

5. THEMES

HOUSING

NEW HOUSING

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

Indicators/type of indicator		Targets	On target?
1 core	Housing trajectory (planned housing & provision, net additional dwellings in previous years, the reporting year & in future years plus the managed delivery target) ¹	1/4/2001 to 31/3/2016, 6500 dwellings (Oxford Local Plan);	✓
		1/4/2006 to 31/3/2026, 8000 dwellings (emerging Regional Spatial Strategy)	✓
2 core	Percentage of all new dwelling completions (gross) on Previously Developed Land (PDL)	60% of new dwellings on PDL (emerging Regional Spatial Strategy) 95-100% new housing on PDL (Oxford Local Plan)	✓ x
3 local	Mix of housing completed by size	To influence a balance of mix of dwellings depending on the capacity and location of the site (Balance of Dwellings Supplementary Planning Document)	?

1. Housing Trajectory

Net additional dwellings are provided in Figure 1 for the period since the start of the adopted Local Plan period in 2001/02. Net additional dwellings include new build completions, minus demolitions, plus any gains or losses through change of use and conversions.

Figure 1: Net additional dwellings in previous years and the reporting year

Year	Net completed additional dwellings
2001/02	439
2002/03	267
2003/04	578
2004/05	669
2005/06	943
2006/07	821
2007/08	529

¹ Links to National Indicator 154 – net additional homes provided & National Indicator 159 – supply of ready to develop housing sites

Figure 2 shows net additional dwellings expected to come forward from deliverable sites over the next 5-year period beginning at the current monitoring year (2008/09). The sites that make up these figures are taken initially from Tables 17 and 18 of the Strategic Housing Land Availability Assessment 2008 (SHLAA) which have then been updated to reflect the position of each of the sites using 2007/08 monitoring data.

Figure 2: Net additional dwellings from deliverable sites

Site category (taken from the SHLAA)	Net additional dwellings from deliverable sites (2008/09-2013/14)
Residential allocated sites	879
Employment sites	0
Non-residential allocated sites	0
Suitable sites with planning permission (large)	309
Suitable sites with planning permission (small)	286
Site where permission refused but principle acceptable (large)	18
Suitable sites pending decision (large)	15
Basic desktop study	310
Detailed map survey	0
Open space	100
Green belt land	140
Core Strategy strategic sites	0
Nature conservation sites	0
<i>Total</i>	<i>2,057</i>

The target within the emerging Regional Spatial Strategy (RSS) is 400 dwellings per year which equates to 2,000 dwellings over the 5-year period. Figure 3 demonstrates that during the 5-year period from 2008/09, Oxford is likely to deliver 102.8% of its target. This is excluding dwellings from windfall sites.

Figure 3:

$$\frac{2,057}{2,000} \times 100 = \underline{102.8\%}$$

There are two plans applying across the housing trajectory, the adopted Oxford Local Plan and the emerging RSS as detailed in the target section above, therefore two housing trajectories and monitors are required. The data is set out in Figures 4 and 7 and this is shown in graphical form in figures 5-6 and 8-9.

Figure 4: Housing trajectory data against adopted Oxford Local Plan target of 433 dwellings per year

	2001/ 02	2002/ 03	2003/ 04	2004/ 05	2005/ 06	2006/ 07	2007/ 08	2008/ 09	2009/ 10	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16	Totals
Residential allocated sites (deliverable)								176	176	176	176	175				879
Residential allocated sites (developable)								144	144	144	143	143	73	73	73	937
Employment sites								2	2	2	2	2	4	3	3	20
Non-residential allocated sites								0	0	0	0	0	0	0	0	0
Suitable sites with planning permission (large)								150	100	59	0	0				309
Suitable sites with planning permission (small)								200	70	58	0	0				328
Sites where permission refused but principle acceptable								4	4	4	3	3				18
Suitable sites pending decision								3	3	3	3	3				15
Basic desktop study								62	62	62	62	62	19	18	18	365
Detailed map survey																0
Open space								20	20	20	20	20				100
Green belt land								28	28	28	28	28				140
Core Strategy strategic sites														125	175	300
Nature conservation sites																0
Large windfall sites																0
Small windfall sites																0
Actual completions	439	267	578	669	943	821	529									4246
Total completions	439	267	578	669	943	821	529	789	609	556	437	436	96	219	269	7657
Cumulative completions	439	706	1284	1953	2896	3717	4246	5035	5644	6200	6637	7073	7169	7388	7657	-
Housing target	433	433	433	433	433	433	433	433	433	433	433	433	433	433	433	6500
Cumulative requirement	433	867	1300	1733	2167	2600	3033	3467	3900	4333	4767	5200	5633	6067	6500	-
Monitor	6	-161	-16	220	729	1117	1213	1568	1744	1867	1870	1873	1536	1321	1157	-
Manage	433	433	466	435	413	360	309	282	209	143	60	-34	-191	-335	-888	-

Figure 5: Housing trajectory against adopted Oxford Local Plan target of 433 dwellings per year

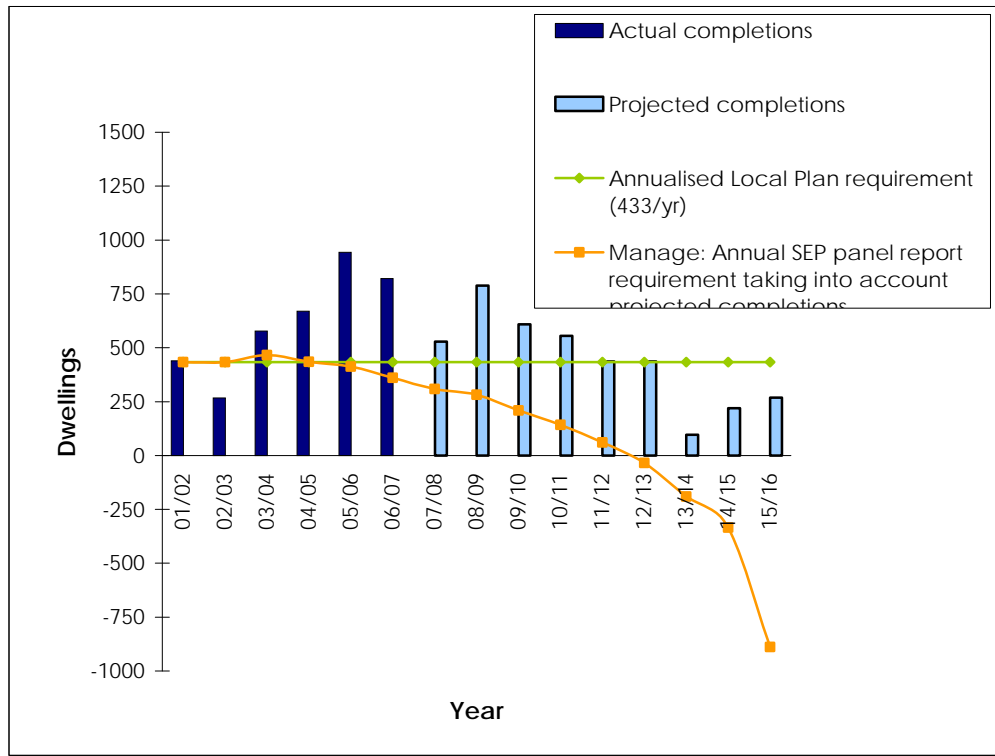


Figure 6: Housing monitor against adopted Oxford Local Plan target of 433 dwellings per year

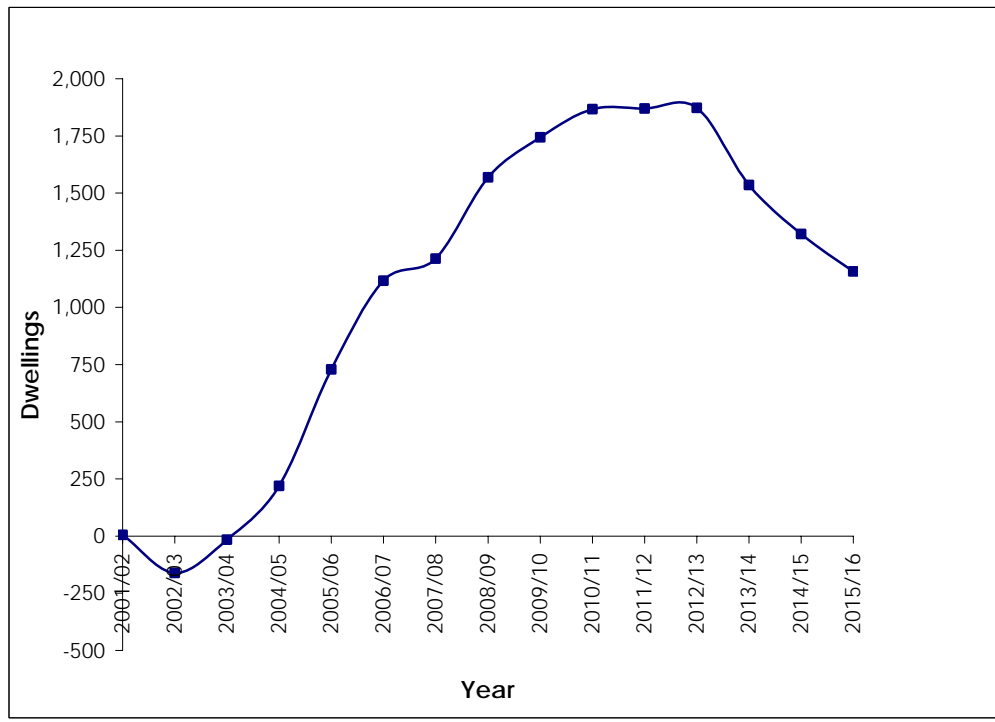


Figure 7: Housing trajectory data against emerging RSS target of 400 dwellings per year

	2006/ 07	2007/ 08	2008/ 09	2009/ 10	2010/ 11	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	Totals
Residential allocated sites (deliverable)			176	176	176	176	175														879
Residential allocated sites (developable)			144	144	144	143	143	73	73	73	73	73	27	0	0	0	0	0			1110
Employment sites			2	2	2	2	2	4	3	3	3	3									26
Non-residential allocated sites																					0
Suitable sites with planning permission (large)			150	100	59	0	0														309
Suitable sites with planning permission (small)			200	70	58	0	0														328
Sites where permission refused but principle acceptable			4	4	4	3	3														18
Suitable sites pending decision			3	3	3	3	3														15
Basic desktop study			62	62	62	62	62	19	18	18	18	18									401
Detailed map survey																					0
Open space				20	20	20	20	20													100
Green belt land				28	28	28	28	28													140
Core Strategy strategic sites									125	175	200	175	125								800
Nature conservation sites																					0
Large windfall sites																					0
Small windfall sites																					0
Actual completions	821	529																			1350
Total completions	821	529	741	609	556	437	436	144	219	269	294	269	152	0	0	0	0	0	0	0	5476
Cumulative completions	821	1350	2091	2700	3256	3693	4129	4273	4492	4761	5055	5324	5476	5476	5476	5476	5476	5476	5476	5476	
Housing target	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	8000
Cumulative requirement	400	800	1200	1600	2000	2400	2800	3200	3600	4000	4400	4800	5200	5600	6000	6400	6800	7200	7600	8000	
Monitor	421	550	891	1100	1256	1293	1329	1073	892	761	655	524	276	-124	-524	-924	-1324	-1724	-2124	-2524	
Manage	400	378	369	348	331	316	308	298	311	319	324	327	335	361	421	505	631	841	1262	2524	2524

Figure 8: Housing trajectory against emerging RSS target of 400 dwellings per year

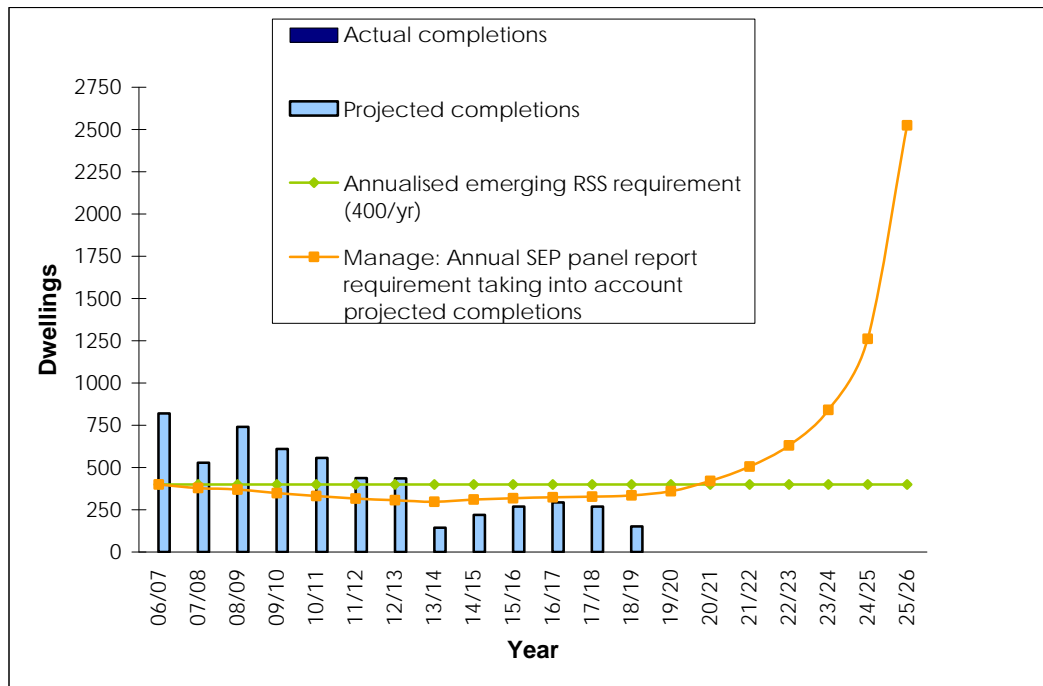
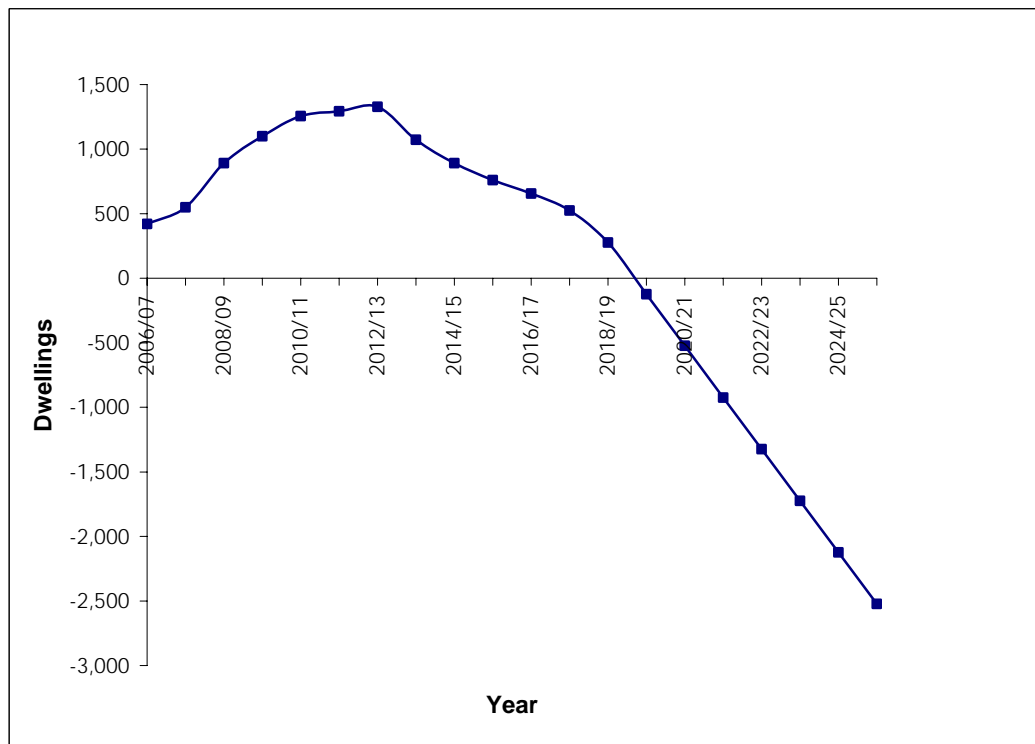


Figure 9: Housing monitor against emerging RSS target of 400 dwellings per year



2. Percentage of all new dwelling completions (gross) on Previously Developed Land (PDL)

Gross new dwelling completions for 2007/08 was 632 dwellings. Only one non-previously developed land site was developed (land to the west of Leafield Road) which delivered 38 dwellings therefore 594 dwellings were delivered on PDL. Figure 10 shows that 93.9% of gross new dwelling completions were on PDL. Figure 11 compares the proportion with previous years

Figure 10:

594

632

Figure 11:

Year	Percentage of gross housing completions on PDL
2001/02	98.60%
2002/03	93.00%
2003/04	95.00%
2004/05	99.87%
2005/06	99.43%
2006/07	100.00%
2007/08	93.98%

The proportion of dwellings completed on PDL far exceeds the requirement of 60% set out in the emerging RSS but falls short of the City Council's own Oxford Local Plan target of 95-100%. The greenfield site that gained planning permission on appeal had the principal of developing the site determined by the Planning Inspectorate.

3. Mix of housing

Figures 12 and 13 show the mix of dwellings completed by number of bedrooms split into market and affordable dwellings.

Figure 12: Market dwelling completions by number of bedrooms in 2007/08

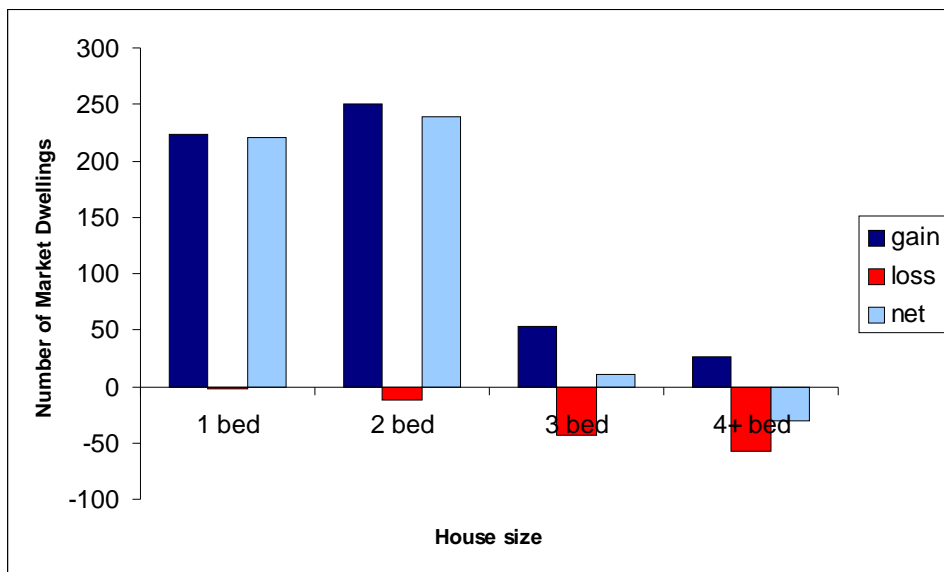
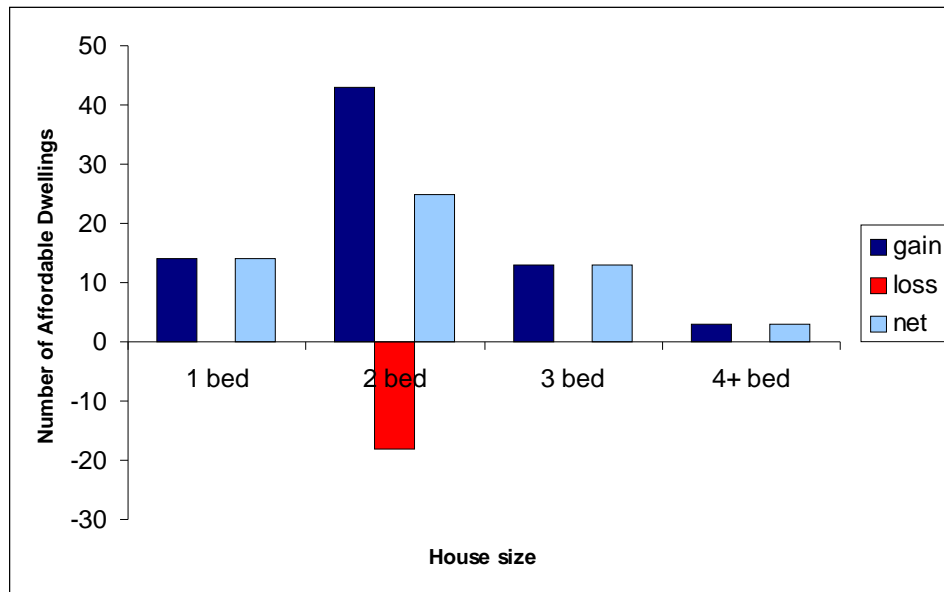


Figure 13: Affordable dwelling completions by number of bedrooms in 2007/08



The size of market dwellings completed during 2007/08 was significantly skewed towards one and two bed units. The loss in 3 and 4 bed market houses significantly affects any gain in 3 and 4 bed market houses many of which are as a result of conversions of family houses into flats.

The Balance of Dwellings Supplementary Planning Document was adopted in January 2008 and seeks to improve the mix delivered from developments and places some restrictions on the loss of family dwellings. It is likely that future monitoring reports will show a reduced loss of family dwellings and a better mix of family units being developed.

CONCLUSIONS

Through the Strategic Housing Land Availability Assessment (2008) and updated using this years monitoring data, enough sites have been identified in order to meet the 5-year rolling supply of deliverable housing sites based on the emerging Regional Spatial Strategy target as required by Planning Policy Statement 3 (PPS3).

The housing trajectories show that the Local Plan target of 433 dwellings per year until 2016 is likely to be exceeded. It is also shown that further sites will be required in future years in order to meet the emerging Regional Spatial Strategy target of 400 dwellings until 2026. However, PPS3 is clear that local authorities are not expected to be able to identify all sites in that make up the final target (paragraph 55, PPS3).

The proportion of dwellings completed on Previously Developed Land far exceeds the requirement of 60% set out in the emerging Regional Spatial Strategy but falls short of the Council's own target of 95-100%.

The mix of market dwellings completed is not particularly balanced and shows a skew towards 1-bed and 2-bed dwellings. The affordable dwelling mix is slightly better although it shows a skew towards 2-bed dwellings.

AFFORDABLE HOUSING

OBJECTIVE: To secure a good proportion and mix of affordable housing to help meet housing needs.

Indicators/type of indicators		Targets	On target?
4 core	Affordable housing completions (gross) and tenure²	150 new affordable dwellings per year (Housing Strategy for Oxford 2005-2008). Tenure split of affordable housing should be 80% social rented, 20% shared ownership (Oxford's Affordable Housing Supplementary Planning Document)	x
5 local	Proportion of affordable housing permissions where there is a policy requirement	50% provision of affordable housing on qualifying sites (Oxford Local Plan).	x

4. Affordable housing completions

The core indicator requires that gross affordable housing completions are recorded shown by social rented and intermediate housing as shown in Figure 14. For the purposes of recording this target, key worker dwellings (of which there were 6) are included within intermediate housing. These affordable housing completions include those delivered by Registered Social Landlords (RSLs).

Figure 14:

	Social rented dwellings (gross)	Intermediate dwellings/shared ownership (gross)	Total (gross)
2007/08	46	33	79
Policy requirement	80%	20%	100%
Actual %	58%	42%	100%

Figure 15: affordable housing completions over previous years

Year	Net total dwelling completions	Net affordable dwelling completions (excluding key worker dwellings)	Proportion of total dwellings that are affordable
2001/02	439	71	16.2%
2002/03	267	46	17.2%
2003/04	578	141	25.7%

² Links to National Indicator 155 – number of affordable homes delivered (gross)

2004/05	673	186	27.6%
2005/06	943	167	17.7%
2006/07	821	267	32.5%
2007/08	529	73	13.7%

Whilst there has been a drop in the number of affordable dwellings completed, this figure is likely to increase again next year due to a number of phased schemes being completed or partially complete. These include Eagle Iron Works, Former St Augustine's School and the Rose Hill Orlit development. Where phased or large schemes contribute a significant proportion to the total affordable dwellings, then their delivery is not necessarily evenly spread year on year resulting in peaks and troughs in affordable housing delivery.

Affordable housing is one of the key themes of Oxford's Sustainable Community Strategy 2008-2012. The Oxford Strategic Partnership (OSP) has set a target of 1,200 new dwellings in Oxford for the period April 2008 and March 2011 of which at least 50% should be affordable on developments over 10 units. The OSP has appointed a select committee to focus on exploring innovative solutions to increase the amount of truly affordable housing. A report on its findings will be published in the near future.

5. Proportion of affordable housing permissions where there is a policy requirement

Figure 16 shows the average proportion of affordable housing permitted on sites during each year. Where reserved matters applications are included, the proportion is calculated from that permission rather than the outline to ensure the most accurate representation of the affordable housing achieved on each site.

Reserved matters permissions are based upon the affordable housing required through a planning obligation at the outline stage and so are not necessarily representative of the policy requirements during the year in which reserved matters permission is granted. Reserved matters applications are excluded from the final row to ensure accurate representation of permissions based on the policy requirement of that year.

Figure 16 also excludes sites where housing was provided by registered social landlords and/or the local authority. This is because they often provide greater than 50% which would distort the figures. This way of recording is an improvement on previous monitoring reports.

Figure 16: Proportion of affordable housing completed

	2003/04	2004/05	2005/06	2006/07	2007/08
Policy requirement	30%	30%	30% / 50%	50%	50%
Average % of affordable housing permitted on all sites (including reserved matters)	43.3%	34.5%	42.6%	37.6%	47.6%
Average % of affordable housing permitted on sites (excluding reserved matters)	43.3%	34.2%	48.8%	48.9%	47.6%

Policy HS.6 of the Oxford Local Plan says that that affordable housing should be provided on-site as part of the proposed development although there may be circumstances where a cash contribution is accepted instead. Policy HS.7 seeks a contribution from commercial development where a need for affordable housing is related to that commercial

development. This is likely to be provided on-site where the commercial development is part of a mixed use scheme.

Figure 17: cash contributions received

	2003/04	2004/05	2005/06	2006/07	2007/08
From residential development	0	£100,000	0	0	0
From commercial development	0	0	0	£40,000	0

CONCLUSIONS

The overall number of affordable housing dwellings completed was lower than previous years though this is probably due to the peaks and troughs that often occur due to the construction phasing on large sites. Affordable housing completions are expected to increase in the next few years following the completions of large sites currently under construction.

The tenure achieved does not match the required 80% social rented and 20% shared ownership proportions as set out in the Affordable Housing SPD but again this is due to the phased completions. The sites not involving phased completions do match the 80%, 20% split.

The majority of sites delivering affordable housing were via registered social landlords but the proportion achieved by private developers required to deliver 50% affordable housing almost achieved that target.

OTHER HOUSING

OBJECTIVE: To assess the quality of new housing development, assess student numbers, student accommodation and potential impact upon the availability of private sector housing, and monitor gypsy and traveller pitches.

Indicators/type of indicators		Targets	On target?
6 core	Housing quality – Building for Life assessments	To show the level of quality in new housing development	x
7 local	Students and purpose built student accommodation	Any increase in student numbers should be matched by an equivalent increase in purpose built student accommodation.	✓
8 core	Net additional Pitches (Gypsy & Traveller)	To show the number of gypsy and traveller pitches delivered (new national core output indicator)	n/a*

*cannot state target until outcome of South East Plan Partial Review is known

6. Housing quality – building for life assessments

This is a new core indicator for this year. The indicator asks that an assessment is made of the quality of completed developments of 10 dwellings or more against the Commission for Architecture and Built Environment (CABE) Building for Life criteria.

The City Council seeks 50% affordable housing on developments of 10 or more dwellings. This requirement is secured by planning obligation. The planning obligation also requires that affordable housing is constructed to the Joseph Rowntree Foundation Lifetime Homes Standard. This standard contains specific measurable criteria for the quality of development. In the monitoring period, 73 affordable dwellings were completed to the Lifetime Homes Standard.

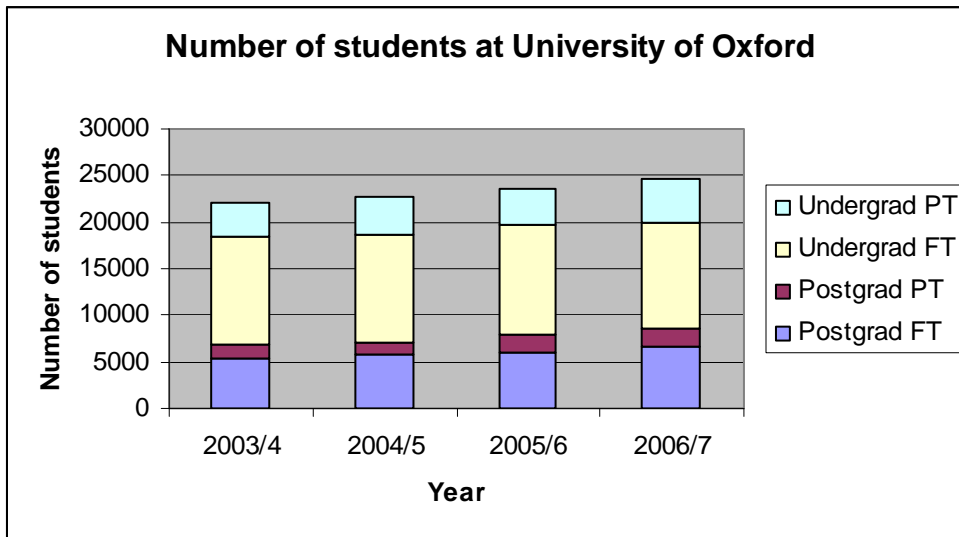
A more detailed assessment of standards for quality development will be undertaken during the next monitoring period to determine whether to apply the CABE Building for Life criteria to future developments.

7. Students and purpose built student accommodation

In previous years it has been difficult to gather data on student numbers and student accommodation as the AMR monitoring period (April to March) does not co-inside with the period which universities use to complete their returns to the government. As such data from the universities has had to be adapted to fit the AMR period. In an effort to make the data collection procedure more robust, the decision has been taken to report the data collected and submitted on an annual basis by the universities to the Higher Education Statistics Agency (HESA). In order to transfer to these new arrangements this year, it is necessary to revert to the data submitted to the HESA for the academic year 2006/7. It is considered however that the benefits that this new procedure brings (basing the data on the official returns that the universities make to the government) are worth persevering with for this “transitional” year.

Figure 18: Number of students at the University of Oxford

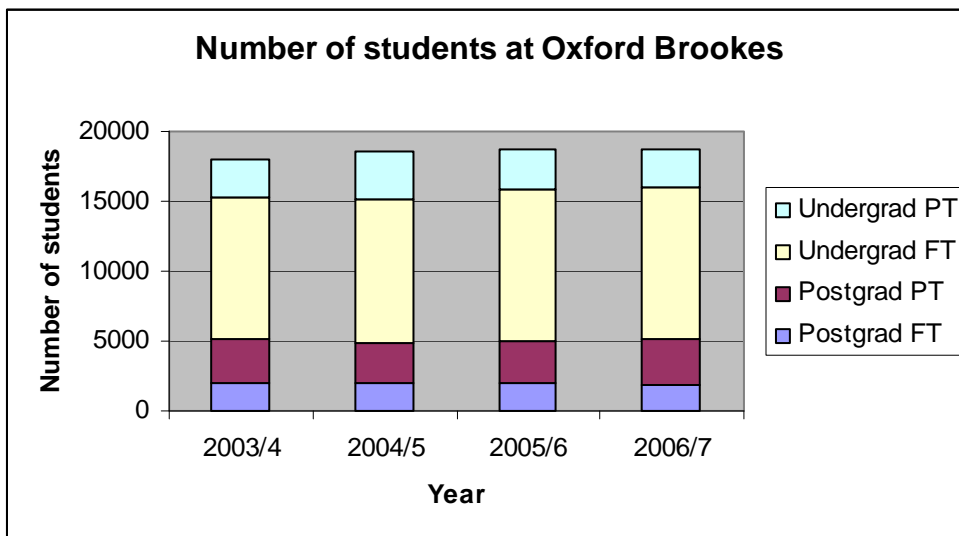
Source: Higher Education Statistics Agency



The chart above illustrates that there were some 24,640 students at the University of Oxford during the academic year 2006/07. There were 8,500 postgraduates and 16,140 undergraduates. This is a slight increase from that shown in the same data source for the previous year (2005/06) of 23,620.

Figure 19: The number of students at Oxford Brookes University

Source: Higher Education Statistics Agency



The chart above shows that in the academic year 2006/07, there were 18,770 higher education students enrolled at Oxford Brookes University (OBU). This figure includes students based at franchise organisations and students based at the OBU campuses outside the city, at Wheatley and Harcourt Hill. This is a slight increase of 45 students on the number for the previous year from the same data source.

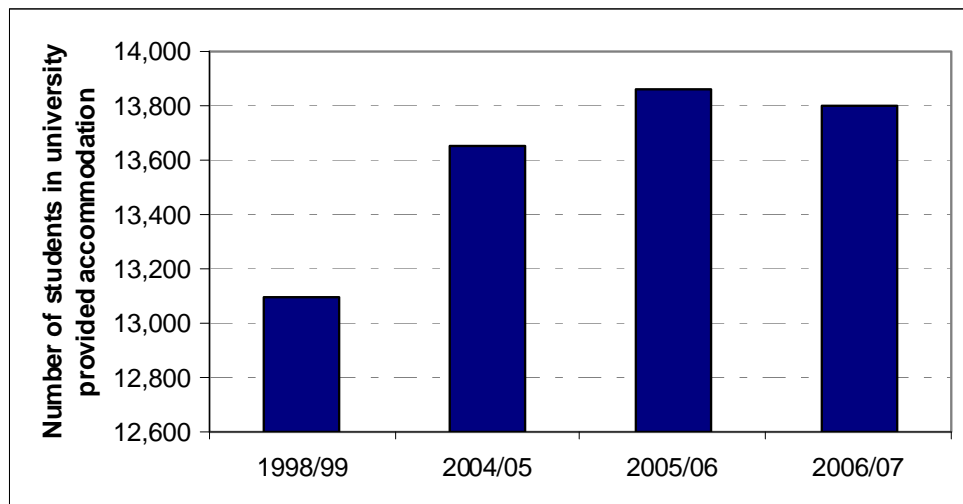
Oxford Brookes have been able to provide more details on these figures so that we can better assess the number of students based within the city. Figure 20 shows that out of a total of 12,690 full-time higher education students at Brookes, some 7,075 were based at campuses within the city.

Figure 20:

Total full-time higher education students	12,690
Full time higher education students based inside Oxford	7,075
Full time higher education students based outside Oxford	4,410
Number of students on a sandwich year	395
Number of students at franchise organisations	810

Figure 21: Provision of student accommodation by the University of Oxford

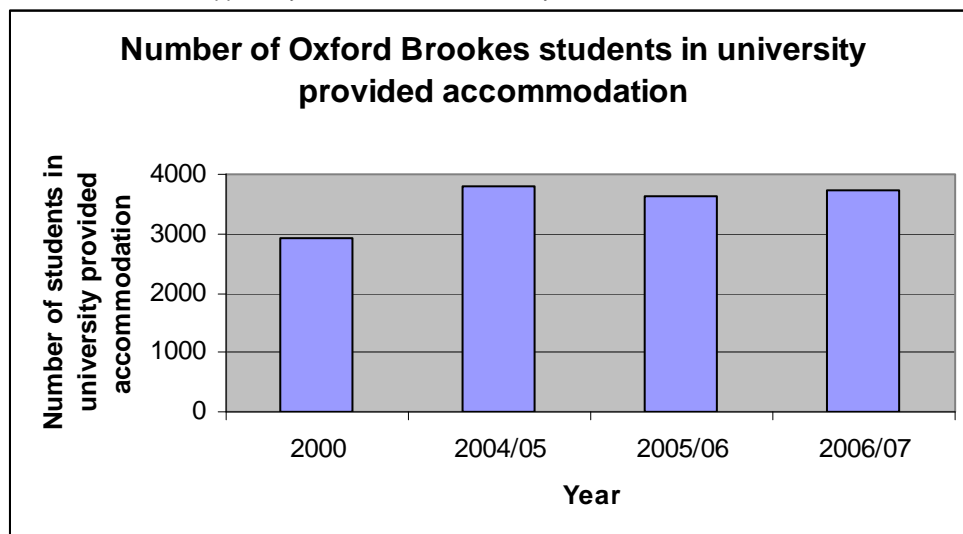
Source: Information supplied by the University of Oxford



The University of Oxford state that they provided some 13,799 units of student accommodation during the academic year 2006/07 (through the colleges and University). This was slightly fewer than the previous year but higher than that provided before 2005/06. There were 18,160 full-time students at the university (see figure 18 above). This figure needs to be discounted to take account of the visiting students who do not reside in Oxford for most of the year and students who do not need to be accommodated as they were abroad or living with their parents. This leaves 17,020 full-time students who need to be accommodated. As 13,799 were in provided accommodation, this leaves some 3,221 living outside provided accommodation.

Figure 22: Provision of student accommodation by Oxford Brookes University

Source: Information supplied by Oxford Brookes University



Oxford Brookes University state that they provide some 3,742 units of student accommodation. This is a slight increase on the number provided during the previous academic year (3,639).

Oxford Brookes University have carried out some further analysis based on the postcodes provided by students in their registered addresses and concluded that some 3,425 full-time students were living within Oxford but not in either university provided accommodation or their family home as shown below.

Figure 23: Oxford Brookes University data on postcode address of students

	Institution maintained property	At home	Away from home	Total
Within Oxford	3,271	1,123	3,425	7,819
Outside Oxford	471	2,636	1,316	4,423
Total	3,742	3,759	4,741	12,242

It should be noted that the data provided to the Higher Education Statistics Agency covers the whole academic year whereas the postcode analysis is a snap-shot data set; this means that the total figures for full-time students in the two data sets are not quite comparable (12,690 and 12,242 respectively). The City Council is working with Oxford Brookes to refine the data collection so that this issue does not arise in future years.

Oxford Local Plan policies restrict the expansion of teaching/administrative accommodation where the number of full-time students living in Oxford outside university provided accommodation exceeds 3,500 per university in the academic years up to 2008, and 3,000 after that date in order to mitigate the impact of students living in private sector housing on the general housing market. Both universities were under the limit. It is anticipated that improvements can be made to the data collection for next year's Annual Monitoring Report, particularly in the case of Oxford Brookes University.

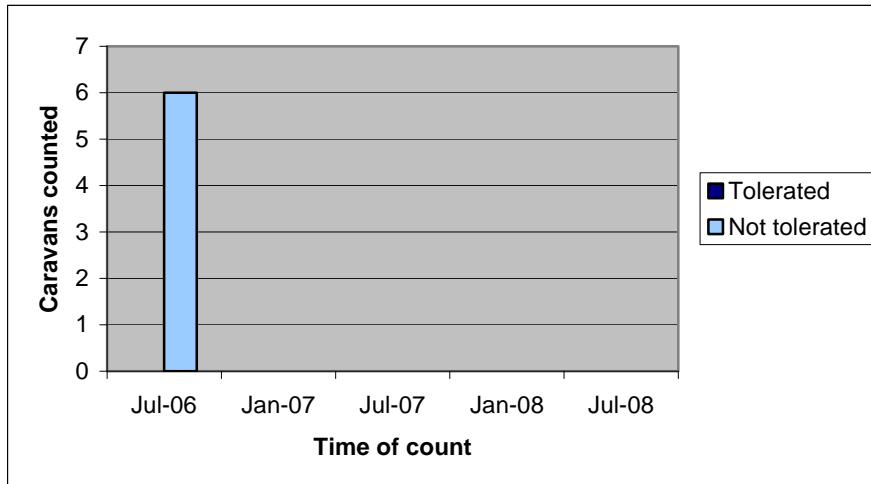
As well as plans for additional academic accommodation, there are a number of student accommodation schemes being proposed (about 2,000 student rooms, several have planning permission and others at pre-application stage) that would be restricted to occupation by students of the two universities.

8. Net additional pitches (Gypsy and Traveller)

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

Monitoring of gypsy and traveller settlements across Oxfordshire is carried out by the Oxfordshire County Council Gypsy and Traveller Liaison team on a bi-annual basis. The monitoring includes both authorised and non-authorised sites, and has provided a basis upon which to informally assess gypsy and traveller accommodation needs in Oxfordshire. At July 2008, no unauthorised encampments were found in Oxford by a County-wide monitoring survey.

Figure 24: Gypsy and traveller caravan counts from July 2006



The South East England Regional Assembly (SEERA) is in the process of conducting a partial review of the South East Plan to allocate pitch numbers to be provided through district local development frameworks, however this is not due to be adopted until 2010. SEERA have recently consulted on options for providing some 1,064 gypsy and traveller pitches, and a further 274 travelling showpeople plots, across the region. These initial options suggest provision in Oxford of between 0 and 9 gypsy and traveller pitches, and an additional 0-1 travelling showpeople plot.

Conclusions – Other housing

Currently Oxford does not use CABE Building for Life criteria but uses instead Joseph Rowntree Foundation Lifetime Homes Standard and this standard is applied to affordable dwellings secured under planning obligations.

The number of full-time students living in Oxford 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.

The regional planning process will eventually determine targets for delivery of gypsy and traveller pitches in Oxford. Until such targets are made more explicit, and given recent caravan counts do not indicate any pressing need, there are no pitches planned at the current time in Oxford, therefore this indicator is not strictly relevant at present.