monitoring. The indicators are divided into those required by the government (core indicators), local indicators selected as being particularly relevant to Oxford and useful to supplement the core indicators, or contextual indicators. The existing targets in the Local Plan vary in their precision but more detailed targets will be integrated into DPDs. Significant effects indicators will be included in the next AMR when DPDs are adopted with related sustainability appraisals.

Where appropriate, the report shows how policy monitoring links to national targets. Key monitoring areas in the report provides valuable information for the City Council's corporate objectives on housing, particularly affordable housing, improving the local environment and tackling climate change and promoting environmental resource management. Oxford's Sustainable Community Strategy was progressed during 07/08 and has subsequently been adopted in summer 2008. Links to the Sustainable Community Strategy have also been included on affordable housing targets.

The data sources for compiling this report includes information from planning applications granted permission, information from site visits of developments that have commenced and been completed, vacancy rates of business premises, retail surveys in city and district centres, information from Thames Valley Environmental Records Centre, information from Thames Valley Energy and information from the Higher Education Standards Agency, the University of Oxford and Oxford Brookes University.

2. SNAPSHOT OF OXFORD

| | | |
|--------------------------------------|--|--|
| Area | 17.6 square miles | |
| Population | 151,000 approximately (including approximately 30,000 students) | |
| Housing | Number of private households in Oxford | 54,000 |
| | % of owner-occupiers in Oxford (% of owner-occupiers in the South East – 73.2%) | 53.7% |
| | % private rented sector accommodation (% of private rented sector accommodation in the South East – 8.8%) | 17.5% |
| | Number of households living in temporary accommodation (2007) | 568 |
| | Number of Council homes (approx) | 8,000 |
| | Comparison of the average cost of a dwelling in Oxford with average mortgage (joint) 2007 | £293,071 (roughly 10 times average income) |
| | % of new dwellings completed above 50 dwellings per hectare (on sites of 10 or more dwellings) | 38.7% |
| Economy, retail & tourism | Number of businesses in Oxford (approx) | 3,400 |
| | Number of jobs in Oxford | 106,000 |
| | % of working age population who are in employment (2007) | 72% |
| | Unemployment levels (2007) | 6.7% |
| | Number of areas in Oxford graded to be amongst the most deprived areas in England (for low skills, low incomes, and high levels of crime) Index of Multiple Deprivation 2007 | 18 |
| | Number of visitors to Oxford per year | 9.3 million |
| Environment | % of Green Belt land (much of this being flood plain) | 27% |
| | Local estimates of CO2 emissions - Total emissions per capita (2006) | 7.21 tonnes |
| | Local estimates of CO2 emissions – Total emissions for Oxford (2006) | 1075 ktCO2 |
| Transport | % of Oxford's workforce travelling to work by car (lowest proportion in the South East) | 43% |
| | % of Oxford's workforce living outside Oxford's boundary (approx) | 50% |

Data sources – Oxford City Council statistics page, Oxfordshire Data Observatory, Office for National Statistics, Department for the Environment, Food & Rural Affairs Environmental Protection Statistics

3. SUMMARY OF KEY FINDINGS

Local Development Scheme - Progress has been achieved in the Local Development Framework, with the Examination into the West End Area Action Plan taking place in January 2008 and adopted in June 2008 together with progress on the Core Strategy Development Plan Document. The City Council has also been assisting the successful implementation of key policies in the Oxford Local Plan with the adoption of 3 Supplementary Planning Documents on Planning Obligations, Telecommunications and Balance of Dwellings.

Housing – The Oxford Local Plan 2001-2016 set a strategic target for Oxford of 6,500 dwellings over the Plan period (an annual average of 433 dwellings). There were 529 dwellings completed in 07/08. This is still 100 dwellings more than the Oxford Local Plan target but it is 292 less than in 06/07. Since the start of the Local Plan period, 65% of the 15 year target for dwellings has already been achieved and Oxford is on track to exceed the target. The Strategic Housing Land Availability Assessment demonstrates enough sites have been identified in order to meet the 5-year rolling supply of deliverable housing sites from 08/09. Further sites will be required in future years in order to meet the emerging Regional Spatial Strategy target of 400 dwellings per annum. The mix of market dwellings completed continues the trend in previous years with a skew towards 1 and 2-bed dwellings. This is to be expected as this reflects completions, and the Balance of Dwellings SPD was only adopted on January 2008. The affordable dwelling mix is better although it also shows a skew towards 2-bed dwellings. The implementation of the Balance of Dwellings SPD should improve the mix delivered from developments, and help to reduce the loss of family dwellings.

73 units of affordable housing were completed. This is lower than the target in the Housing Strategy of 150 affordable dwellings per year. However, this is largely due to the number of phased schemes being partially completed, and is expected to increase again next year. Oxford is now almost achieving the target of requiring 50% affordable dwellings on sites developed by private developers with a capacity of 10 or more dwellings.

Student numbers and accommodation - The number of full-time students at the University of Oxford in the 2006/07 academic year was 18,160. There were 12,690 full-time students at Oxford Brookes (7,075 studying at campuses in Oxford). Of these, over 17,500 students live in university provided accommodation. Both universities were under the 3,500 Local Plan limit on the number of students living in private sector accommodation. As well as plans for additional academic accommodation, there are a number of student accommodation schemes being proposed (about 2,000 student rooms, several have planning permission and others at pre-application stage) that would be restricted to occupation by students of the two universities.

Business, retail and tourism development – just over 29,500 m² of business floorspace was completed. This is less than the previous year when just under 41,000m² was developed. This year a significant proportion of the increase in floorspace has been within the research and development sector, which is key to the future success of Oxford's established knowledge-based cluster. There continues to be new development in the university and health sectors, which are key sectors in Oxford's economy. This development is part of the sustained investment within these sectors over recent years, and is part of a long-term rolling programme. Overall, the amount of land lost from employment use has been less than previous years. This land has been redeveloped principally for student accommodation and residential use.

The retail and leisure sectors have shown only a modest increase in additional floorspace. The city and district centres are still generally performing well. Whilst retail underpins these

centres there continues to be a good diversity of uses. The current level of vacancies for the Cowley centre (Templars' Square) is higher than previous years.

New hotel bedspaces were completed in Broad Street. Work has also started on converting 2 buildings to short stay accommodation. However, 3 guest houses on arterial roads changed to residential use.

Environment –14 applications were made that required Natural Resource Impact Analysis statements to be submitted. Nearly all of these met the requirement for 20% of energy to be generated from renewables. Environment Agency advice regarding flood risk was followed when making decisions on planning applications.

Transport - 88% of completed non-residential developments complied with car parking standards, and 73% complied with disabled parking standards. The rate of compliance with minimum cycle parking standards has improved slightly on previous years, but remains low at 43%. Officers will need to employ greater vigilance in future in negotiating and ensuring compliance with conditions of cycle parking provision and there may be a need to review cycle parking provision policy in the future to ensure greater clarity and effective implementation.

4. LOCAL DEVELOPMENT SCHEME

This section addresses progress on the various documents that make up the Local Development Framework, and towards the milestones set out in the Local Development Scheme (LDS). It examines the extent to which the Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) have progressed in relation to the targets set out in the LDS.

Oxford's LDS sets out the work programme for, and resources required to prepare, the documents that will form part of the Local Development Framework (LDF). The first LDS was brought into effect in March 2005 and covered the period 2005-2008. Revision of the LDS began in early 2006, although the second LDS was never formally brought into effect, as circumstances continued to change even after it was submitted. The third LDS covering the period 2007-2010 was submitted to GOSE in March 2007 and formally brought into effect in July 2007. Again revision of the LDS (for the period 2008-2011) began in Spring 2008 and was formally brought into effect in November 2008.

Monitoring period April 2007 to end March 2008

During this period work continued on the production of the following documents:

- Core Strategy DPD
- Oxford's West End Area Action Plan DPD
- Planning Obligations SPD
- Telecommunications SPD
- Balance of Dwellings SPD

Core Strategy (DPD): The consultation process on the Preferred Options Document ran from the 30th March 2007 until 11th May 2007; this was in line with the milestone set in the 2007-10 LDS. The City Council also published a Further Preferred Options document for consultation between Friday 7th March and Friday 18th April 2008. This latter document had the same status as the original Preferred Options document but covered additional issues that had emerged in the interim.

Oxford's West End AAP (DPD): The AAP was submitted to the Secretary of State in June 2007. The AAP was examined in January 2008 in line with LDS milestone set in the LDS 2007-2010.

Planning Obligations (SPD): this was adopted in April 2007 in line with the LDS milestone.

Telecommunications (SPD): this was adopted in September 2007 in line with LDS milestone.

Balance of Dwellings (SPD): this was adopted in January 2008, one month behind the milestone set in the LDS due to the timing of committee dates and 'lead in' times..

Other documents: the first LDS had made provision for the production of a Transport and Accessibility DPD and a Site Allocations DPD. These documents were delayed in the second (informal) LDS and the third LDS delayed the Site Allocations document further and deleted the Transport document entirely due to a change in priorities. The third LDS included a new document on Flooding (SPD); this has subsequently been removed from the LDS 2008-11 due to the publication of a new national Planning Policy Statement on Flood Risk.

Progress since April 2008

Whilst not forming part of the monitoring period covered by this AMR, an update on progress against the milestones of the LDS since April 2008 is provided for information. Subsequent progress has also been good, with the adoption of the West End Area Action Plan in June 2008, and the submission of the Core Strategy in November 2008. More details on this progress will be reported in next year's AMR.

Conclusions

The City Council has shown a strong commitment to delivering the LDF and has met the challenging targets it set itself. Whilst there have been some occasions when the planned timetable has had to be reviewed, the vast majority of these have been relatively minor changes of one or two months, some as a result of changing circumstances beyond the control of the City Council. It is considered that these minor amendments to the timetable have not had any significant effect on the overall programme, and that major progress has been made. This year has seen the number of adopted documents rise to seven, with a further adoption and submission made in the months since April 2008.

The Oxford Local Development Framework currently (December 2008) comprises:

- Oxford Local Plan 2001-2016 – adopted November 2005, policies saved 2008
- Oxford Core Strategy 2026 – submitted
- Oxford's West End Area Action Plan – adopted June 2008
- Affordable Housing SPD – adopted November 2006
- Natural Resources Impact Analysis SPD – adopted November 2006
- Parking Standards, Transport Assessments and Travel Plans SPD – adopted February 2007
- Telecommunications SPD – adopted September 2007
- Planning Obligations SPD – adopted April 2007
- Balance of Dwellings SPD – adopted January 2008
- Statement of Community Involvement – adopted February 2006
- Oxford's Local Development Scheme 2008-2011
- Fourth Annual Monitoring Report – December 2008