

# Agenda

www.oxford.gov.uk



## Cabinet

Date: **Thursday 19 December 2019**

---

Time: **6.00 pm**

---

Place: **Council Chamber - Oxford Town Hall**

---

For any further information please contact:

**John Mitchell, Committee and Member Services Officer**

Telephone: 01865 252217

Email: [jmitchell@oxford.gov.uk](mailto:jmitchell@oxford.gov.uk)

---

Details of how City Councillors and members of the public may engage with this meeting may be found on page 10 of this agenda.

As a matter of courtesy, if you intend to record the meeting please let the Committee Services Officer know how you wish to do this before the start of the meeting.

# Cabinet

## Membership

<b>Chair/ Leader</b>	Councillor Susan Brown	Leader of the Council, Cabinet Member for Economic Development and Partnerships
<b>Vice Chair/ Deputy Leader and Members</b>	Councillor Linda Smith	Deputy Leader (Statutory), Cabinet Member for Leisure and Housing
	Councillor Ed Turner	Deputy Leader, Cabinet Member for Finance and Asset Management
	Councillor Nigel Chapman	Cabinet Member for Safer Communities and Customer Focused Services
	Councillor Mary Clarkson	Cabinet Member for Culture and City Centre
	Councillor Tom Hayes	Cabinet Member for Zero Carbon Oxford
	Councillor Alex Hollingsworth	Cabinet Member for Planning and Sustainable Transport
	Councillor Mike Rowley	Cabinet Member for Affordable Housing
	Councillor Marie Tidball	Cabinet Member for Supporting Local Communities
	Councillor Louise Upton	Cabinet Member for Healthy Oxford

The quorum for this meeting is three, substitutes are not allowed.

Future items to be discussed by the Cabinet can be found on the Forward Plan which is available on the Council's [website](#)

### **Copies of this agenda**

Reference copies are available to consult in the Town Hall Reception. Agendas are published 6 working days before the meeting and the draft minutes a few days after.

All agendas, reports and minutes are available online and can be:

- viewed on our website – [mycouncil.oxford.gov.uk](http://mycouncil.oxford.gov.uk)
- downloaded from our website
- viewed using the computers in the Customer Services, St Aldate's, or
- subscribed to electronically by registering online at [mycouncil.oxford.gov.uk](http://mycouncil.oxford.gov.uk)

# AGENDA

## PART ONE PUBLIC BUSINESS

Pages

- 1 APOLOGIES FOR ABSENCE
- 2 DECLARATIONS OF INTEREST
- 3 ADDRESSES AND QUESTIONS BY MEMBERS OF THE PUBLIC
- 4 COUNCILLOR ADDRESSES ON ANY ITEM FOR DECISION ON THE BOARD'S AGENDA
- 5 COUNCILLOR ADDRESSES ON NEIGHBOURHOOD ISSUES
- 6 ITEMS RAISED BY BOARD MEMBERS
- 7 SCRUTINY COMMITTEE REPORTS

Scrutiny Committee meets on 17 December 2019. Any recommendations to Cabinet from that meeting will be published as a supplement to this agenda.

- 8 **CONSULTATION BUDGET 2020-21 AND MEDIUM TERM FINANCIAL PLAN 2021-22 TO 2023-24**

**Lead Member:** Deputy Leader - Finance and Asset Management  
(Councillor Ed Turner)

**This report will be published as a supplement to the agenda.**

- 9 **DRAFT CORPORATE STRATEGY 20-24 - FOR CONSULTATION**

**Lead Member:** Leader, Economic Development and Partnerships  
(Councillor Susan Brown)

**This report will be published as a supplement to the agenda.**

- 10 **INITIAL RESPONSE TO REPORT OF CITIZENS' ASSEMBLY INTO CLIMATE CHANGE**

**Lead Member:** Leader, Economic Development and Partnerships  
(Councillor Susan Brown), Zero Carbon Oxford (Councillor Tom Hayes)

**This report will be published as a supplement to the agenda.**

## 11 INTEGRATED PERFORMANCE REPORT FOR QUARTER 2 2019/20

13 - 32

**Lead Member:** Deputy Leader - Finance and Asset Management (Councillor Ed Turner)

The Head of Financial Services and Head of Business Improvement have submitted a report to update Members on Finance, Risk and Performance as at 30 September 2019.

**Recommendations:** That Cabinet resolves to:

1. **Note** the projected financial outturn as well as the current position on risk and performance as at 30 September 2019;
2. **Recommend** the Council to vire £0.500 million from Compulsory purchase of property (N7049) to Extensions & Major Adaptions (N7020) to cover the work of four extensions within the Housing Revenue Account Capital programme as set out in paragraph 10 of the report; and
3. **Recommend** to Council to approve the revised Capital Programme budget to be £59.962 million in line with the latest forecast following the major review carried out by officers.

## 12 ANNUAL MONITORING REPORT 2018/19

33 - 132

**Lead Member:** Planning and Sustainable Transport (Councillor Alex Hollingsworth)

The Head of Planning Services has submitted a report to approve the Annual Monitoring Report for publication.

**Recommendations:** That Cabinet resolves to:

1. **Approve** the Annual Monitoring Report 2018/19 for publication; and
2. **Authorise** the Head of Planning Services to make any necessary additional minor corrections not materially affecting the document prior to publication.

## 13 TREASURY MID-YEAR REPORT 2019/20

133 - 150

**Lead Member:** Deputy Leader - Finance and Asset Management (Councillor Ed Turner)

The Head of Financial Services has submitted a report to report on the performance of the Treasury Management function for the 6 months to 30 September 2019.

**Recommendations:** That Cabinet resolves to:

1. **Note** the performance of the Treasury Management function for the six months to 30th September 2019; and
2. **Recommend** Council to:
  - i. **Approve** the change of the Indirect Property Funds counterparty category to Pooled Investment Funds; and
  - ii. **Note** that the Council is considering investing in a Multi Asset fund instead of an Indirect Property Fund as was previously anticipated.

**14 PROPERTY INVESTMENT PORTFOLIO ANALYSIS AND STRATEGY REPORT**

151 - 154

**Lead Member:** Deputy Leader - Finance and Asset Management (Councillor Ed Turner)

The Executive Director – Development has submitted a report to agree the council's commercial investment portfolio strategy.

**Recommendations:** That Cabinet resolves to:

1. **Agree** the overarching property investment strategy contained in the confidential appendices; and
2. **Note** that the Leader will delegate the authority for the decision in relation to individual property transactions to the Cabinet Member for Finance and Asset Management.

**15 BULLINGDON COMMUNITY CENTRE - PROJECT APPROVAL AND AWARD OF CONTRACT**

155 - 168

**Lead Member:** Supporting Local Communities (Councillor Marie Tidball)

The Executive Director Customer and Communities has submitted a report to seek project approval to replace the existing end of life community building at Bullingdon and to recommend Council to increase the total project budget and delegate the award of the construction contract to Oxford Direct Services

**Recommendations:** That Cabinet resolves to:

1. **Grant Project Approval** to replace the existing end of life community building at Bullingdon with a modern fit for purpose facility that meets the needs of the community;
2. **Delegate** to the Executive Director Customer and Communities in consultation with the S151 officer and Head of Law and Governance the award of the contract to Oxford Direct Services Ltd subject to the full tender submission being within the agreed budget; and
3. **Recommend** to Council to increase the total project budget by £200,000 to £1,403,000. This is included as part of the consultation

budget.

**16 ENFORCEMENT OF THE REGULATIONS IN RELATION TO ENERGY EFFICIENCY IN DOMESTIC AND NON-DOMESTIC PROPERTIES FOLLOWING DELEGATION OF POWERS BY OXFORDSHIRE COUNTY COUNCIL**

169 - 178

**Lead Member:** Deputy Leader (Statutory) - Leisure and Housing (Councillor Linda Smith)

The Head of Regulatory Service and Community Safety has submitted a report to seek formal approval to enforce legislation applicable to:

- a) Domestic Private Rented Energy Performance Certificates (EPCs); and
  - b) Commercial Minimum Energy Efficiency Standards (MEES);
- following the delegation of powers under the Energy Performance of Buildings (England and Wales) Regulations 2012 and under the Energy Efficiency ( Private Rented Property)(England and Wales) Regulations 2015 from Oxfordshire County Council.

**Recommendations:** That Cabinet resolves to:

1. **Accept** the delegation of powers from Oxfordshire County Council to enable Oxford City Council to carry out enforcement of Energy Performance Certificates (EPCs) in the domestic private rented sector under The Energy Performance of Buildings (England and Wales) Regulations 2012;
2. **Accept** the delegation of powers from Oxfordshire County Council to Oxford City Council for the enforcement of the Minimum Energy Efficiency Standards (MEES) in commercial property The Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015;
3. **Authorise** the Head of Regulatory Services and Community Safety, acting in consultation with the Head of Law & Governance and the Head of Financial Services, to enter into all necessary and appropriate contracts to implement the delivery of the enforcement work on behalf of the Oxfordshire County Council; and
4. **Delegate** authority to the Head of Regulatory Services and Community Safety to perform the enforcement duties of the Oxfordshire County Council as set out in the agency agreement and to take any steps necessary to perform those duties.

**17 TRANSFORMATION FUNDING FOR OXFORD DIRECT SERVICES LIMITED**

179 - 188

**Lead Member:** Deputy Leader - Finance and Asset Management (Councillor Ed Turner)

The Head of Financial Services has submitted a report to present the funding and budget requirements of the Oxford Direct Services

Transformation Project for approval and for recommendation to Council.

**Recommendations:** That Cabinet resolves to:

1. **Approve** the business case for the transformation project within ODS and the capitalisation of £1.25 million revenue costs by the Council related to the Oxford Direct Services Limited Transformation project in accordance with the Statutory Guidance on the Flexible Use of Capital Receipts and in line with the approved capital budget;
2. **Provide** a capital grant to Oxford Direct Services for the capitalised transformation revenue costs to be drawn down upon the Head of Financial Services being satisfied as to the evidence of expenditure provided and to include a repayment clause operated if the forecast returns are not achieved;
3. **Enter** into a legal agreement with Oxford Direct Services Limited relating to the capital grant for the capitalised revenue costs of the Oxford Direct Services Limited Transformation project subject to the Head of Law and Governance in consultation with the Head of Financial Services drawing up and being satisfied as to the terms of such agreement; and
4. **Include** progress of the transformation project and updates on the financial returns achieved and forecast to be included annually in the Council's Capital Strategy.

## 18 MINUTES

189 - 194

**Recommendation:** The City Executive Board resolves to APPROVE the minutes of the meeting held on 13 November 2019 as a true and accurate record

## 19 DATES OF FUTURE MEETINGS

Meetings are scheduled for the following dates:

- 22 January
- 12 February
- 11 March

All meetings start at 6pm.

## **20 MATTERS EXEMPT FROM PUBLICATION**

If the Board wishes to exclude the press and the public from the meeting during consideration of any of the items on the exempt from publication part of the agenda, it will be necessary for the Board to pass a resolution in accordance with the provisions of Paragraph 4(2)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012 on the grounds that their presence could involve the likely disclosure of exempt information as described in specific paragraphs of Schedule 12A of the Local Government Act 1972.

The Board may maintain the exemption if and so long as, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

### **PART TWO** **MATTERS EXEMPT FROM PUBLICATION**

<b>21</b>	<b>EXEMPT APPENDICES TO PROPERTY INVESTMENT PORTFOLIO ANALYSIS AND STRATEGY REPORT (ITEM 14)</b>	<b>195 - 290</b>
<b>22</b>	<b>EXEMPT APPENDIX TO BULLINGDON COMMUNITY CENTRE - PROJECT APPROVAL AND AWARD OF CONTRACT REPORT (ITEM 15)</b>	<b>291 - 292</b>



## **DECLARING INTERESTS**

### **General duty**

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

### **What is a disclosable pecuniary interest?**

Disclosable pecuniary interests relate to your\* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licences for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

### **Declaring an interest**

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

### **Member's Code of Conduct and public perception**

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

\*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those of the member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

## **HOW OXFORD CITY COUNCILLORS AND MEMBERS OF THE PUBLIC CAN ENGAGE AT THE CABINET**

### **Addresses and questions by members of the public, (15 minutes in total)**

Members of the public can submit questions in writing about any item for decision at the meeting. Questions, stating the relevant agenda item, must be received by the Head of Law and Governance by 9.30am two clear working day before the meeting (eg for a Tuesday meeting, the deadline would be 9.30am on the Friday before). Questions can be submitted either by letter or by email (to [cabinet@oxford.gov.uk](mailto:cabinet@oxford.gov.uk) ).

Answers to the questions will be provided in writing at the meeting; supplementary questions will not be allowed. If it is not possible to provide an answer at the meeting it will be included in the minutes that are published on the Council's website within 2 working days of the meeting.

The Chair has discretion in exceptional circumstances to agree that a submitted question or related statement (dealing with matters that appear on the agenda) can be asked verbally at the meeting. In these cases, the question and/or address is limited to 3 minutes, and will be answered verbally by the Chair or another Cabinet member or an officer of the Council. The text of any proposed address must be submitted within the same timescale as questions.

For this agenda item the Chair's decision is final.

### **Councillors speaking at meetings**

Oxford City councillors may, when the chair agrees, address the Cabinet on an item for decision on the agenda (other than on the minutes). The member seeking to make an address must notify the Head of Law and Governance by 9.30am at least one clear working day before the meeting, stating the relevant agenda items. An address may last for no more than three minutes. If an address is made, the Cabinet member who has political responsibility for the item for decision may respond or the Cabinet will have regard to the points raised in reaching its decision.

### **Councillors speaking on Neighbourhood issues (10 minutes in total)**

Any City Councillor can raise local issues on behalf of communities directly with the Cabinet. The member seeking to make an address must notify the Head of Law and Governance by 9.30am at least one clear working day before the meeting, giving outline details of the issue. Priority will be given to those members who have not already addressed the Cabinet within the year and in the order received. Issues can only be raised once unless otherwise agreed by the Cabinet. The Cabinet's responsibility will be to hear the issue and respond at the meeting, if possible, or arrange a written response within 10 working days.

### **Items raised by Cabinet members**

Such items must be submitted within the same timescale as questions and will be for discussion only and not for a Cabinet decision. Any item which requires a decision of the Cabinet will be the subject of a report to a future meeting of the Cabinet



This page is intentionally left blank

**To:** Cabinet

**Date:** 19 December 2019

**Report of:** Head of Financial Services  
Head of Business Improvement

**Title of Report:** Integrated Performance Report for Quarter 2 2019/20

Summary and recommendations	
<b>Purpose of report:</b>	To update Cabinet on Finance, Risk and Corporate Performance matters as at 30 <sup>th</sup> September 2019.
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Ed Turner
<b>Corporate Priority:</b>	Efficient and Effective Council.
<b>Policy Framework:</b>	Corporate Plan
<b>Recommendations:</b> That Cabinet resolves to:	
1.	<b>Note</b> the projected financial outturn as well as the current position on risk and performance as at 30 September 2019;
2.	<b>Recommend</b> the Council to vire £0.500 million from Compulsory purchase of property (N7049) to Extensions & Major Adaptions (N7020) to cover the work of four extensions within the Housing Revenue Account Capital programme as set out in paragraph 10 of the report; and
3.	<b>Recommend</b> to Council to approve the revised Capital Programme budget to be £59.962 million in line with the latest forecast following the major review carried out by officers.

Appendices	
Appendix A	Corporate Integrated Dials
Appendix B	General Fund - Sept 2019 Forecast Outturn
Appendix C	HRA - Sept 2019 Forecast Outturn
Appendix D	Capital Programme – Sept 2019

## Introduction and background

1. This report updates the Cabinet on the financial, corporate performance and corporate risk positions of the Council as at 30th September 2019. A brief summary is as follows:
2. **Financial Position**
  - **General Fund** – the outturn position is forecast to be an adverse variance of £0.149 million against the latest net budget of £23.205 million (0.64%), and £1.044 million against the service area expenditure (3.67%);
  - **Housing Revenue Account** – The budgeted surplus agreed by the Council in February 2019 was £0.492 million. A revision to the Housing Revenue Account (“HRA”) budget and Business Plan was reported to Cabinet on 20 May 2019 which outlined the reason for and requested approval of the change in budget to reflect the impact of the dwellings to be acquired for Oxford City Housing Ltd (“OCHL”). The revised budget resulted in a surplus of £1.205 million and the outturn position is forecasting a favourable variance of £320k against this;
  - **Capital Programme** – The budget, as approved at Council in February 2019, was set at £101.526 million. This area has been subject to a major review, to get to a deliverable and well-timetabled programme. Between setting the budget in February and the end of the financial year a further £12.966 million was retimetabled to 2019-20. The latest forecast outturn is £59.962 million, which takes account of this re-profiling work that has been undertaken across the Council. This represents a favourable variance of £38.791 million against a latest budget of £98.753 million, of which £32.311 million relates to retimetabling and £6.480 million relates to a net underspend across a number of schemes. It is recommended that Council approves this revised programme.
3. **Performance** – 57% (8) of the Council’s corporate performance targets are being delivered as planned, 7% (one) is showing as below target but within acceptable tolerance limits, 21% (3) are currently at risk. However there are 14% (2) that are showing as no data available, as described in paragraphs 18 to 21;
4. **Corporate Risk Management** – There are three red corporate risks at the end of quarter two, which relate to housing, and ensuring housing delivery and supply for the city and enabling sufficient house building and investment; Economic Growth, local, national and international factors that could adversely affect the economic growth of Oxford and Balancing and Delivery of the Financial plan, the Council is currently updating its Medium Term Financial Plan for publication of its Consultation

Budget in December 2019. More details of risks can be found in paragraphs 22 to 23;

## **Financial Position**

### **General Fund Revenue**

5. The overall Net Budget Requirement agreed by the Council in February 2019 was £23.205 million. Since setting the budget, service area expenditure has increased by a net total of £0.132 million, this is a combination of virements within service areas and release from reserves. The Net Budget Requirement remains unchanged.
6. Virements between service areas, were authorised under delegated powers by the Council's Head of Financial Services totalling £0.170 million, the most notable of which relate to the realignment of the training budget and release of contingency to cover Non-Domestic Rates pressures.
7. The release from reserves totals a net movement of £0.038 million, made up of the release from Transformation Funds for ongoing projects, such as the Rent Guarantee model; Team Oxford Communications; the Corporate Scanning project; Idox upgrade; Business Process Automation pilot and release of grant funding into the service areas for ongoing expenditure.
8. At 30<sup>th</sup> September 2019 the General Fund Service Area expenditure is projecting an adverse variance of £1.044 million against the latest budget of £28.547 million, this is in part offset by a release from the General Fund Repairs and Maintenance reserve and capital financing reserve, of £0.975 million resulting in an overall adverse variance of £0.149 million against the latest Net Budget Requirement of £23.205 million. The key variances are:
  - **Housing Services** - £0.975 million – adverse variance due to unbudgeted expenditure relating to surveys for the Town Hall, Asbestos and Health and Safety and works to the Town hall ceilings, these costs have been mitigated by use of reserves in year and therefore have no net impact on the overall deficit.
  - **Business Improvement** – £0.025 million – favourable variance in relation to telephony of £0.050 million off set by an adverse variance of £0.025 million relating to spend on equalities work.
  - **Law & Governance** - £0.066 million - favourable variance due to unbudgeted SLA income due to be received from the Housing Company.
  - **Oxford Direct Services** - £0.160 million – adverse variance due to savings predicated on the development of the Recycling Transfer Station not materialising in year due to the scheme not yet being implemented.
  - **Transfer to /from Earmarked Reserves** - £0.975 million – use of the General Fund Repairs and Maintenance reserve to cover the expenditure relating to Town Hall surveys and works.

## Housing Revenue Account

9. The budgeted surplus agreed by the Council in February 2019 was £0.492 million. A revision to the HRA budget and Business plan was approved by Cabinet on 29 May 2019 following the financial impact of dwellings acquired by the HRA from the Councils housing company in terms of rental income, maintenance spend, interest payments and debt redemption. The revised budgeted surplus was £1.205 million, and was approved by Council on the 22 July 2019. The Housing Revenue Account is currently forecasting a favourable variance of £0.320 million against this surplus, this will be moved into reserves to fund future capital projects. However some budget variations have been made to realign budgets across the HRA and the most notable are:

- Dwelling Rent, Service Charges and Miscellaneous income – favourable variance of £0.800 million due to slower than expected Right To Buy sales and properties being used for temporary accommodation therefore generating additional income;
- Management & Services, other revenue spend and responsive & cyclical repairs – adverse variance of £0.682 million due to one off pressures for legal costs associated with the tower blocks, feasibility costs for phase 2 of the OCHL development programme, decant costs associated with the ongoing developments and consultancy fees relating to the implementation of a new QL Housing system.
- HRA Reserve Adjustment – favourable variance of £0.202 million relating to the release of amounts of unspent budget carried forward from 2018-19.

## Capital

10. The budget, as approved by Council in February 2019, was set at £101.526 million. This area has been the subject of major review, with the aim of getting a capital programme which is deliverable and well-timetabled. Between setting the budget and the end of the financial year a further £12.966 million has been retimetabled from the 2018/19 budget. The latest forecast outturn is £59.962 million, which takes account of this re-profiling work that has been undertaken across the Council. This represents a favourable variance of £38.791 million, of which £32.311 million relates to retimetabling and £6.480 million relates to a net underspend across a number of schemes. The main items which are being retimetabled or where there are underspends are:

- Customer Relationship Management System (Lagan) replacement (£0.200 million) retimetabled: the project is on hold whilst a review of requirements takes place;
- 1-5 George Street (£8.960 million) has been removed from the capital programme - The scheme will not progress as 1-5 George Street as this is no longer considered a viable scheme and a new lease has been let on number 5 George Street. A new scheme is currently being considered for 1-3 George Street and this will be brought forward for inclusion in the budget, once a business case has been agreed;
- Covered Market vacant unit works (£0.283 million) retimetabled: works have been carried out on some units and further options are being considered to



work up schemes to improve other units, storage and the entrance, but these are unlikely to be during this financial year. The physical and historic constraints of the market both known and unknown along with high costs and tying in works with any future potential capital spend and the leasing strategy are causing delays;

- Go Ultra Low Oxford (£0.514 million) across the On Street Chargers and Taxi Scheme. Trial installations and commissioning has been completed with a report being considered on the next steps to come forward in 2020/21; the on Street Charging Scheme has been assessed for next steps, the major challenge for Taxi Charging infrastructure is finding appropriate land space for installation. Electric Vehicle charging is a fast paced and rapidly changing market. Dialogue with OLEV is ongoing;
- Pedestrianisation of Queen Street (£0.500 million) removed from the capital programme as no scheme is currently able to be implemented;
- Floyds Row refurbishment (£1.786 million) funding has been included to complete phase 1 and phase 2 of the project as approved by Council in October 2019;
- Phase 1 Affordable Housing at Barton Park (£0.963 million): retimetabled due to delays by the developers of Barton Park;
- Housing company loans (£24.238 million) retimetabled in line with the expectation of borrowing from the housing company, this is due to external factors delaying the start of the schemes such as planning clarification issues, tender specifications and resident consultations. The schemes affected are Between towns Road, Edgecombe Road, Elsefield, Cumberlege, Harts Close, Rose Hill, Warren Crescent, 2 Dynham Place and 26 Valentia Road;
- Barton Park – Purchase by Council (£1.565 million) brought forward to be in line with the Phase 1 Affordable Housing at Barton Park;
- Stage 2 Oxford Museum (£0.729 million) retimetabled due to some delays on the project relating to asbestos survey results and decisions on scoping of courtyard works;
- East Oxford Community Centre (£3.732 million) retimetabled – The quantity surveyors have been appointed and they have provided an outline programme for the phasing of the project which needs to be reviewed and agreed. This project is unlikely to commence before 1<sup>st</sup> April 2020; this also reflects the need for extensive community consultation;
- Jericho Community Centre (£0.200 million) retimetabled, no confirmation or control of when the spend will take place as this is in conjunction with a 3<sup>rd</sup> party developer;
- Bullingdon Community centre (£1.159 million) retimetabled, the business case and feasibility report are being written and will be submitted to review group and Development Board shortly for approval to move to delivery phase; this also reflects the need for extensive consultation with stakeholders to take place;

- Car Parking Oxpens (£0.243 million) retimetabled, there are several factors which are affecting the dismantling and erection of the decking.
- Seacourt park and ride extension (£1.227 million) retimetabled, the scheme has started and some of the works were reprogrammed due to i) the need to undertake ecological investigations to ensure that no new badger sets had been established ii) consideration of how to address an area of land containing some waste materials and iii) discussions concerning the Botley Road Improvement Scheme;
- Recycling Transfer Station (£1.198 million) retimetabled, design work is now on hold pending the impact of the depot rationalisation project, the business case for which is in preparation;
- Investments at Redbridge (£0.514 million) retimetabled; This project is part of the depot rationalisation project the business case for which is in preparation;
- Redbridge parking (£1.685 million) retimetabled; This project will be incorporated into the depot rationalisation feasibility project the business case for which is in preparation;
- R&D Feasibility (£0.446 million) retimetabled of unallocated funds into future years. The remaining budget of £111k has been allocated against schemes in feasibility. There are a number of current development schemes which require feasibility studies to be completed in early 2020. This will lead to significant spending on capital works for 2020/21;
- HRA capital schemes (£1.870 million) retimetabled and (£5.019 million) of underspends, this includes Development at Mortimer Drive being removed from the HRA capital programme and included within the OCHL development plan and slippage of construction of dwellings at East Oxford in line with progress of General Fund Community Centre scheme due to interdependencies.
- Compulsory purchase of property (N7049) is projected to underspend by £500k, as there are no schemes available to apply these monies. It is intended that this budget be vired to Extensions & Major Adaptions (N7020) to cover the work on four extensions within the HRA. Under the Councils Constitution virements of between £250k and £500k require the approval of Cabinet, a recommendation for which is included above ;

11. The Council's current capital programme assigns a status to each capital scheme, in line with the Councils Capital Gateway. The programme is split into:

- One off projects** – These are split into idea, feasibility, design, delivery and completion
- Rolling programme** – These items relate to schemes which are ongoing in nature ie HRA planned maintenance; vehicle replacements and ICT software and hardware
- Other Capital Spend** – This largely consists of the General Fund Loans to the housing company

12. Of the one off projects approximately 50% are in the delivery stage with a further 35% being in design & technical specification.

Status of capital project/scheme	2019/20 Budget Book	Carry Forwards	Slippage/New approvals Since 19/20 Budget	Latest Budget	Spend to 30/09/2019	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
Idea	2,695,140	38,803	-468,803	2,265,140	26,214	1,589,690	-875,450	-844,450	-31,000
Feasibility	19,196,528	889,742	-15,733,548	4,352,722	201,599	1,030,564	-3,122,158	-1,874,067	-1,248,091
Design & Technical Specification	12,004,509	356,263	-2,471,521	9,889,250	350,654	5,827,675	-4,061,575	-3,975,575	-86,000
Delivery	4,892,458	2,473,612	2,291,846	9,657,916	1,887,456	7,813,777	-1,844,139	-1,349,139	-495,000
Completed	15,000	172,245	-8,281	178,964	71,353	71,353	-107,611	-7,085	-100,526
Sub Total	38,803,635	3,930,665	-16,390,307	26,343,992	2,537,276	16,333,059	-10,010,933	-8,050,316	-1,960,617
Rolling Programme	15,963,251	1,428,245	1,104,456	18,495,952	5,334,889	17,755,952	-740,000	-1,240,000	500,000
Other Capital Spend	46,759,141	7,606,824	-453,000	53,912,695	4,365,233	25,872,596	-28,040,369	-23,021,115	-5,019,254
Sub Total	62,722,392	9,035,069	651,456	72,408,647	9,700,122	43,628,548	-28,780,369	-24,261,115	-4,519,254
Total Capital Programme	101,526,027	12,965,734	-15,738,851	98,752,639	12,237,398	59,961,607	-38,791,302	-32,311,431	-6,479,871

13. In recent months the process for seeking budget approval from Council for capital projects has undergone significant change. Commencing with an 'idea' approvals are sought initially from the Development Board to progress the project to feasibility stage. Invariably this requires an amount to be approved from the 'Feasibility' budget approved by the Council and included in the Capital Programme. Once feasibility has been established the fully costed project can move to outline or Full Business Case and if approved by the Development Board the project can be submitted for budget approval by the Cabinet and the Council through the normal process and subsequently through detailed design and technical specification and delivery.
14. This revised process to be overseen by the Project Management Office will ensure that projects submitted for approval to the Development Board have robust costings and are subject to detail scrutiny in advance.
15. In past years some projects have been submitted for budget approval before this robust process has been undertaken and this has led to inaccurate costings, bid for additional budget resources even before commencement of the project as well as significant slippage in the capital programme.
16. To some degree the Council is 'retro fitting' these revised processes rather than undertaking wholesale change which could have significant financial implications for the Council's Medium Term Financial Plan. Schemes that have previously been included in the programme such as depot transformation are being subject to significantly more scrutiny before any work commences and as a result if and when it is finally approved to move to delivery stage, will require additional budgetary provision due to the passage of time. These changes will have to be dealt with via separate reports to the Cabinet and to the Council as the need arises.
17. In line with the new processes there are several projects that have been allocated money from the approved feasibility budget by the Development board and in order to keep Cabinet members sighted on such schemes a summary is given below. When and if the business cases for each of these projects are approved these will be brought forward for formal budget approval in the normal way.

Schemes with allocated Feasibility funding			
Scheme	Gateway Stage	Estimated Feasibility	Agreed Budget
Depot Rationalisation	1. Idea	£82,500	£13,000,000.00
Walton Bridge Mooring Development	1. Idea	£2,500	£0.00
Rope Ham Mooring Development	1. Idea	£2,500	£0.00
Port Meadow Moorings	1. Idea	£7,000	£0.00
New Cemetery Project	1. Idea	£14,000	£0.00
New Theatre redevelopment	1. Idea	£71,500	£0.00
ODEON redevelopment	1. Idea	£82,500	£0.00
P0029-D-2019 : Cave Street Standingford House	1. Idea	£82,500	£0.00
Diamond Place redevelopment	1. Idea	£88,000	£0.00
Oxford City Station and Interchange	1. Idea	£110,000	£0.00
1-3 George Street	1. Idea	£110,000	£0.00
Barton Howards	1. Idea	£165,000	£0.00
P0031-D-2019 : Covered Market Redevelopment	1. Idea	£192,500	£0.00
East Oxford Community Centre redevelopment	2. Feasibility	£229,000	£4,000,000.00
P0016-D-2019 : Blackbird Leys Regeneration	2. Feasibility	£291,000	£3,200,000.00
P0017-D-2019 : East Oxford Housing Development	2. Feasibility	£0	£5,300,000.00
P0020-D-2019 : Decommission Oxpens car parking	2. Feasibility	£22,000	£243,000.00
P0022-D-2019 : Bullingdon Community Centre	3. Design & Technical Specification	£142,000	£1,203,048.00
<b>Total</b>		<b>£1,694,500</b>	<b>£26,946,048.00</b>

## Performance Management

18. There are fourteen corporate performance measures that are monitored during the financial year. 57% (8) of the Council's corporate performance targets are being delivered as planned, 7% (1) is showing as below target but within acceptable tolerance limits, 21% (3) are currently at risk.
19. However there are 2 (14%) of the measures that are currently showing no data available, as they have not been updated this quarter.
20. Of the eight measures that are being delivered as planned, one relates to Cleaner Greener Oxford, two to Meeting Housing Needs, one relates to Strong and Active Communities and four to an Efficient and Effective Council.
21. The measures that are not meeting their targets are as follows:
  - **Number of people from our target groups using our leisure facilities** – Target of 399,500 and an actual of 374,439 for the first half year. Targets set for the reporting year were ambitious and the leisure provider is working in an increasingly challenging and competitive market. The Council is working with Fusion to continuously improve its targeted outreach work across the city's communities.
  - **Number of new homes granted permission in the city** – Target 200 and an actual of 133. This includes 8 C3 and net loss of 1 C2.
  - **Amount of employment floor space permitted for development (m2)** – Target 7500 and an actual of 352. Loss across B and slight gain against B class.

## Corporate Risk

22. There are three red risks on the current Corporate Risk Register, which are as follows:

- **Housing** – the Council has key priorities around housing which include ensuring housing delivery and supply for the City of Oxford and enabling sufficient house building and investment. Insufficient housing in Oxford leads to an increase in homelessness which has an impact on residents. There are also health and quality of life issues. The Council is implementing delivery methods for temporary accommodation and accommodation for homelessness prevention which include a rent guarantee scheme, a growth deal to facilitate additional affordable housing and a tranche of property purchases to be delivered via real lettings. In addition the Council's housing companies are in the process of constructing new affordable homes and the Cabinet has approved plans which will result in the Council's Housing Revenue Account ("HRA") purchasing the social housing using its new borrowing headroom, following the removal of the HRA borrowing cap by central government.
- **Economic Growth** – local, national and international factors adversely affect the economic growth of Oxford. The terms of and impact of the UK's exit ("Brexit") from the European Union and European Single Market could result in the termination or suspension of investment decisions. Structural changes and economic uncertainties are affecting consumption on the high street. Regular Brexit update reports are received by the Council from central government. The impact on local businesses and new investment is being monitored by the Council and a database of vacant units and ownership interest is being developed.
- **Balancing and Delivery of the Financial Plan** – The Council is currently updating its Medium Term Financial Plan for publication of its Consultation Budget in December 2019. The recent 1% increase in Public Works Loan Board rates announced by the Government is unwelcome and will have significant financial implications for the Council's current and future spending plans for both the HRA and General Fund although it is believed that these effects can be mitigated.

23. There are eight amber risks and one green risk.

## Financial implications

24. All financial implications are covered in the body of this report and the Appendices.

## Legal issues

25. There are no legal implications arising directly from this report.

## Level of risk

26. All risk implications are covered in the body of this report and the Appendices.

## Equalities impact

27. There are no equalities impacts arising directly from this report.

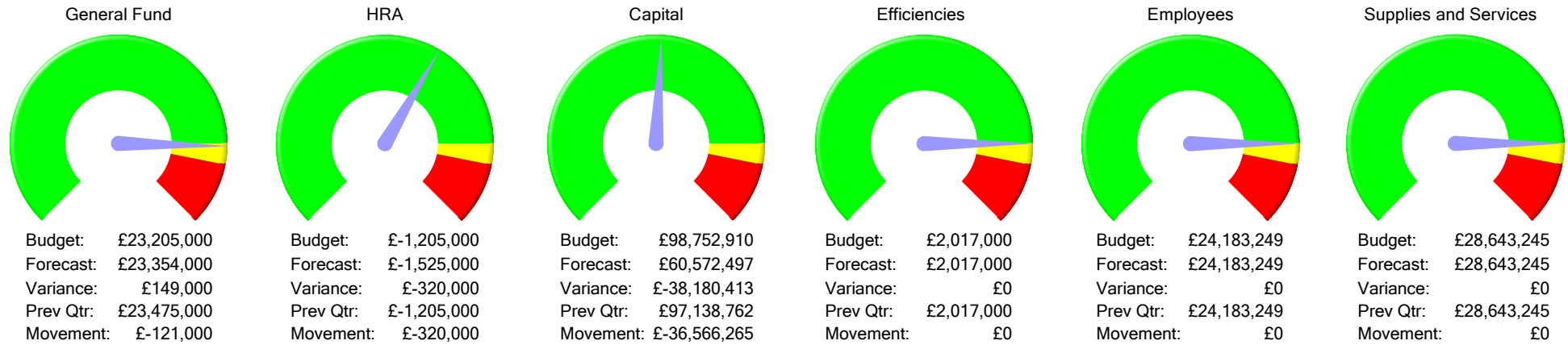
<b>Report author</b>	Nigel Kennedy Helen Bishop
Job title	Head of Financial Services Head of Business Improvement
Service area or department	Financial Services/Business Improvement
Telephone	01865 252708
e-mail	<a href="mailto:nkennedy@oxford.gov.uk">nkennedy@oxford.gov.uk</a> / <a href="mailto:hbishop@oxford.gov.uk">hbishop@oxford.gov.uk</a>

**Background Papers:** None

# Appendix A

## Corporate Integrated Report Q2 2019/20

### Financial Performance



### Performance Summary

Priority	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	1 (50%)	1 (50%)	0 (0%)	0 (0%)
Meeting Housing Need	0 (0%)	1 (33%)	0 (0%)	2 (67%)
Strong and Active Communities	0 (0%)	1 (33%)	1 (33%)	1 (33%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	1 (20%)	0 (0%)	0 (0%)	4 (80%)
<b>Total</b>	<b>2 (14%)</b>	<b>3 (21%)</b>	<b>1 (7%)</b>	<b>8 (57%)</b>

	No Data	Red	Amber	Green
Previous Quarter	2 (17%)	2 (17%)	2 (17%)	6 (50%)

### Direction of Travel

Priority	No Data	Declining	No Change	Improving
Vibrant and Sustainable Economy	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Meeting Housing Need	0 (0%)	1 (33%)	1 (33%)	1 (33%)
Strong and Active Communities	0 (0%)	0 (0%)	1 (33%)	2 (67%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	0 (0%)	1 (100%)
An Efficient and Effective Council	0 (0%)	1 (25%)	0 (0%)	3 (75%)
<b>Total</b>	<b>0 (0%)</b>	<b>2 (15%)</b>	<b>2 (15%)</b>	<b>9 (69%)</b>

### Risk Management

Service	No Data	Red	Amber	Green
Vibrant and Sustainable Economy	0 (0%)	1 (100%)	0 (0%)	0 (0%)
Meeting Housing Need	0 (0%)	1 (100%)	0 (0%)	0 (0%)
Cleaner Greener Oxford	0 (0%)	0 (0%)	1 (100%)	0 (0%)
An Efficient and Effective Council	0 (0%)	1 (11%)	7 (78%)	1 (11%)
<b>Total</b>	<b>0 (0%)</b>	<b>3 (25%)</b>	<b>8 (67%)</b>	<b>1 (8%)</b>

	No Data	Red	Amber	Green
Previous Quarter	0 (0%)	1 (8%)	10 (83%)	1 (8%)

### Direction of Travel

Service	No Data	Declining	No change	Improving
<b>Total</b>				

This page is intentionally left blank



# Appendix B

25

GF Outturn Report 19/20 @ 30th September 2019	Approved Budget (per Budget book)	Virements & Ear Marked Reserve Transfers in July	Latest Budget	Projected Outturn against Latest Budget @ 30th September 2019	PO Variance	PO Variance (Prev Month)	PO Variance Mvt from Previous Month
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
<b>Directorates</b>							
S03 Business Improvement	8,865		9,258	9,233	(25)		(25)
S15 Regulatory Services & Community Safety	1,316		1,394	1,394			
S22 Community Services	5,029		4,915	4,915			
<b>Communities &amp; Customers</b>	<b>15,209</b>		<b>15,567</b>	<b>15,542</b>	<b>(25)</b>		<b>(25)</b>
S10 Regeneration & Economy	(9,378)		(9,331)	(9,331)			
S16 Planning Services	545		553	553			
<b>Development</b>	<b>(8,832)</b>		<b>(8,777)</b>	<b>(8,777)</b>			
S01 Assistant Chief Executive	783	24	965	965			
S13 Housing Services	5,227	(1,531)	4,303	5,278	975	975	
<b>Assistant Chief Executive</b>	<b>6,010</b>	<b>(1,507)</b>	<b>5,267</b>	<b>6,242</b>	<b>975</b>	<b>975</b>	
S20 Environmental Sustainability	897		890	890			
S26 Oxford Direct Services	9,142		9,511	9,671	160	160	
<b>ODS Development Director</b>	<b>10,038</b>		<b>10,401</b>	<b>10,561</b>	<b>160</b>	<b>160</b>	
S32 Financial Services	3,246	(17)	3,393	3,393			
S34 Law & Governance	2,745		2,696	2,630	(66)	(66)	
<b>Corporate Services</b>	<b>5,991</b>	<b>(17)</b>	<b>6,089</b>	<b>6,023</b>	<b>(66)</b>	<b>(66)</b>	
<b>Directorate Total Excl SLA's &amp; Capital Charges</b>	<b>28,416</b>	<b>(1,524)</b>	<b>28,547</b>	<b>29,591</b>	<b>1,044</b>	<b>1,069</b>	<b>(25)</b>
<b>SLA's &amp; Capital Charges</b>	<b>(3,722)</b>		<b>(4,894)</b>	<b>(4,894)</b>			
<b>Corporate Accounts</b>	<b>(2,103)</b>		<b>(959)</b>	<b>(959)</b>			
<b>Contingencies</b>	<b>382</b>		<b>111</b>	<b>191</b>	<b>80</b>	<b>80</b>	
<b>Total Corporate Accounts &amp; Contingencies</b>	<b>(1,722)</b>		<b>(848)</b>	<b>(768)</b>	<b>80</b>	<b>80</b>	
<b>Net Expenditure Budget</b>	<b>22,971</b>	<b>(1,524)</b>	<b>22,806</b>	<b>23,930</b>	<b>1,124</b>	<b>1,149</b>	<b>(25)</b>
Transfer to / (from) Ear Marked Reserves	234	1,524	399	399	(975)	(975)	
<b>Net Budget Requirement</b>	<b>23,205</b>		<b>23,205</b>	<b>24,329</b>	<b>149</b>	<b>174</b>	<b>(25)</b>
<b>Funding</b>							
External Funding (RSG)							
External Funding (NNDR Retention)	9,263		9,263	9,263			
Council tax	14,202		14,202	14,202			
Less Parish Precepts	(260)		(260)	(260)			
Collection Fund Surplus							
Section 31 Grants							
<b>Total Funding Available</b>	<b>23,205</b>		<b>23,205</b>	<b>23,205</b>			
<b>(Surplus) / Deficit for year</b>				<b>1,124</b>	<b>149</b>	<b>174</b>	<b>(25)</b>



# Appendix C

HRA Report 19/20 @ September 2019	Approved Budget (per Budget book)	Reserve Movement	Virement	Latest Budget @ 30th September 2019	Projected Outturn against Latest Budget @30th September 2019	Project Outturn Variance	Project Outturn Variance Mvt from Previous Month
	£000's	£000's	£000's	£'000's	£'000's	£000's	£'000's
Dwelling Rent	(41,342)		(340)	(41,342)	(41,682)	(340)	(340)
Service Charges	(1,467)		(400)	(1,467)	(1,867)	(400)	(400)
Garage Income	(215)			(215)	(215)		
Miscellaneous Income	(783)		(74)	(796)	(856)	(74)	(60)
<b>Net Income</b>	<b>(43,807)</b>		<b>(814)</b>	<b>(43,820)</b>	<b>(44,620)</b>	<b>(814)</b>	<b>(800)</b>
Management & Services (Stock Related)	9,529	13	163	9,625	9,705	176	93
Other Revenue Spend (Stock Related)	2,246	185	282	2,314	2,714	467	435
Misc Expenditure (Not Stock Related)	329			329	329		
Bad Debt Provision	646			646	646		
Responsive & Cyclical Repairs	12,728	154	49	12,930	12,930	203	154
Interest Paid	7,957			7,957	7,957		
Depreciation	8,721			8,721	8,721		
<b>Total Expenditure</b>	<b>42,155</b>	<b>352</b>	<b>494</b>	<b>42,521</b>	<b>43,001</b>	<b>846</b>	<b>682</b>
<b>Net Operating Expenditure/(Income)</b>	<b>(1,652)</b>	<b>352</b>	<b>(320)</b>	<b>(1,300)</b>	<b>(1,620)</b>	<b>32</b>	<b>(118)</b>
Investment Income	(153)			(153)	(153)		
Other HRA Reserve Adjustment	(250)	(352)	()	(602)	(602)	(352)	(202)
Transfer (to)/from MR/OR	850			850	850		
<b>Total Appropriations</b>	<b>447</b>	<b>(352)</b>	<b>()</b>	<b>95</b>	<b>95</b>	<b>(352)</b>	<b>(202)</b>
<b>Total HRA (Surplus)/Deficit</b>	<b>(1,205)</b>		<b>(320)</b>	<b>(1,205)</b>	<b>(1,525)</b>	<b>(320)</b>	<b>(320)</b>

This page is intentionally left blank

## Appendix D

	Capital Budget and Spend as at 30th September 2019										
Cost Centre	Capital Scheme	Project Status	2019/20 Budget Book	Carry Forwards	Slippage/New approvals Since 19/20 Budget	Latest Budget	Spend to 30/09/2019	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
			£	£	£	£	£	£	£	£	£
C3039	ICT Infrastructure - minor costs	8. Rolling Programme	-	140,582	(85,000)	55,582	6,110	55,582	-	-	-
C3044	ICT Software and Licences	8. Rolling Programme	220,000	-	-	220,000	204,035	220,000	-	-	-
C3055	Waste Management System	5. Delivery	-	-	8,400	8,400	8,400	8,400	-	-	-
C3057	Housing System Replacement	5. Delivery	-	633,045	85,000	718,045	370,017	718,045	-	-	-
C3058	CRM Lagan Replacement	2. Feasibility	200,000	-	-	200,000	-	0	(200,000)	(200,000)	-
C3060	End-Point Devices (Desktops/Laptops)	5. Delivery	-	590,546	-	590,546	545,226	590,546	-	-	-
C3065	ODS Network Upgrade	5. Delivery	83,000	-	-	83,000	17,028	88,000	5,000	-	5,000
C3066	Telephony Device Refresh	8. Rolling Programme	120,000	7,320	0	127,320	6,726	127,320	-	-	-
C3067	Paris Payment System, Replacement / PCI DSS	5. Delivery	115,675	-	(36,970)	78,705	22,146	78,705	-	-	-
C3068	Windows 2008 Server Replacement	3. Design & Technical	110,450	-	-	110,450	15,739	110,450	-	-	-
C3070	Business Process Automation Full Rollout	3. Design & Technical	85,225	-	0	85,225	-	35,225	(50,000)		(50,000)
C3071	Idox / Uniform Improvement Project	5. Delivery	70,000	-	-	70,000	16,792	70,000	-	-	-
C3072	Council Internet Accessibility Compliance	2. Feasibility	7,375	-	15,000	22,375	11,995	22,375	-	-	-
C3075	Netcall	1. Idea	60,450	-	-	60,450	-	0	(60,450)	(60,450)	-
C3076	Computer Systems Backup	1. Idea	31,000	-	-	31,000	-	0	(31,000)	-	(31,000)
C3077	Info@Work Enterprise Upgrade Rollout	1. Idea	17,000	-	-	17,000	9,734	17,000	-	-	-
G6013	Superconnected Cities	6. Completed	-	22,496	(0)	22,496	-	0	(22,496)	-	(22,496)
S03 Business Improvement			1,120,175	1,393,989	(13,570)	2,500,594	1,233,948	2,141,648	(358,946)	(260,450)	(98,496)
A4855	Cycling Infrastructure Matched Funding	9. Other Capital Spend	70,000	-	-	70,000	-	30,000	(40,000)	(40,000)	-
B0098	1-5 George Street	2. Feasibility	8,628,404	483,466	(7,711,870)	1,400,000	151,909	151,909	(1,248,091)	-	(1,248,091)
B0099	Ship Street & New Road	6. Completed	-	61,568	(0)	61,568	494	494	(61,074)	-	(61,074)
B0100	Gloucester Green Car Park (H&S)	5. Delivery	100,000	63,350	143,000	306,350	1,290	230,000	(76,350)	(76,350)	-
B0101	Major capital works at Covered Market	5. Delivery	400,000	214,800	-	614,800	49,400	314,000	(300,800)	(300,800)	-
B0102	Replace or refurbish Lifts	8. Rolling Programme	-	154,000	-	154,000	1,560	154,000	-	-	-
B0104	Old Gas Works Bridges	2. Feasibility	-	20,000	10,000	30,000	22,992	30,000	-	-	-
B0106	Covered Market Roof Works (Capitalised	8. Rolling Programme	325,000	230,623	0	555,623	347,548	555,623	-	-	-
B0110	Covered Market Vacant Unit Works	5. Delivery	505,000	-	-	505,000	39,261	170,000	(335,000)	(335,000)	-
B0111	Town Hall Dry Risers	3. Design & Technical	-		36,000	36,000	-	0	(36,000)	1	(36,000)
S10 Regeneration and Economy			10,028,404	1,227,807	(7,522,870)	3,733,341	614,454	1,636,026	(2,097,315)	(752,149)	(1,345,165)
A4845	CCTV Suite Upgrade	8. Rolling Programme	80,000	-	-	80,000	-	0	(80,000)	(80,000)	-
E3511	Renovation Grants	9. Other Capital Spend	-	-	30,000	30,000	3,636	30,000	-	-	-
E3521	Disabled Facilities Grants	9. Other Capital Spend	1,518,381	(36,852)	0	1,481,529	486,368	1,481,529	-	-	-
S15 Regulatory Services & Community Safety			1,598,381	(36,852)	30,000	1,591,529	490,004	1,511,529	(80,000)	(80,000)	-
E3557	Oxford and Abingdon Flood Alleviation Scheme	5. Delivery	250,000	-	-	250,000	-	250,000	-	-	-
E3558	Go Ultra Low Oxford - On Street	5. Delivery	543,281	-	39,915	583,196	586	53,175	(530,021)	(530,021)	-
E3560	Go Ultra Low Oxford - Taxis	5. Delivery	363,000	-	83,408	446,408	138,560	339,440	(106,968)	(106,968)	-
E3562	OxPops (Electric Vehicle Charging)	5. Delivery	130,300	(13,557)	-	116,743	61,770	116,743	-	-	-
E3563	Clean Bus Technology Grants	9. Other Capital Spend	731,760	-	-	731,760	37,940	731,760	-	-	-
E3564	Energy Superhub Oxford	5. Delivery	-	-	-	-	-	0	-	-	-
S20 Environmental Sustainability			2,018,341	(13,557)	123,323	2,128,107	238,856	1,491,118	(636,989)	(636,989)	-
F0026	Pedestrianisation of Queen Street	1. Idea	500,000	-	(500,000)	-	-	0	-	-	-
F7007	Woodfarm / Headington Community Centre	1. Idea	-	20,000	-	20,000	-	0	(20,000)	(20,000)	-

Cost Centre	Capital Scheme	Project Status	2019/20 Budget Book	Carry Forwards	Slippage/New approvals Since 19/20 Budget	Latest Budget	Spend to 30/09/2019	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
			£	£	£	£	£	£	£	£	£
F7011	Headington Environmental Improvements	5. Delivery	-	29,000	30,004	59,004	-	59,004	-	-	-
F7020	Work of Art Littlemore	6. Completed	-	-	14,635	14,635	-	0	(14,635)	-	(14,635)
F7024	St Clements Environmental Improvements	1. Idea	-	18,803	31,197	50,000	-	0	(50,000)	(50,000)	-
S16 Planning Services			500,000	67,803	(424,164)	143,639	-	59,004	(84,635)	(70,000)	(14,635)
B0107	Discretionary Funding For Hsg Improves re	6. Completed	15,000	15,000	(30,000)	-	-	0	-	-	-
B0108	Floyds Row Refurbishment	3. Design & Technical	59,000	-	1,833,300	1,892,300	59,428	1,845,000	(47,300)	(47,300)	
M5019	Purchase of Homeless Properties	9. Other Capital Spend	-	249,494	(11,000)	238,494	181,454	238,494	-	-	-
M5021	Equity Loan Scheme for Teachers	9. Other Capital Spend	-	-	160,000	160,000	32,813	32,813	(127,187)	(127,187)	
M5025	Phase 1 Affordable Housing at Barton Park	9. Other Capital Spend	4,996,000	2,527,928	-	7,523,928	1,623,426	6,561,000	(962,928)	(962,928)	-
M5026	Housing Company Loans	9. Other Capital Spend	30,354,000	3,307,000	(782,000)	32,879,000	1,636,427	9,423,000	(23,456,000)	(23,456,000)	
M5032	Barton Park - Purchase by Council	9. Other Capital Spend	4,996,000	-	-	4,996,000	-	6,561,000	1,565,000	1,565,000	-
S13 Housing Services			40,420,000	6,099,422	1,170,300	47,689,722	3,533,549	24,661,307	(23,028,415)	(23,028,415)	-
A3129	Donnington Recreation Ground Improvements	7. Closed	-	36,219	(0)	36,219	-	0	(36,219)	-	(36,219)
A4820	Upgrade Existing Tennis Courts	8. Rolling Programme	-	-	35,000	35,000	-	0	(35,000)	(35,000)	-
A4833	Horspath Sports Park	5. Delivery	-	665,716	(46,600)	619,116	235,393	619,116	0	0	-
A4841	Skate Parks (Manzil Way Gardens)	5. Delivery	-	52,860	-	52,860	52,159	52,860	-	-	-
A4842	Florence Park Tennis Courts	7. Closed	-	36,961	-	36,961	-	0	(36,961)		(36,961)
A4847	Rose Hill Community Centre - Parking	5. Delivery	-	-	10,000	10,000	-	10,000	-	-	-
A4848	Barton Fit Trail	6. Completed	-	-	7,085	7,085	-	0	(7,085)	(7,085)	-
A4849	Five Mile Drive Pavilion	5. Delivery	-	70,000	-	70,000	76,990	70,000	-	-	-
B0075	Stage 2 Museum of Oxford Development	5. Delivery	2,332,202	97,110	(729,312)	1,700,000	79,736	1,700,000	-	-	-
B0083	East Oxford Community Centre	2. Feasibility	4,000,000	(17,903)	(3,185,678)	796,419	4,969	250,000	(546,419)	(546,419)	-
B0084	Jericho Community Centre	4. Pipeline	200,000	-	-	200,000	-	0	(200,000)	(200,000)	
B0095	Barton Community Centre	6. Completed	-	1	(1)	-	70,859	70,859	70,859	-	70,859
B0096	Bullingdon Community Centre	3. Design & Technical	1,203,048	5,729	(621,889)	586,888	22,239	50,000	(536,888)	(536,888)	-
S22 Community Services Total			7,735,250	946,693	(4,531,394)	4,150,549	542,344	2,822,835	(1,327,714)	(1,325,393)	(2,321)
B0081	Car Parking Oxpens	2. Feasibility	243,000	-	-	243,000	-	0	(243,000)	(243,000)	-
B0086	Seacourt Park & Ride Extension	3. Design & Technical	4,161,786	52,147	(963,933)	3,250,000	249,428	2,987,000	(263,000)	(263,000)	-
M5028	Property Rationalisation (Depot Project)	2. Feasibility	-	215,280	-	215,280	-	215,280	-	-	-
R0005	MT Vehicles/Plant Replacement Programme.	8. Rolling Programme	4,414,544	118,185	(488,544)	4,044,185	424,173	4,044,185	-	-	-
R0010	Electric Vehicles	8. Rolling Programme	-	-	293,000	293,000	-	293,000	-	-	-
R0011	Grey Fleet	8. Rolling Programme	-	-	-	-	-	0	-	-	-
T2273	Car Parks Resurfacing	8. Rolling Programme	416,707	-	-	416,707	193,856	416,707	-	-	-
T2287	Recycling Transfer Station	3. Design & Technical	1,000,000	298,387	0	1,298,387	3,820	100,000	(1,198,387)	(1,198,387)	-
T2294	Pest Control Equipment	5. Delivery	-	35,000	-	35,000	27,110	35,000	-	-	-
T2299	Controlled Parking Zones	5. Delivery	-	-	200,000	200,000	-	200,000	-	-	-
T2300	Investments In Horspath Depot	1. Idea	-	-	-	-	-	0	-	-	-
T2301	Investments at Redbridge	1. Idea	1,000,000	-	-	1,000,000	-	486,000	(514,000)	(514,000)	-
T2302	Redbridge Parking	3. Design & Technical	1,685,000	-	-	1,685,000	-	0	(1,685,000)	(1,685,000)	-
T2303	Cuttleslowe Compactor	1. Idea	39,000	-	-	39,000	9,950	39,000	-	-	-
T2304	Redbridge Compactor	1. Idea	23,000	-	-	23,000	-	23,000	-	-	-
T2305	Parks Paths	1. Idea	90,690	-	-	90,690	-	90,690	-	-	-
T2306	Mobile Working and Handhelds	1. Idea	134,000	-	-	134,000	6,529	134,000	-	-	-
T2307	Transformation Funding	1. Idea	800,000	-	-	800,000	-	800,000	-	-	-
T2308	Additional Technology Requirements	1. Idea	-	-	-	-	-	0	-	-	-
S23 Direct Services Total			14,007,727	718,999	(959,477)	13,767,249	914,867	9,863,862	(3,903,387)	(3,903,387)	-

Cost Centre	Capital Scheme	Project Status	2019/20 Budget Book	Carry Forwards	Slippage/New approvals Since 19/20 Budget	Latest Budget	Spend to 30/09/2019	Forecast Outturn	Forecast Variance	Variance due to Slippage	Variance due to Over/ Under spend
			£	£	£	£	£	£	£	£	£
B0074	R & D Feasibility Fund	2. Feasibility	367,749	188,899	(61,000)	495,648	9,734	111,000	(384,648)	(384,648)	-
S32 Finance Total			367,749	188,899	(61,000)	495,648	9,734	111,000	(384,648)	(384,648)	-
General Fund Total			77,796,027	10,593,203	(12,188,852)	76,200,378	7,577,755	44,298,329	(31,902,049)	(30,441,431)	(1,460,617)
	<b>Housing Revenue Account Capital Programme</b>										
N6384	Tower Blocks	5. Delivery	-	(1)	1,530,001	1,530,000	135,354	1,530,000	-	-	-
N6385	Adaptations for disabled	9. Other Capital Spend	633,000	-	150,000	783,000	363,169	783,000	-	-	-
N6386	Structural	8. Rolling Programme	450,000	-	-	450,000	124,914	450,000	-	-	-
N6387	Controlled Entry	8. Rolling Programme	75,000	-	-	75,000	-	0	(75,000)	(75,000)	-
N6388	Major Voids	8. Rolling Programme	409,000	-	-	409,000	105,989	409,000	-	-	-
N6389	Damp-proof works (K&B)	8. Rolling Programme	107,000	-	-	107,000	72,246	107,000	-	-	-
N6390	Kitchens & Bathrooms	8. Rolling Programme	2,423,000	-	-	2,423,000	1,237,278	2,423,000	-	-	-
N6391	Heating	8. Rolling Programme	2,310,000	-	(150,000)	2,160,000	1,115,645	2,160,000	-	-	-
N6392	Roofing	8. Rolling Programme	178,000	100,000	-	278,000	51,673	278,000	-	-	-
N6395	Electrics	8. Rolling Programme	593,000	-	-	593,000	448,053	593,000	-	-	-
N6434	Doors and Windows	8. Rolling Programme	200,000	180,000	-	380,000	57,119	280,000	(100,000)	(100,000)	-
N7020	Extensions & Major Adaptions	8. Rolling Programme	300,000	155,000	50,000	505,000	223,106	1,005,000	500,000		500,000
N7026	Communal Areas	8. Rolling Programme	178,000	180,000	-	358,000	20,666	358,000	-	-	-
N7032	Great Estates Programme	8. Rolling Programme	1,200,000	-	-	1,200,000	140,216	850,000	(350,000)	(350,000)	
N7039	Energy Efficiency Initiatives	8. Rolling Programme	550,000	-	-	550,000	62,382	300,000	(250,000)	(250,000)	-
N7040	Blackbird Leys Regeneration	3. Design & Technical	3,200,000	-	(2,755,000)	445,000	-	200,000	(245,000)	(245,000)	
N7041	Electric Heating Conversion to Gas	9. Other Capital Spend	0	-	-	0	-	0	-	-	-
N7042	Barton Regeneration	8. Rolling Programme	974,000	162,535	1,200,000	2,336,535	201,930	1,986,535	(350,000)	(350,000)	
N7044	Lift Replacement Programme	8. Rolling Programme	240,000	-	-	240,000	-	240,000	-	-	-
N7046	Development at Mortimer Drive	9. Other Capital Spend	-	1,559,254	-	1,559,254	-	0	(1,559,254)	-	(1,559,254)
N7047	Social Rented Housing Acquisitions	5. Delivery	-	(101,371)	500,000	398,629	6,727	398,629	-	-	-
N7048	Fire doors	8. Rolling Programme	200,000	-	250,000	450,000	289,664	450,000	-	-	-
N7049	Compulsory purchase of property	5. Delivery	-	137,114	475,000	612,114	3,513	112,114	(500,000)	-	(500,000)
N7050	East Oxford development	2. Feasibility	5,300,000	-	(4,800,000)	500,000	-	0	(500,000)	(500,000)	-
N7051	Acquisition of Additional Units	3. Design & Technical	500,000	-	-	500,000	-	500,000	-	-	-
N7052	HRA Stock Condition Survey	2. Feasibility	250,000	-	-	250,000	-	250,000	-	-	-
N7053	Development Schemes	9. Other Capital Spend	3,460,000	-	-	3,460,000	-	0	(3,460,000)		(3,460,000)
Housing Revenue Account			23,730,000	2,372,531	(3,549,999)	22,552,532	4,659,643	15,663,278	(6,889,254)	(1,870,000)	(5,019,254)
Grand Total			101,526,027	12,965,734	(15,738,851)	98,752,910	12,237,398	59,961,607	(38,791,303)	(32,311,431)	(6,479,871)

This page is intentionally left blank



**To:** Cabinet  
**Date:** 19 December 2019  
**Report of:** Head of Planning Services  
**Title of Report:** Annual Monitoring Report 2018/19

Summary and recommendations	
<b>Purpose of report:</b>	To approve the Annual Monitoring Report for publication.
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Alex Hollingsworth, Planning and Regulatory Services
<b>Corporate Priority:</b>	A Vibrant and Sustainable Economy Meeting Housing Needs Strong and Active Communities A Clean and Green Oxford An Efficient and Effective Council
<b>Policy Framework:</b>	The Annual Monitoring Report is a statutory requirement providing information as to the extent to which the policies set out in the Local Plan are being achieved and the implementation of the Local Development Scheme. The scope of those policies is wide and encompasses all of the Council's corporate priorities.
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Approve</b> the Annual Monitoring Report 2018/19 for publication; and</li> <li>2. <b>Authorise</b> the Head of Planning Services to make any necessary additional minor corrections not materially affecting the document prior to publication.</li> </ol>	




Appendices	
Appendix 1	Annual Monitoring Report 2018/19
Appendix 2	Risk Assessment

## Introduction and background

1. The Annual Monitoring Report (AMR) 2018/19 assesses the effectiveness of planning policies contained within Oxford's Local Plan as well as the implementation of the Local Development Scheme, Statement of Community Involvement and the Duty to Cooperate. The AMR also includes Community Infrastructure Levy (CIL) reporting. The AMR covers the period 1st April 2018 to 31st March 2019 and is a factual document.
2. Section 35 of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to publish monitoring reports at least yearly in the interests of transparency.
3. The AMR provides feedback to Members, stakeholders and residents on the performance of planning policies and whether the objectives of those policies are being achieved. In doing so, monitoring enables the City Council to respond more quickly to changing priorities and circumstances. In addition, statutory plans are assessed at independent examination on whether the policies are founded on robust and credible evidence, and whether there are clear mechanisms for implementation and monitoring.

## Findings of the 2018/19 Annual Monitoring Report

4. The performance of planning policies is monitored using a traffic-light approach. Performance in 2018/19 is summarised in Table 1.

	 Targets and objectives have been met / data indicates good progress towards meeting targets.	 Limited progression towards meeting targets / insufficient information to make an assessment.	 Data indicates under-performance against targets and objectives.
A Vibrant and Sustainable Economy	4	1	1
Meeting Housing Needs	4	3	1
Strong and Active Communities	3	0	0
A Clean and Green Oxford	8	1	0
An Efficient and Effective Council	N/A – Traffic lights are not used to monitor progress in this section as there are no fixed targets.		

**Table 1: Summary of performance against targets 2018/19**

5. Overall performance in 2018/19 is positive, with the majority of indicators scoring green ratings for meeting or making considerable progress towards targets.

### A Vibrant and Sustainable Economy

6. AMR indicators show that current policies are providing strong protection for existing protected key employment sites.
7. 11,516.4m<sup>2</sup> of new B1 employment floorspace was permitted during the 2018/19 monitoring year. Whilst this does not meet 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

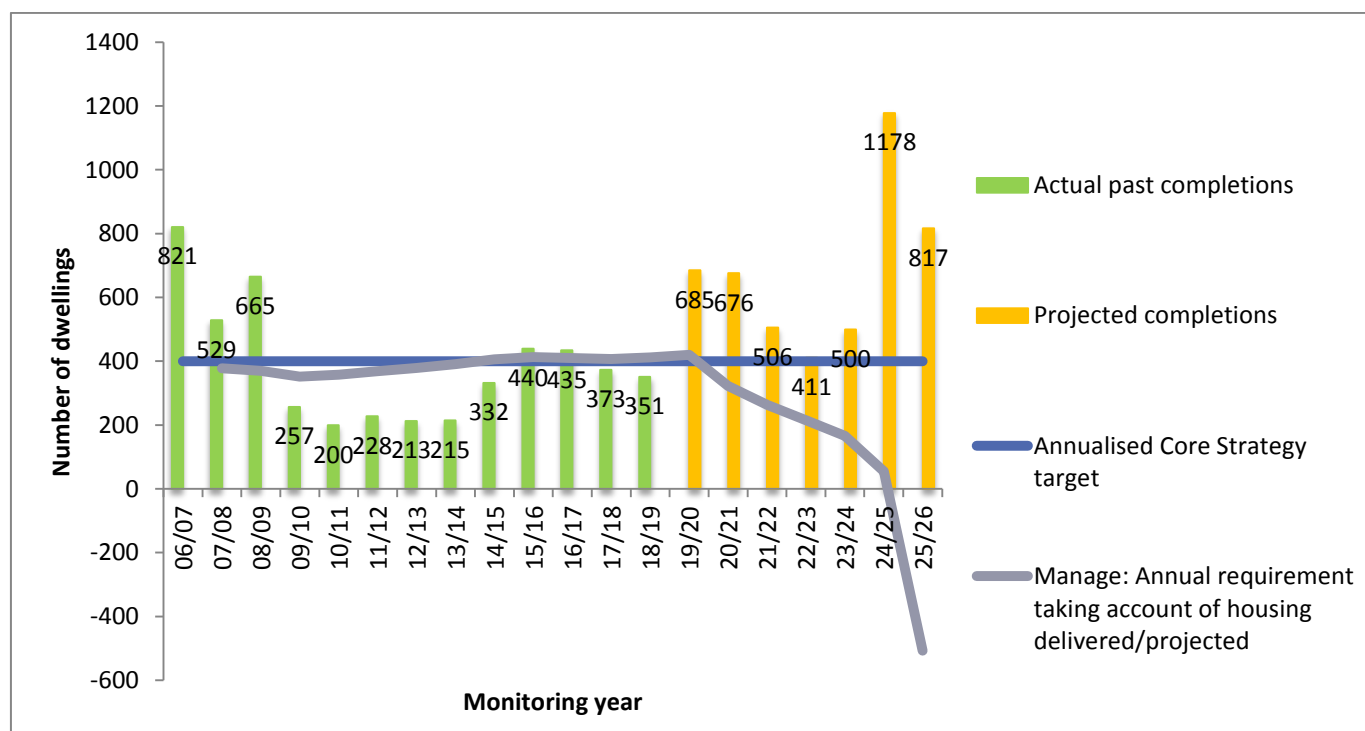
new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 1,723m<sup>2</sup> of new floorspace permitted during 2018/19.

8. Planning permission was granted for five developments that would result in new net A1 retail floorspace totalling 691.4m<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 in A1 floorspace of 97m<sup>2</sup>. The East Oxford Cowley Road district centre lost approximately 7% of its A1 (retail). It remains a thriving district centre due to high foot fall using the many restaurants, café and entertainment facilities.
9. 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 NPPF 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.

#### Meeting Housing Needs

10. 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.

**Figure 1: Housing trajectory to 2026**



11. The AMR also show that 105 affordable dwellings were completed in 2018/19. The main contributors were 35 social rent dwellings at Barton Park (Phase 1) 11 social rent and 13 affordable rent at former Travis Perkins site and 21 social rent dwellings at Former Community Centre, Westlands Drive, 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.

12. 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 80:20 tenure split in most cases.

13. 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 across Oxford and in particular at Blackbird Leys Regeneration Scheme.

14. Whilst housing completions are important for considering housing supply and delivery, it is also relevant to consider planning permissions to understand the number of dwellings the City Council is permitting. In the 2018/19 monitoring period the number of C3 residential dwellings permitted by the City Council was 504, exceeding the Cooperate Plan 2016-2020 target of 400 dwellings per year from 2016/17-2019/20. On average over the last two years the Council is permitting well above 400 dwellings per year.

15. The City Council has also 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 over the next five years, and has also been involved in bringing forward dozens of smaller development projects across the city.
16. Regarding housing land supply, this has been assessed against what is defined as the 'standard method' as the plan is more than 5 years old. This has resulted in a local housing need of 742 homes per annum, or 3,710 homes over the next five years. A 5% buffer is then applied to this figure in line with national policy, which brings the requirement to 3,896 homes. Against this requirement, the City Council has identified a deliverable supply of 3,293 homes, providing a housing land supply of 4.2 years. In most circumstances, a housing land supply of less than 5 years would trigger presumption in favour of sustainable development. However, the Oxfordshire Housing and Growth Deal provides a 3 year bench mark for Oxfordshire authorities for decision taking purposes. The City Council can therefore demonstrate a sufficient supply of housing. More detail on housing land supply can be found in paragraphs 3.17 to 3.22 of the AMR document.
17. 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 student accommodation. Planning permission was granted for 1,797m<sup>2</sup> of new academic floorspace for replacement building and new auditorium at Trinity College. The University of Oxford has kept within its 3000 threshold however Oxford Brookes University have again exceeded their Core Strategy target in the 2018/19 monitoring year.
18. 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. It should be noted that the 885 room Oxford Brookes scheme off James Wolfe Road 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.
19. 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. In addition, a number of other student accommodation schemes have been considered by the City Council during the monitoring year:

**Table 1: Planning permissions granted for new student accommodation**

Application	Site	Development	Total No. Rooms Net
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
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
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 machinery and tool store for the gardeners.	36
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
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
17/03330/FUL	2 Savile Road	Proposed demolition of Warham House,	74

Application	Site	Development	Total No. Rooms Net
	Oxford OX1 3UA	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)	
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
18/00782/FUL	23 James Street Oxford Oxfordshire OX4 1ET	Change of use of the outbuilding to 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).	2
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
17/02386/FUL	Stoke House 7 Stoke Place Oxford OX3 9BX	Erection of 12 study bedroom annex on two floors	12
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

20. In 2018/19 the City Council has only granted planning permission for additional purpose-built student accommodation on sites that meet the locational requirements of the Sites and Housing Plan.

#### Strong and Active Communities

21. Significant progress has been made towards delivering new homes at Barton Park. The affordable housing units in phase 1 have all been completed (95 units).

22. Northern Gateway Development: Although outside this monitoring period, a planning application has come forward 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 is for 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) and the development is being referred to as Oxford North. The application was considered at September planning committee with a resolution to defer until November 2019.

23. 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>1</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 of 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 by the end of 2019.

24. 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 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.

---

<sup>1</sup> Planning application reference 16/02945/FUL (Oxford Business Centre)



### A Clean and Green Oxford

25. 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.
26. During 2018/19, 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, a net gain in replacement provision has been provided to ensure the loss of space is adequately mitigated.
27. Planning policies are effectively ensuring onsite renewable energy generation on qualifying schemes with 20% on-site renewable energy generation being achieved on all but one of the qualifying sites in 2018/19. Nevertheless, the nature of the proposal and site circumstance justified an exception in this case.
28. The only indicator where the target has not been met relates to applications involving the total, substantial or partial demolition of a Listed Building. Four applications were received in the 2018/19 period that were all granted consent. The majority of the works proposed were minor, with the exception of the works to The Mitre on the corner of High Street and Turl Street. This application (18/00897/LBC) involved the removal of later unsympathetic link extensions resulting in the loss of a small selection of fabric from the rear elevation of the building. However, these works would improve the escape routes and circulation around the site, which would not have a harmful impact on the settings of the listed buildings. Therefore it was considered that the small amount of harm caused was considered to be outweighed by the public benefits.

### An Effective and Efficient Council

29. 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 Local 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.
30. During the monitoring year the Summertown and St Margaret's Neighbourhood Plan was made.
31. CIL receipts for the 2018/19 monitoring year totalled £4,812,471, whilst expenditure of CIL receipts totalled £1,815,559.
32. As of 1 April 2018 the City Council held £8,415,052 of developer funding which is due for expenditure (subject to Council approval).

### **Environmental Impact**

33. There are no environmental implications arising from this report, however the AMR does report on environmental issues such as biodiversity, energy efficiency and compliance with the Natural Resources Impact Analysis (NRIA) requirements.

### **Financial implications**

34. There are no financial implications arising from this report, however the AMR does report on the collection and spending of monies through the Community Infrastructure Levy (CIL) and s106 developer contributions.

### **Legal issues**

35. The preparation and publication of the AMR is a statutory requirement, as set out in Appendix B of the AMR.

### **Level of risk**

36. A risk assessment has been undertaken and the risk register is attached (Appendix 2). All risks have been mitigated to an acceptable level.

### **Equalities impact**

37. There are no equalities impacts arising from this report.

<b>Report author</b>	Keerpa Patel
Job title	Senior Planner, Planning Policy
Service area or department	Planning Policy, Planning Services
Telephone	01865 335444
e-mail	<a href="mailto:kpatel@oxford.gov.uk">kpatel@oxford.gov.uk</a>

<b>Background Papers:</b> None
--------------------------------

# Annual Monitoring Report

1 April 2018 to 31 March 2019

Published December 2019



Planning Policy  
Planning Services

Oxford City Council  
St Aldate's Chambers  
109-113 St Aldate's  
OXFORD  
OX1 1DS

Tel: 01865 252847  
Email: [planningpolicy@oxford.gov.uk](mailto:planningpolicy@oxford.gov.uk)  
Website: [www.oxford.gov.uk/planningpolicy](http://www.oxford.gov.uk/planningpolicy)

Published December 2019

## Contents

<b>Introduction.....</b>	<b>4</b>
<i>Building a world-class city for everyone .....</i>	<i>4</i>
<i>How performance is assessed .....</i>	<i>4</i>
<b>Summary of Performance 2018/19 .....</b>	<b>5</b>
<b>A Vibrant and Sustainable Economy .....</b>	<b>11</b>
<i>Indicator 1: EMPLOYMENT LAND SUPPLY.....</i>	<i>12</i>
<i>Indicator 2: PLANNING PERMISSIONS GRANTED FOR NEW B1 FLOORSPACE.....</i>	<i>13</i>
<i>Indicator 3: PLANNING PERMISSIONS GRANTED FOR KEY EMPLOYMENT USES (hospital healthcare, medical research and university academic teaching and study) .....</i>	<i>14</i>
<i>Indicator 4: LOCATION OF NEW A1 RETAIL DEVELOPMENT .....</i>	<i>17</i>
<i>Indicator 5: DESIGNATED RETAIL FRONTAGES .....</i>	<i>19</i>
<i>Indicator 6: SUPPLY OF SHORT STAY ACCOMMODATION .....</i>	<i>22</i>
<b>Meeting Housing Needs.....</b>	<b>23</b>
<i>Indicator 7: HOUSING TRAJECTORY .....</i>	<i>24</i>
<i>Indicator 8: AFFORDABLE HOUSING COMPLETIONS (TENURE) .....</i>	<i>29</i>
<i>Indicator 9: AFFORDABLE HOMES BUILT ON CITY COUNCIL LAND.....</i>	<i>31</i>
<i>Indicator 10: PROPORTION OF AFFORDABLE HOUSING WHERE THERE IS A POLICY REQUIREMENT (PERMISSIONS) .....</i>	<i>32</i>
<i>Indicator 11: FINANCIAL CONTRIBUTIONS TOWARDS AFFORDABLE HOUSING .....</i>	<i>33</i>
<i>Indicator 12: CHANGES OF USE FROM NON-RESIDENTIAL TO RESIDENTIAL (COMPLETIONS) .....</i>	<i>34</i>
<i>Indicator 13: CHANGES OF USE FROM EXISTING HOMES (PERMISSIONS).....</i>	<i>36</i>
<i>Indicator 14: RESIDENTIAL DEVELOPMENT COMPLETED ON PREVIOUSLY DEVELOPED LAND .....</i>	<i>36</i>
<i>Indicator 15: MIX OF HOUSING (DWELLING SIZE).....</i>	<i>37</i>
<i>Indicator 16: DEMAND FOR SELF-BUILD AND CUSTOM HOUSEBUILDING PLOTS.....</i>	<i>40</i>
<i>Indicator 17: STUDENTS AND PURPOSE BUILT STUDENT ACCOMMODATION .....</i>	<i>40</i>
<i>Indicator 18: LOCATION OF NEW STUDENT ACCOMODATION.....</i>	<i>45</i>
<i>Indicator 19: HOUSES IN MULTIPLE OCCUPATION (HMOs).....</i>	<i>47</i>
<i>Indicator 20: RESIDENTIAL MOORINGS.....</i>	<i>49</i>
<b>Strong and Active Communities.....</b>	<b>50</b>
<i>Indicator 21: REGENERATION AREAS .....</i>	<i>51</i>
<i>Indicator 23: BARTON AREA ACTION PLAN .....</i>	<i>56</i>
<i>Indicator 24: NORTHERN GATEWAY AREA ACTION PLAN .....</i>	<i>58</i>

<b>Cleaner and Greener Oxford .....</b>	<b>59</b>
<i>INDICATOR 25: CHANGES IN AREAS OF BIODIVERSITY IMPORTANCE.....</i>	<i>60</i>
<i>INDICATOR 26: NATURAL RESOURCE IMPACT ANALYSIS AND ON-SITE RENEWABLE ENERGY GENERATION..</i>	<i>61</i>
<i>INDICATOR 27: DEVELOPMENT IN THE GREEN BELT.....</i>	<i>65</i>
<i>INDICATOR 28: HERITAGE ASSETS AT RISK .....</i>	<i>67</i>
<i>INDICATOR 29: APPLICATIONS INVOLVING THE TOTAL, SUBSTANTIAL OR PARTIAL DEMOLITION OF A LISTED BUILDING.....</i>	<i>68</i>
<i>INDICATOR 30: APPEALS ALLOWED WHERE CONSERVATION POLICIES WERE CITED AS A REASON FOR REFUSAL .....</i>	<i>71</i>
<i>INDICATOR 31: TREE PRESERVATION ORDERS (TPOS) .....</i>	<i>72</i>
<i>INDICATOR 32: LOSS OF PUBLIC OPEN SPACE, OUTDOOR SPORTS AND RECREATION FACILITIES.....</i>	<i>72</i>
<i>INDICATOR 33: TRAFFIC GROWTH AT INNER AND OUTER CORDONS.....</i>	<i>73</i>
<b>An Efficient and Effective Council .....</b>	<b>74</b>
<i>LOCAL DEVELOPMENT SCHEME MONITORING.....</i>	<i>74</i>
<i>DUTY TO COOPERATE MONITORING .....</i>	<i>75</i>
<i>NEIGHBOURHOOD PLAN MONITORING .....</i>	<i>75</i>
<i>STATEMENT OF COMMUNITY INVOLVEMENT MONITORING .....</i>	<i>76</i>
<i>COMMUNITY INFRASTRUCTURE LEVY MONITORING.....</i>	<i>77</i>
<i>S106 AGREEMENT MONITORING .....</i>	<i>79</i>
<b>Glossary.....</b>	<b>80</b>
<b>Appendix A: Oxford's planning policy documents.....</b>	<b>82</b>
<b>Appendix B: How the AMR complies with statutory requirements .....</b>	<b>83</b>
<b>Appendix C: How we monitor the implementation of policies in Oxford's Local Plan .....</b>	<b>85</b>

## 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.

### Meeting Housing Needs



4 (50%)



3 (37.5%)



1 (12.5%)

- 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 by the end of 2019.

- 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).

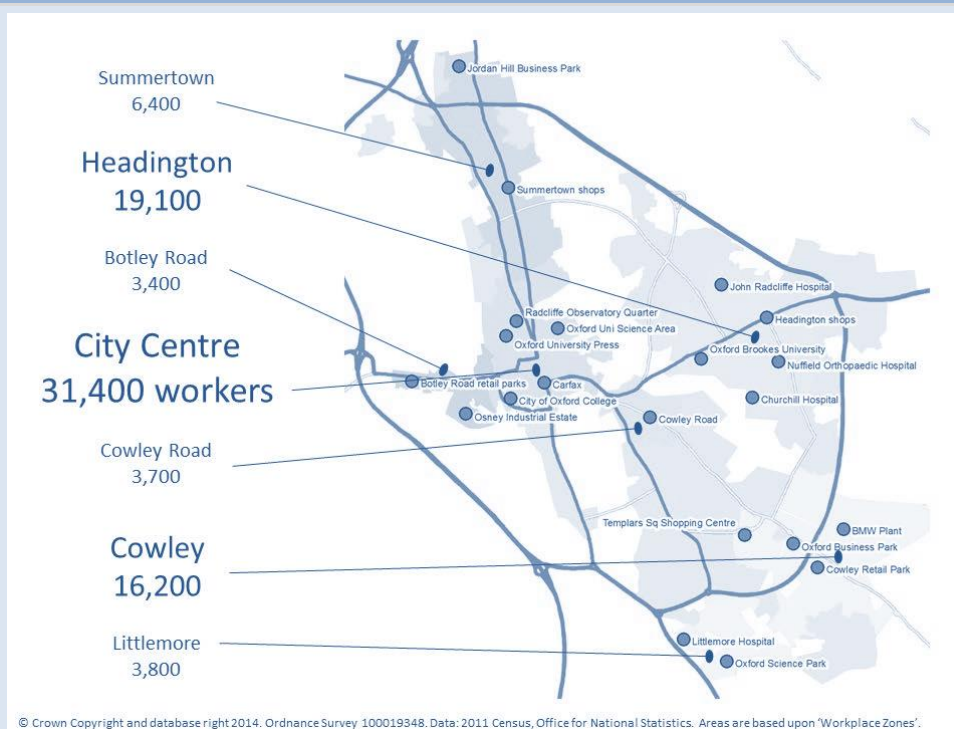
## A Vibrant and Sustainable Economy

**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](#)

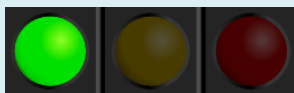
<sup>8</sup> BIGGAR Economics (2017) [The Economic Impact of the University of Oxford](#)

<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:**



- 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.

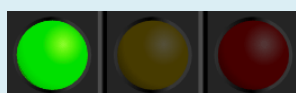
2.5 The City Council’s planning policies are continuing to maintain protected key employment sites.

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).

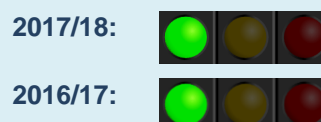
## Indicator 2: PLANNING PERMISSIONS GRANTED FOR NEW B1 FLOORSPACE

**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)

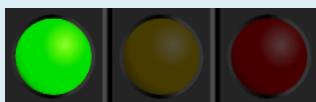
- 2.7 Table 2 shows that planning permission was granted for 11,516.4m<sup>2</sup> (gross) of new B1 floorspace in 2018/19. The permission for the change of use of the Royal Mail Building, (7000 Alec Issigonis Way) from B8 to B1a, B1b and B8 floorspace is the most significant application granted in terms 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:**

2017/18:

2016/17:

- 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>		1,723m <sup>2</sup>	

**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	10m <sup>2</sup>	<b>On existing site</b> (Student Accommodation At The Mitre, No. 16 High

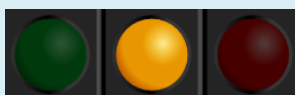
Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing university site?
	and decking to connect existing building, bike storage, new entrances, alterations to doors and fenestration, relocation of extract plant and condensers to new plant stack. Exterior: 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 exiting in the Covered Market Entranceway and other alterations. (Amended certificate of ownership and amended plans)		Street and Nos. 3-7 Turl Street 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

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)	

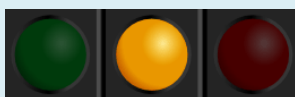
**Table 5:** New A1 retail floorspace permitted in 2018/19

- 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:**

**2017/18:**



**2016/17:**



### 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

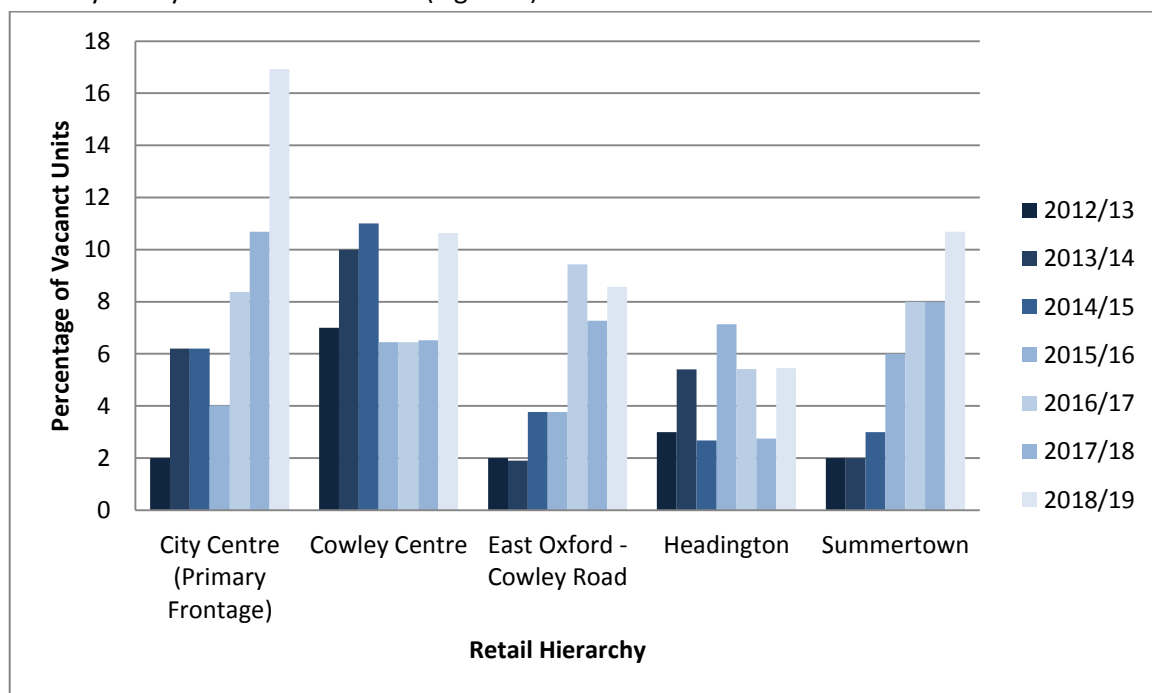
<sup>12</sup> Blackbird Leys is a new district centre designated by the Core Strategy and therefore targets from Saved Local Plan Policies do not apply.

<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.

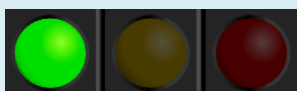


designated retail frontages after previous monitoring years showed decreasing or plateauing vacancy rates. Cowley Centre will require special attention over the next years as a regeneration and expansion project gets underway that will increase retail space, the local residential population, and the 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:**

**2017/18:**



**2016/17:**



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)

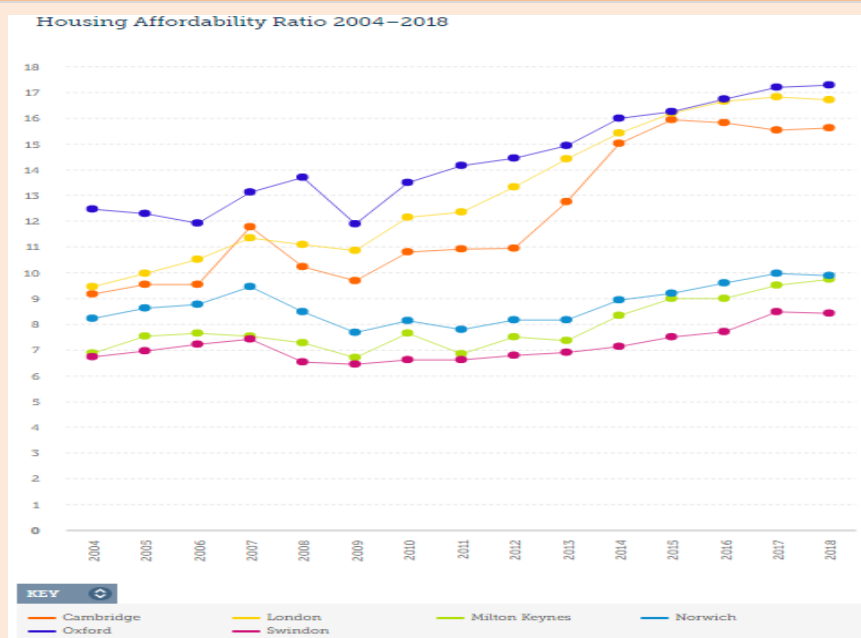
## Meeting Housing Needs

**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:**

**2017/18:**



**2016/17:**

**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**
2018/19	351**
<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](#)

- 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>

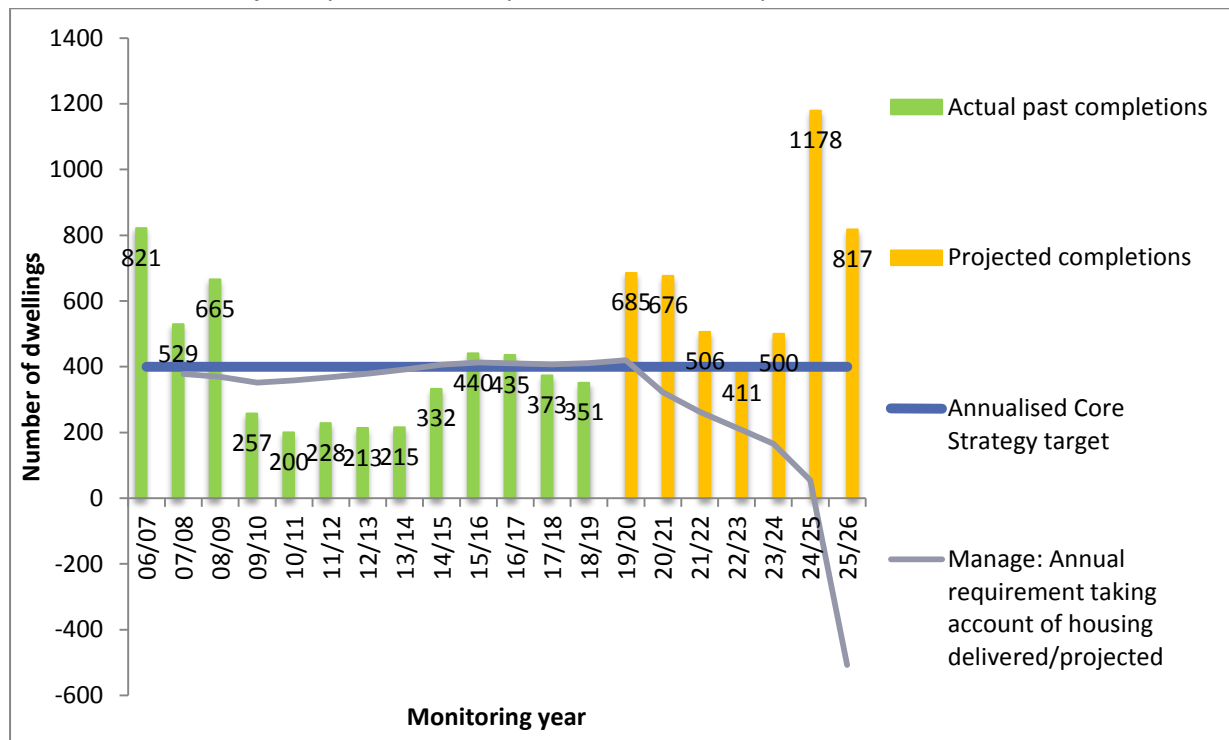


Figure 2: Housing trajectory to 2026

[housing? Counting other forms of 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:**

**2017/18:**



**2016/17:**

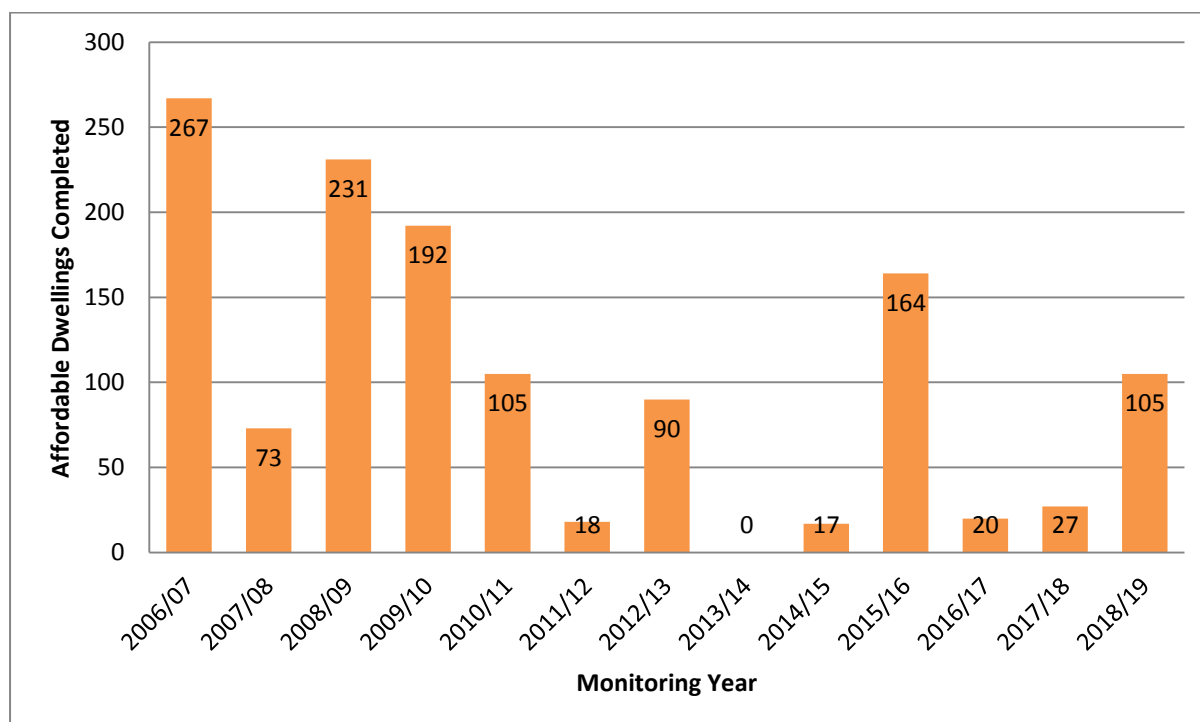


- 3.23 Providing more affordable housing in Oxford is essential to ensure mixed and balanced communities, for the health and well-being of residents, and for the vibrancy of the local economy.
- 3.24 The published 17/18 figures in the AMR (18 completions) were net figures that took account of losses 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:**

**2017/18:**



**2016/17:**



- 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	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)
	Oxford 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.)

<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)

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 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
Total amount received:			£4,613,425.08

**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>

<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](#).

- 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).

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

<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.

- 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.

**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.

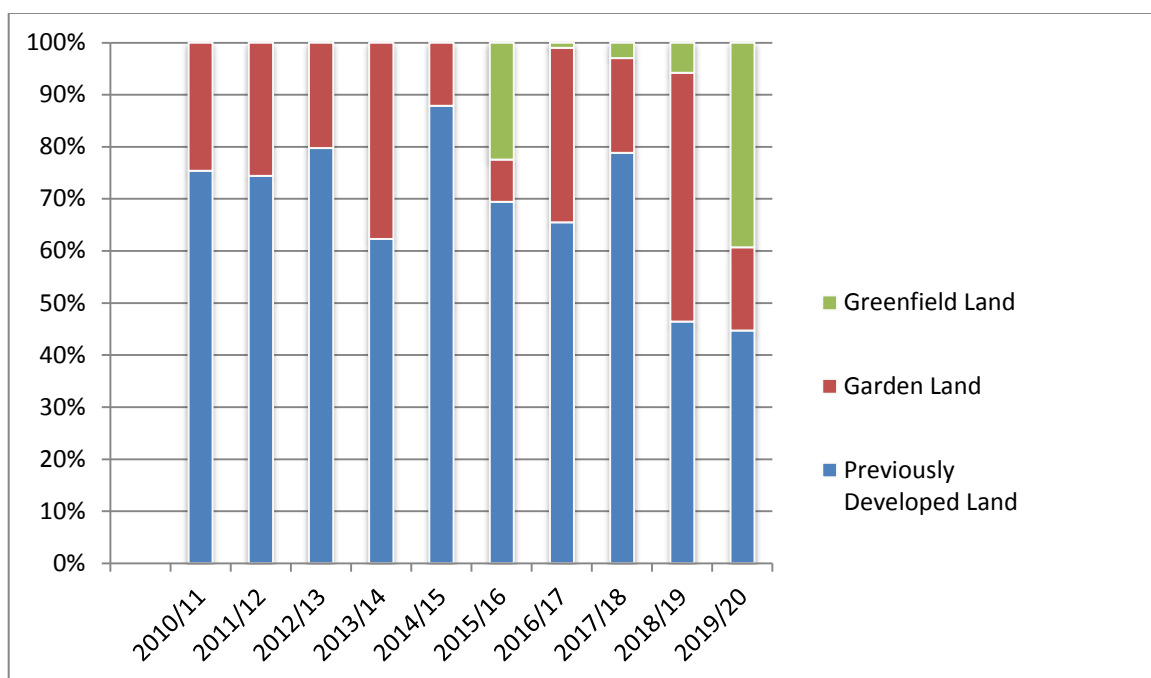


Figure 4: Dwellings completed by land type 2010/11 – 2018/19

#### 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:

2017/18:



2016/17:

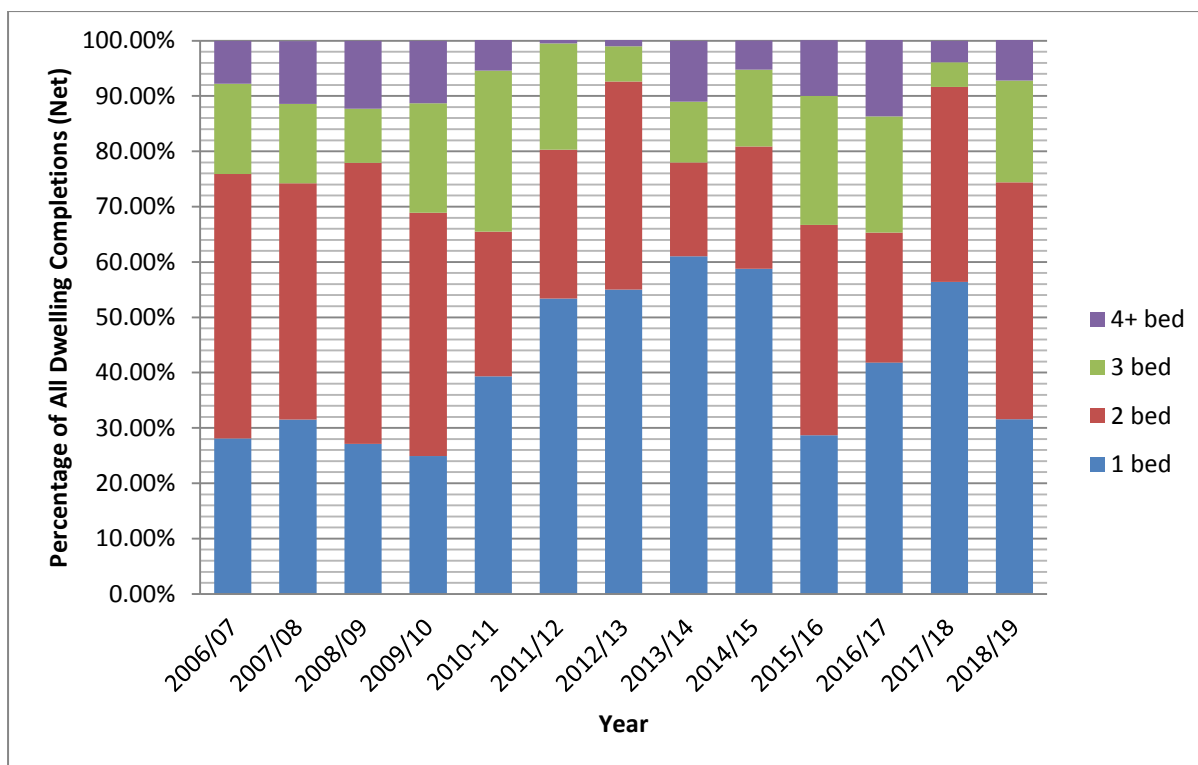


3.47 It is important to ensure that a mix of homes is delivered to meet Oxford's needs.

#### 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

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 newt 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:

2017/18:



2016/17:



- 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.

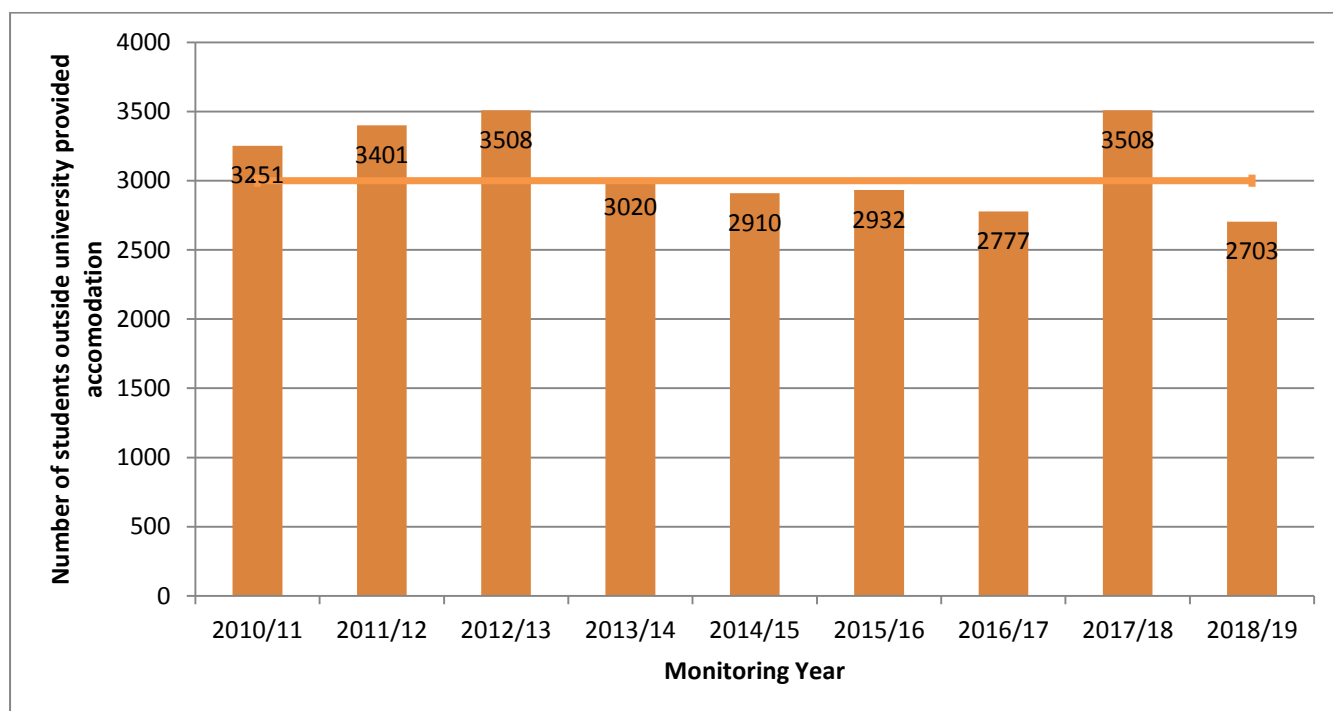
### University of Oxford

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 (DClinPsyc 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.

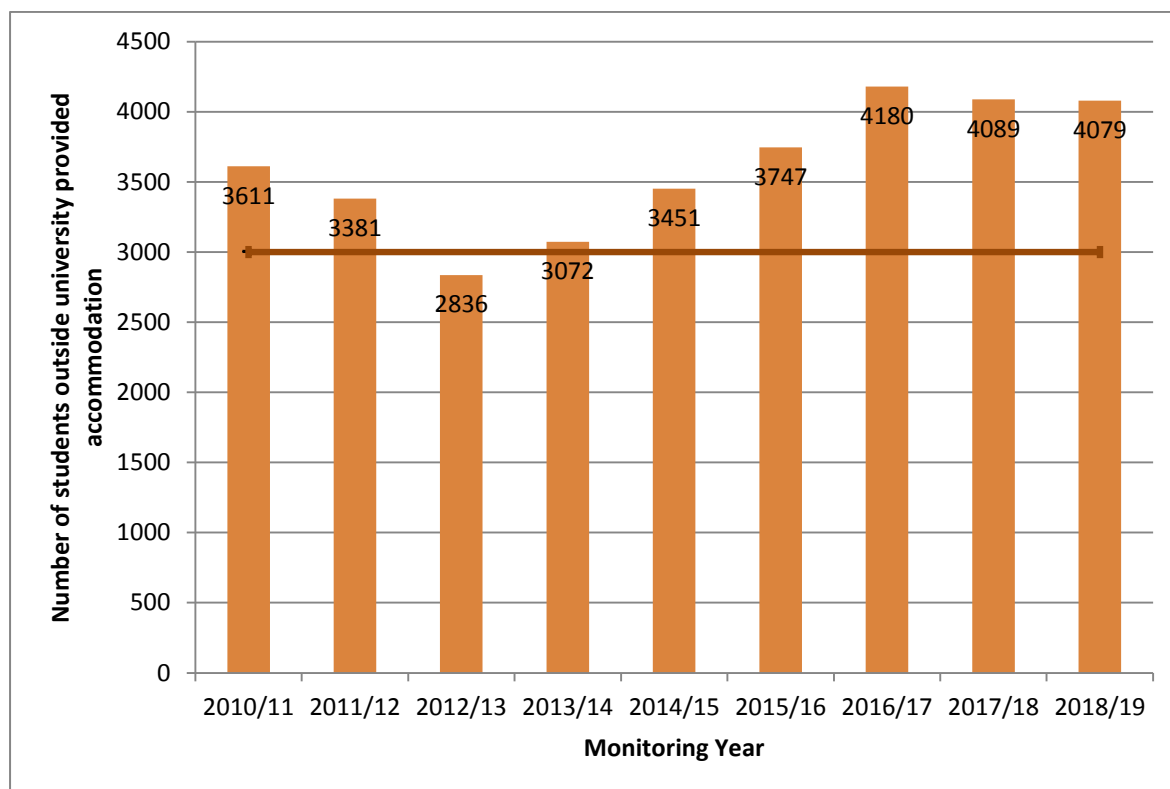
### Oxford Brookes University

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.

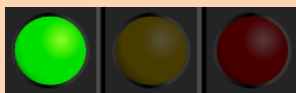
**Indicator 18: LOCATION OF NEW STUDENT ACCOMMODATION**

**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)



Annual Monitoring Report 2018/19

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

# Annual Monitoring Report 2018/19

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**

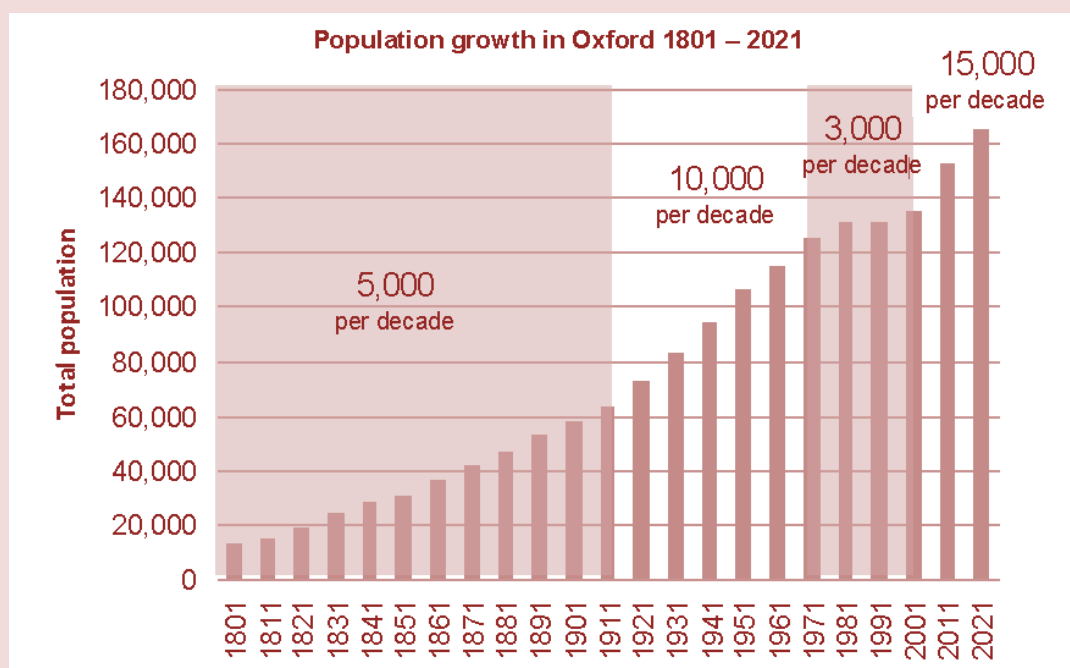
Our aim is that everyone in the city has the opportunity to:

- 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](#)

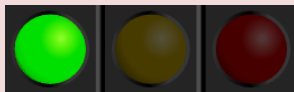
<sup>33</sup> [Oxford Profile 2018](#)

<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:****2017/18:****2016/17:**

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).

		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

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

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

		in the Draft Local Plan 2036, 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.

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

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



Investigate the future use of Plowman tower block and the surrounding area.	Options appraisal for Plowman tower block by 2010.	Planning permission granted for 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.
Rose Hill		
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.
Wood Farm		
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.

<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 by the end of 2019.

## 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

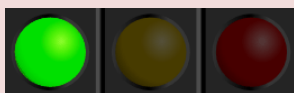
The Barton Area Action Plan (AAP) guides development and change at the Barton strategic site, aiming to deliver a development that reflects Oxford's status as a world class city and which supports integration and sustainability. The Barton AAP identifies five key objectives to support this vision:

- 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>.

---

<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.



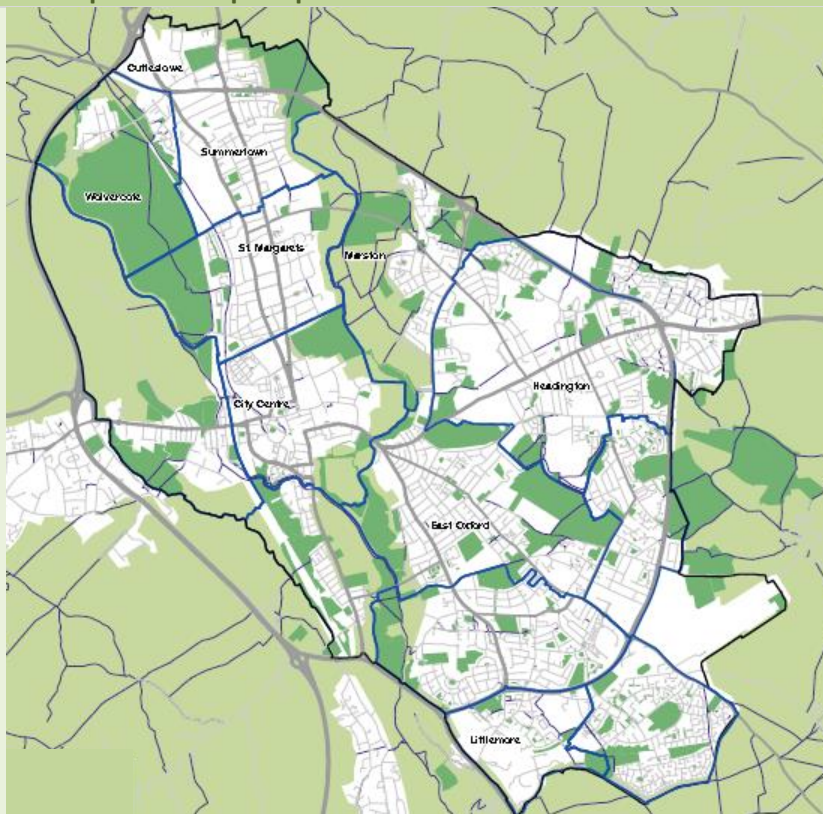
## Cleaner and Greener Oxford

**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 (Cotteslowe & 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
<b>Special Areas of Conservation (SAC)</b> (1 site)	177.1	177.1	177.1	177.1	177.1	<b>No change</b>
<b>Sites of Special Scientific Interest (SSSI)</b> (12 sites)	278.24	278.24	278.24	278.24	278.24	<b>No change</b>
<b>Local Geological Sites (formerly</b>	2.0	2.0	2.0	2.0	2.0	<b>No change</b>

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 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

Location	Application reference	Development	Reason for Approval
			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.	<p>The visual appearance of the proposal is considered to be acceptable and would not be harmful to the existing house and surrounding area.</p> <p>The proposal is for a small domestic extension and would be an unobtrusive change to the Green Belt setting.</p>

**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:**

**2017/18:**



**2016/17:**



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.
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



Application reference	Decision	Location	Proposal
			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 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:**

**2017/18:**



**2016/17:**



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:**

**2017/18:**



**2016/17:**



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.

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

### 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.

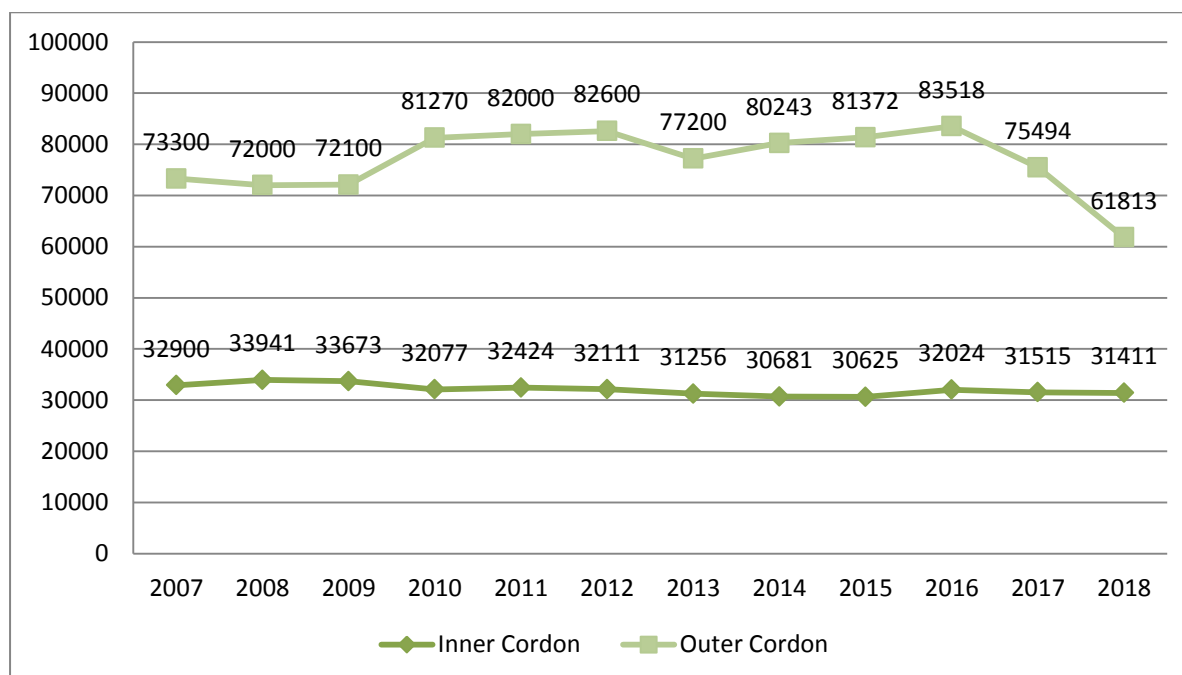


Figure 8: Traffic flows in Oxford at inner and outer cordons 2007-2018

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 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,</p>

	<p>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>	<p>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>.</p>

## 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.

<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>2</sup>	2 Items <sup>3</sup>	4 Items <sup>5</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>4</sup>	2,500 <sup>4</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 59F applied (i.e. CIL recovered from parish councils, or the neighbourhood element of CIL in areas that do not have parish councils)	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>2</sup> 1. Oxford & Abingdon Flood Alleviation Scheme 2. Quarry Pavilion construction

<sup>3</sup> 1. Oxford & Abingdon Flood Alleviation Scheme 2. Quarry Pavilion construction

<sup>4</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 (£)
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 28).

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 28:** 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 29.

	Amount of s106 developer contributions due for expenditure	
Type of 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 29:** S106 money due for expenditure in 2018/19 and beyond<sup>57</sup>

<sup>57</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



## Annual Monitoring Report 2018/19

Policy	How we monitor this...
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
Sites and Housing Plan 2011-2026	
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	
Area Action Plans	
Northern Gateway Area Action Plan	Indicator 24: Northern Gateway Area Action Plan
Barton Area Action Plan	Indicator 23: Barton Area Action Plan

This page is intentionally left blank

## Appendix 2 – Risk Assessment

Risk ID	Risk						Corporate Objective	Gross Risk		Residual Risk		Current Risk		Owner	Date Risk Reviewed	Proximity of Risk (Projects/ Contracts)
Category-000-Service Area Code	Risk Title	Opportunity/Threat	Risk Description	Risk Cause	Consequence	Date raised	1 to 5	I	P	I	P	I	P			
CEB-001-PS	Reputational risk	T	Failure to achieve planning policy targets	There could be a range of causes, some of which may be external (e.g. the state of the economy) and some internal (failure to properly implement policies)	Reputation of the City Council could be adversely affected in the eyes of the community and stakeholders	11 November 2019	1, 2, 3, 4, 5	2	1	2	1	2	1	Head of Planning Services		

This page is intentionally left blank

**To:** Cabinet  
**Date:** 19 December 2019  
**Report of:** Head of Financial Services  
**Title of Report:** Treasury Management Mid-Year Review for April – September 2019

Summary and recommendations	
<b>Purpose of report:</b>	To report on the performance of the Treasury Management function for the 6 months to 30 <sup>th</sup> September 2019
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Ed Turner, (Deputy Leader) Finance, Asset Management and Public Health
<b>Corporate Priority:</b>	None
<b>Policy Framework:</b>	Efficient and effective Council
<b>Recommendations:</b> That Cabinet resolves to: <ol style="list-style-type: none"> <li><b>Note</b> the performance of the Treasury Management function for the six months to 30<sup>th</sup> September 2019; and</li> <li><b>Recommend</b> Council to:             <ol style="list-style-type: none"> <li><b>Approve</b> the change of the Indirect Property Funds counterparty category to Pooled Investment Funds; and</li> <li><b>Note</b> that the Council is considering investing in a Multi Asset fund instead of an Indirect Property Fund as was previously anticipated.</li> </ol> </li> </ol>	

Appendices	
Appendix 1	List of investments as at 30 <sup>th</sup> September 2019
Appendix 2	Risk Register

## Introduction and Background

- This report has been written in accordance with the requirements of the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on

Treasury and has been prepared in compliance with CIPFA's Code of Practice on Treasury Management, covering the following:

- An economic overview for the first part of the 2019/20 financial year
  - A review of the Council's investment portfolio for 2019/20
  - A review of the Council's borrowing strategy for 2019/20
  - A statement of compliance with Treasury and Prudential Limits for 2019/20
2. The Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Part of the treasury management operations ensure this cash flow is adequately planned, with surplus monies being invested in suitable counterparties, providing adequate liquidity and security initially before considering optimising investment return.
  3. The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer term cash flow planning to ensure the Council can meet its capital spending operations. This management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

### **Economic Overview**

4. The over-riding theme for the year so far has been uncertainty and turbulence, mainly down to Brexit which is now expected to happen with some form of deal on the table. The BOE base rate has remained at 0.75% throughout the year, Global economies appear to be slowing and the likelihood of any interest rate rise this year has all but gone with a rate cut now looking more likely in order to support growth. Any interest rate forecasts are subject to material change as the Brexit situation evolves. With so much uncertainty the commercial property market could also be at risk with companies and retailers suffering under the current market conditions.
5. The first half of 2019/20 has seen UK economic growth fall due to the level of uncertainty. In its Inflation Report of 1 August, the Bank of England was notably downbeat about the outlook for both the UK and major world economies. The MPC meeting of 19 September reemphasised their concern about the downturn in world growth and also expressed concern that prolonged uncertainty would contribute to a build-up of spare capacity in the UK economy, especially in the context of a downturn in world growth. This mirrors investor concerns around the world about a significant downturn or possibly even a recession in some major developed economies. It was therefore no surprise that the MPC left the Bank Rate unchanged at 0.75% throughout 2019 so far and they are expected to hold off on changes until there is some clarity on what is going to happen over the EU exit. The new Prime Minister is making some significant promises on various spending commitments and a relaxation in the austerity programme. This will provide some support to the economy and take some pressure off the MPC to cut Bank Rate to support growth.
6. The CPI measure of inflation has been hovering around the Bank of England's target of 2% during 2019, but fell to 1.7% in August. It is expected to remain close to 2% over the next two years and so it does not pose any immediate concern to

the MPC at the current time unless there is a no deal exit where inflation could rise towards 4%, primarily as a result of imported inflation on the back of a weakening pound.

## Interest and Interest Rate Forecasts

7. The Council's treasury advisor, Link Asset Services, has provided the following forecast. This forecast includes the increase in margin over gilt yields of 100bps introduced on 9<sup>th</sup> October 2019.

Link Asset Services Interest Rate View										
	Dec-19	Mar-20	Jun-20	Sep-20	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22
Bank Rate View	0.75	0.75	0.75	0.75	1.00	1.00	1.00	1.00	1.00	1.25
3 Month LIBID	0.70	0.70	0.70	0.80	0.90	1.00	1.00	1.00	1.10	1.20
6 Month LIBID	0.80	0.80	0.80	0.90	1.00	1.10	1.10	1.20	1.30	1.40
12 Month LIBID	1.00	1.00	1.00	1.10	1.20	1.30	1.30	1.40	1.50	1.60
5yr PWLB Rate	2.30	2.50	2.60	2.70	2.70	2.80	2.90	3.00	3.00	3.10
10yr PWLB Rate	2.60	2.80	2.90	3.00	3.00	3.10	3.20	3.30	3.30	3.40
25yr PWLB Rate	3.30	3.40	3.50	3.60	3.70	3.70	3.80	3.90	4.00	4.00
50yr PWLB Rate	3.20	3.30	3.40	3.50	3.60	3.60	3.70	3.80	3.90	3.90

8. The forecasts in the above table are based on an assumption that there is an agreed EU Exit deal at some point in time. Given the current level of uncertainties, this is a significant assumption and so forecasts may need to be materially reassessed in the light of future events.
9. It has been little surprise that the Monetary Policy Committee (MPC) has left Bank Rate unchanged at 0.75% so far in 2019 due to the ongoing uncertainty over Brexit. Brexit uncertainty has had a dampening effect on UK GDP growth in 2019, especially around mid-year. If there were a no deal Brexit, then it is likely that there will be a cut or cuts in Bank Rate to help support economic growth. The September MPC meeting sounded even more concern about world growth and the effect that prolonged Brexit uncertainty is likely to have on growth. More recently on 7<sup>th</sup> November the MPC agreed to hold the base rate on a vote of 7 to 2.
10. On 9 October 2019 HM Treasury announced that with immediate effect it was increasing its PWLB borrowing rates. In a statement it reported that "Some local authorities have substantially increased their use of the PWLB in recent months, as the cost of borrowing has fallen to record lows. HM Treasury is therefore restoring interest rates to levels available in 2018, by increasing the margin that applies to new loans from the PWLB by 100bps (one percentage point) on top of usual lending terms.". The LGA estimate that this increase could cost councils an extra £70 million a year for borrowing to be undertaken in the next year and present a real risk that capital schemes, including vital council house building projects, will cease to be affordable and may have to be cancelled as a result. The impact on the Council is varied. The most significant impact will be on its wholly owned Company Oxford City Housing Ltd.

## Investment Portfolio and Performance

11. The budgeted investment income for 2019/20 is £0.979 million. As at the 30th September 2019, forecast investment income for 2019/20 is £1.474m. There are a number of reasons for the variation but the primary impact is the reduced loans made to the Housing Company due to expected slippage in their capital expenditure plans. This has resulted in larger investment interest as there are more funds deposited than budgeted. The budgeted non treasury housing company loans for 2019/20 were £35.3m, the actual loans as at 30<sup>th</sup> September 2019 were £1.6m and the forecast outturn is £15.9m. The scope of this report only includes treasury investments therefore the interest that would be received from loans to companies is not included in this report.
12. The Treasury Management Strategy for 2019/20 was approved by this Council in February 2019; to date the Strategy has been fully adhered to. There is one proposed change detailed below.
13. As part of its Strategy, the Council aims to maintain a diversified investment portfolio whilst ensuring there are no policy and procedure breaches. Security of investments is always the primary concern when arranging investments with liquidity and yield being secondary, but key considerations.
14. The Council operates an approved counterparty listing which details all institutions with whom the Council may invest, the maximum amount which may be invested with any single counterparty group at any given point and the maximum duration period. The counterparty list is set in association with recommendations from Link Asset Services although ultimate authorisation of approved counterparties rests with the Section 151 Officer. The list is actively managed and reviewed on a weekly basis or more regularly if required.
15. Monthly monitoring meetings are held with the Section 151 Officer, Financial Accounting Manager and Treasury staff to discuss investments in terms of counterparties and maturity dates, cash flow, interest and borrowing rates and Treasury operational and Strategic strategies.
16. The strategy also adopts an ethical approach to investments, stating that:

*“The Council will not knowingly invest directly in businesses whose activities and practices pose a risk of serious harm to individuals or groups, or whose activities are inconsistent with the Council’s mission and values. This would include, inter alia, avoiding direct investment in institutions with material links to:*

  - *Human rights abuse (e.g. child labour, political oppression)*
  - *Environmentally harmful activities (e.g. pollutants, destruction of habitat, fossil fuels)*
  - *Socially harmful activities (e.g. tobacco, gambling)”*
17. The Council has been able to take advantage of some further green deposit notice accounts offered by Barclays Bank who are working in association with Sustainalytics, a leading global provider of environmental, social and corporate governance research and ratings, to achieve a positive environmental impact. Their green framework covers the following environmental areas:
  - Energy efficiency projects and renewable energy
  - Sustainable food agriculture and forestry



- Waste management
- Greenhouse gas emission reduction
- Sustainable water

18. The Council currently has £7.5 million in these accounts.

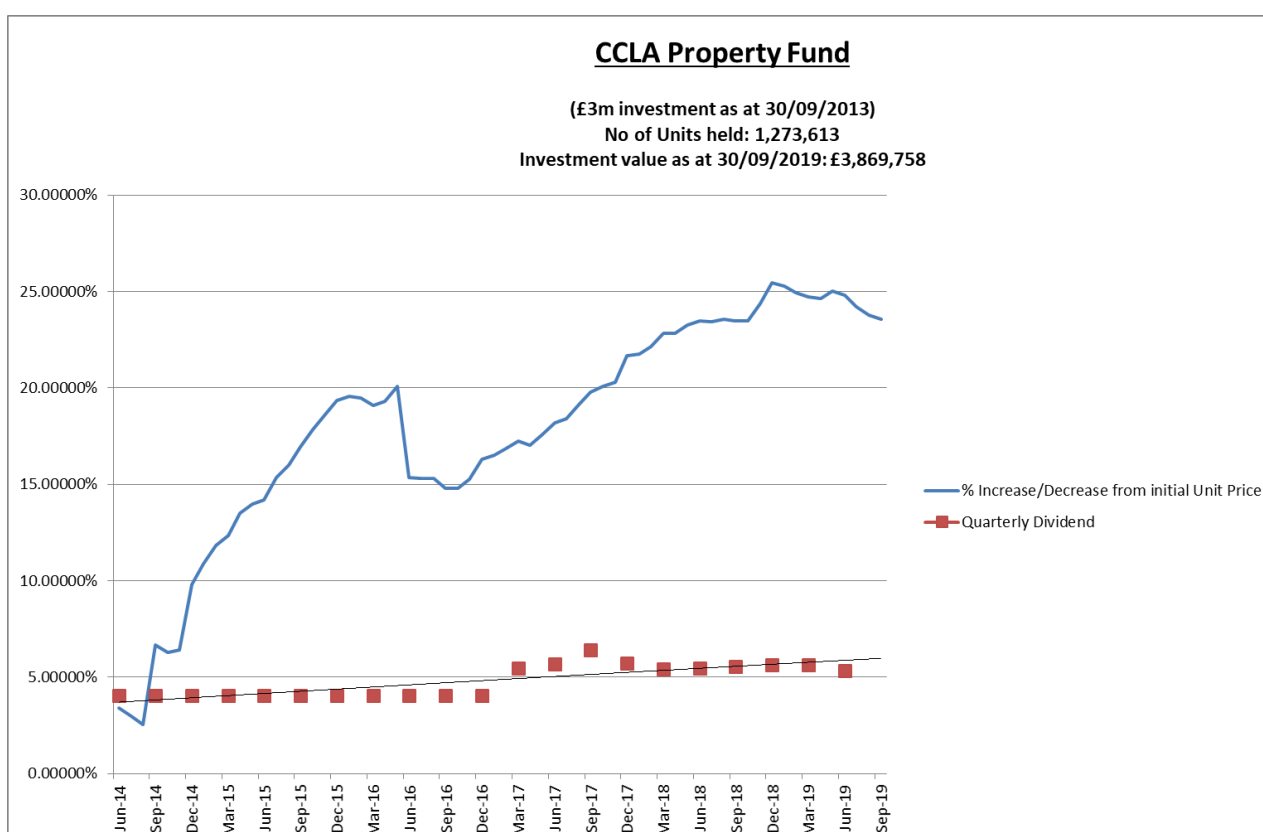
## Property Funds

19. At present, the Council has placed investments with two property funds; CCLA Investment Management, which is a property fund that limits its investors to Charities, Churches and Local Authorities and Lothbury Investment Management, a specialist UK property fund manager with a range of funds providing high quality exposure to different property sectors.

### CCLA Investment Management Limited

20. The Council has held a £3m investment in the CCLA fund since September 2013. The investment has produced quarterly returns ranging between 5% and 6% and it is expected that the Fund will continue to achieve rates in this region.

21. Additionally, the value of the Council's investment with CCLA has appreciated from £3m to £3.86m as at 30th September 2019, equating to growth of 28.7% to date. However, the values of the individual unit prices have fluctuated over time and the effect of capital appreciation (and depreciation) is illustrated in the graph below.



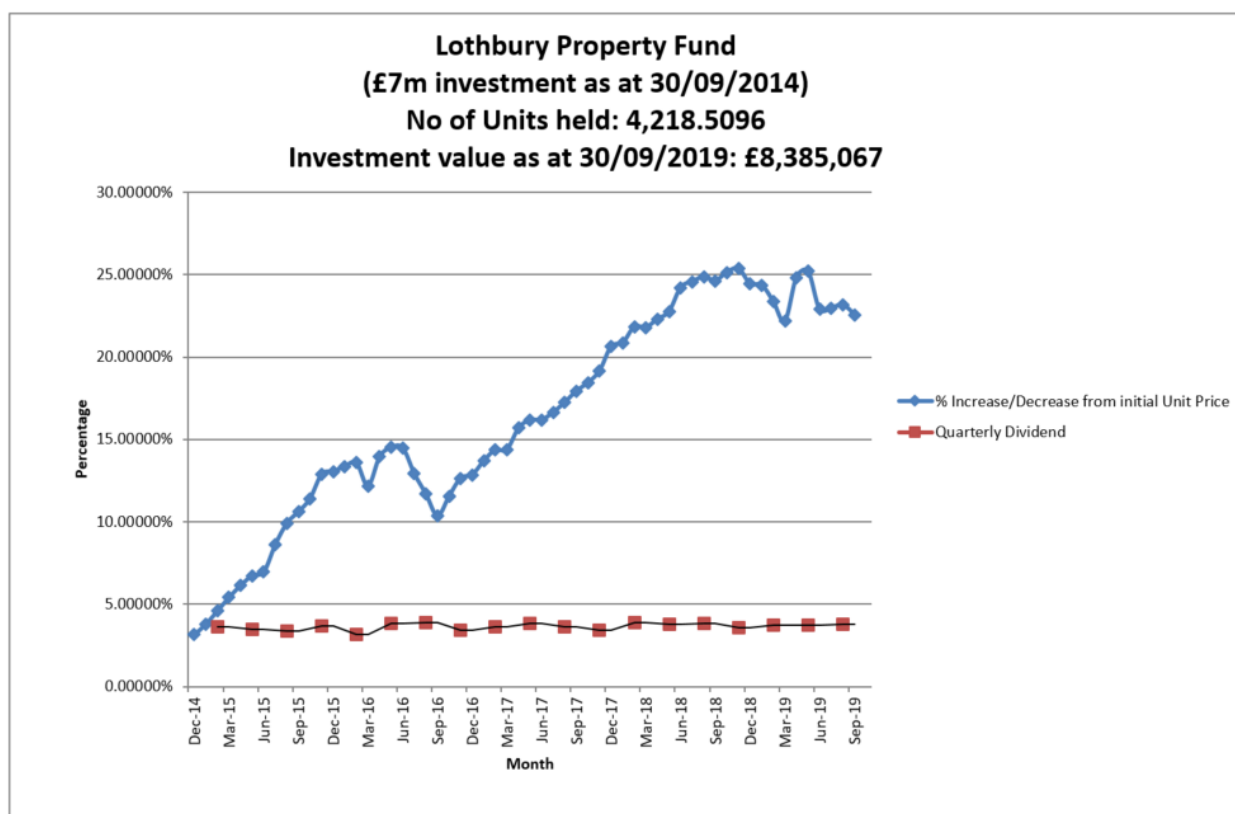
22. Changes to the accounting rules on property funds means that the principal gain or loss will now be charged to the Surplus or Deficit on the Provision of Services, within the Councils Income and Expenditure Account, rather than being held on the balance sheet. However, following consultation by MHCLG the government has

introduced a mandatory statutory override for local authorities to reverse out the effect for five years from 1st April 2018 after which surpluses as well as deficit will impact on the Councils revenue position. Even without the statutory override, the Council would have created a reserve to hold the funds until the return was realised due to the potential for fluctuations in the property markets.

23. The investment returns around £40k per quarter.

### Lothbury Investment Management

24. During 2014/15, the Council invested £7m in the Lothbury Property fund and the Fund has produced quarterly returns in the range of 3-4%. Furthermore, the Fund has seen a capital appreciation over the period with the value currently standing at £8.39m, compared with £7m at inception, equating to overall growth of 19.79% to date. However, as with CCLA, the values of the individual unit prices have fluctuated over time and the effect of capital appreciation (and depreciation) is illustrated in the graph below. The changes to accounting rules will also affect the Lothbury Property Fund as explained in paragraph 21 above.

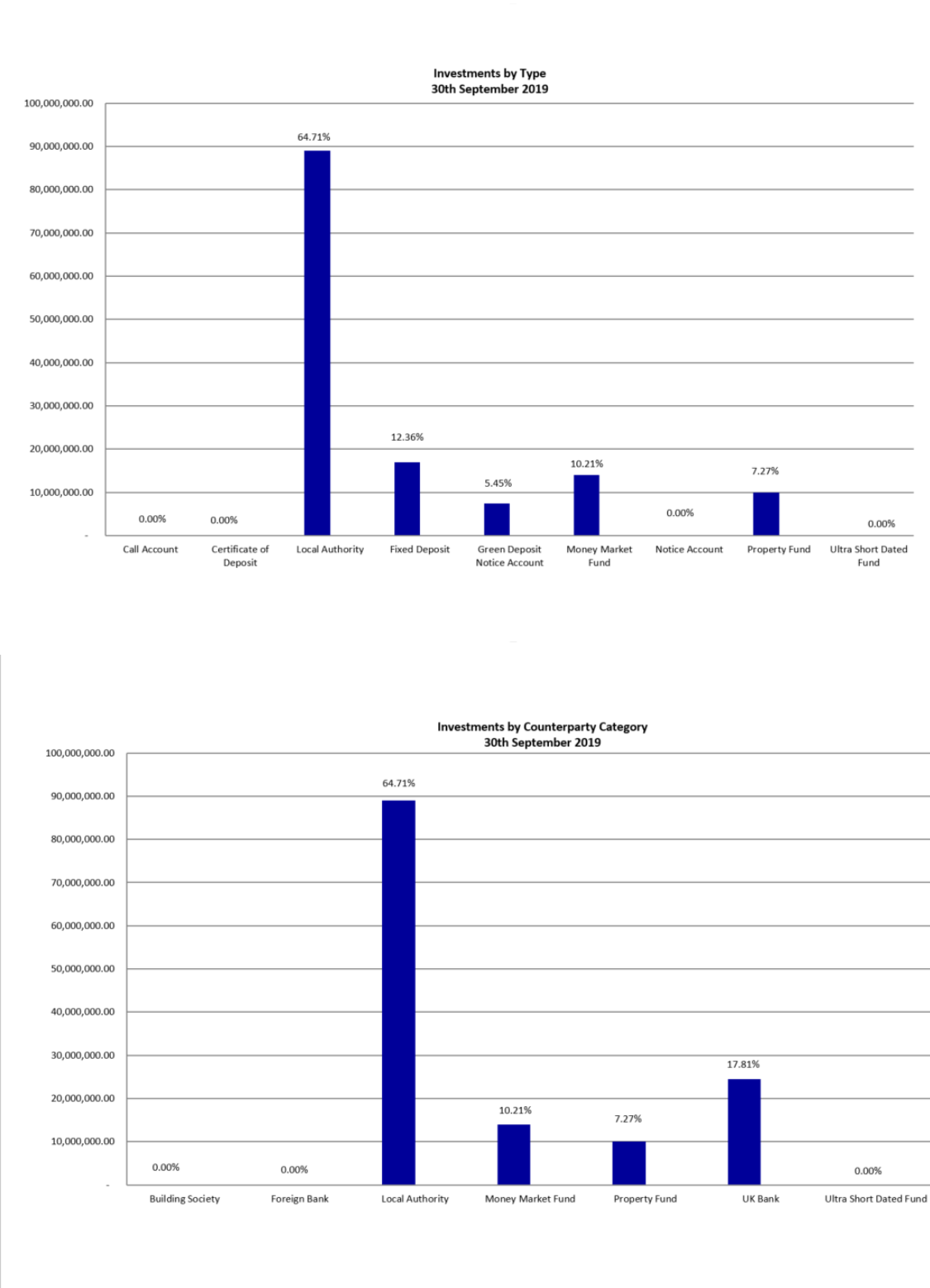


The investment returns around £64k per quarter.

### Investment Portfolio

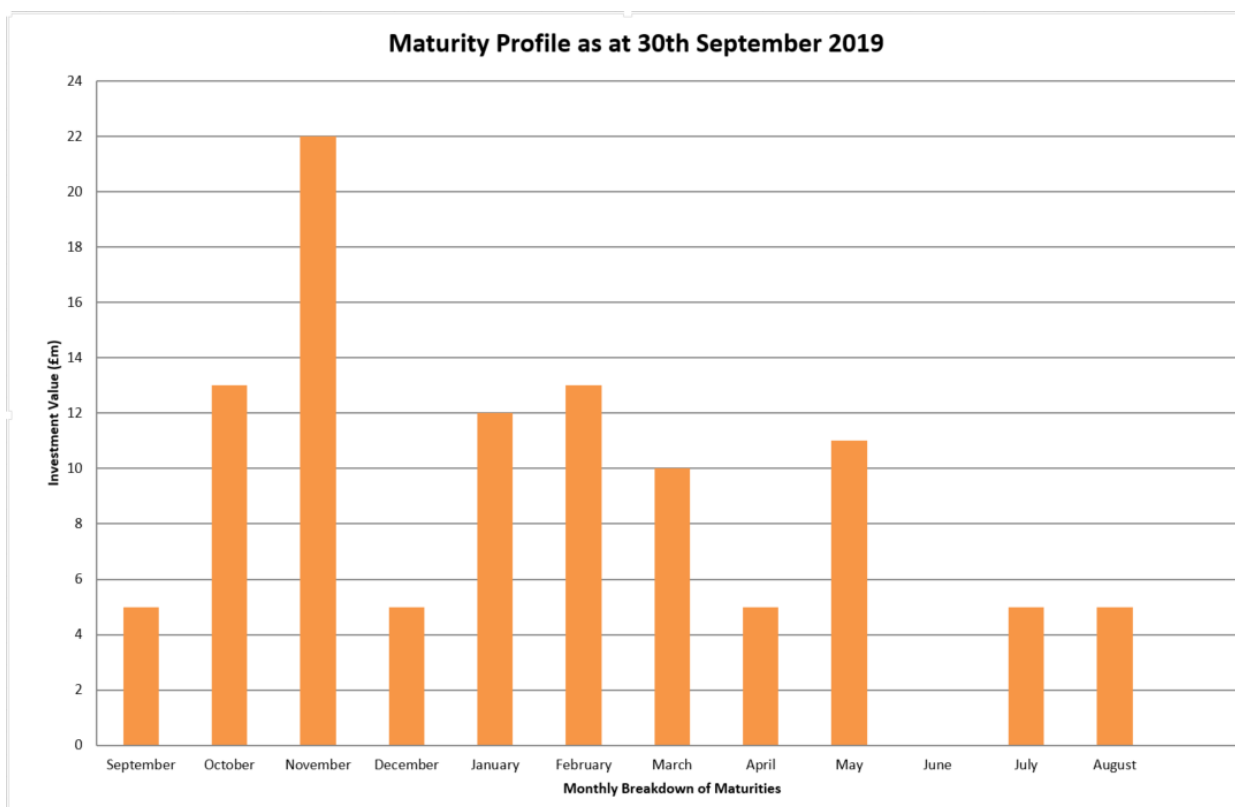
25. As at 30th September, the Council's total investment portfolio amounted to £112.5m, with £10m of this being held in property funds and £14m being held in instant access cash facilities with the balance being held in banks and building societies

26. The graphs below illustrate how Council’s investment portfolio is distributed, both in terms of the type of investment and counterparty category:

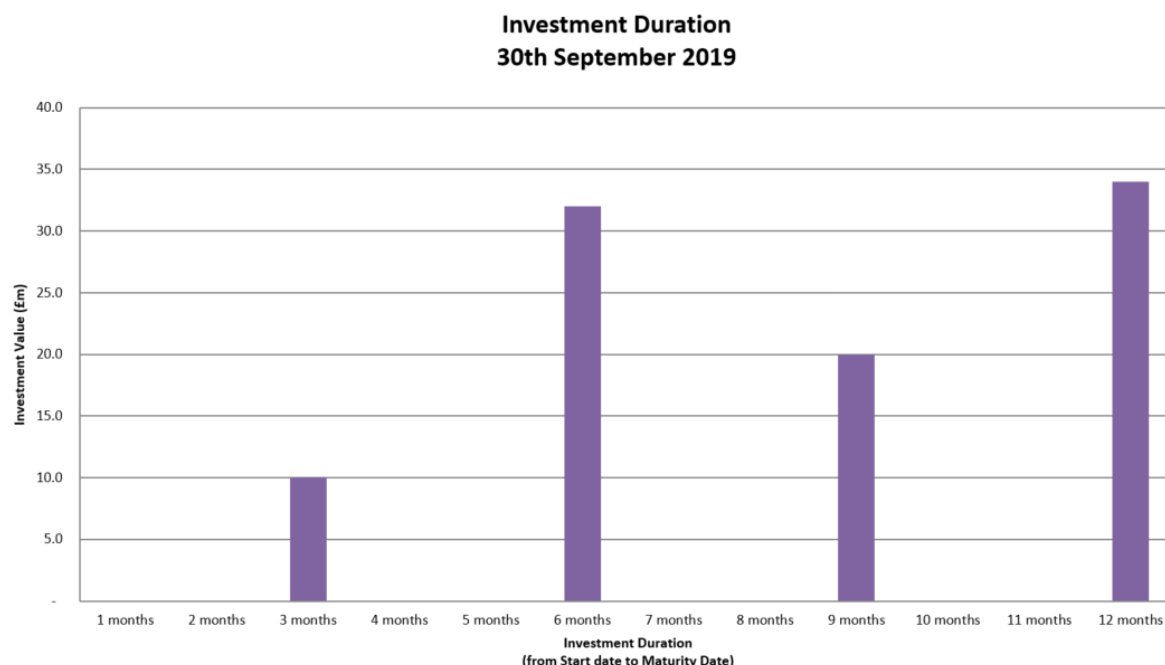


27. Fixed deposits and certificates of deposits both have an agreed start and end date which are arranged where possible, to suit the cashflow requirements. However, as mentioned previously, it is also important to keep a proportion in instant access funds.

28. The Council's Treasury Management Strategy limits non-specified investments to 25% (or £25m whichever is greater) of the previous year's average investment portfolio. This limit is reviewed each year when setting the Strategy in order to ensure a balanced and diversified portfolio of investments. Property funds and investments in excess of 364 days are classified as non-specified due to the associated risk; property funds by nature are high risk due to the volatility of the market. There are several factors that deem longer term investments to be more risky in nature including the risk of interest rate rises and the commitment of cash for longer periods.
29. £10 million is committed in the CCLA and Lothbury property funds and we are currently looking at utilising residual headroom to invest further in some non-specified investments. It should be noted that the £5 million invested in the National Homelessness Property Fund (Real Lettings) is, following discussions with our external auditors, classified as a service investment undertaken using service delivery powers rather than treasury powers under Section 12 of the Local Government Act 2003. This means the counterparty limit for the £5m invested in the National Homelessness Property Fund is not taken into account when assessing the residual headroom available for investment in non-specified investments.
30. The Strategy defines a specified investment as one that is in sterling, no more than one year in duration or, if in excess of one year can be repaid earlier on request and with counterparties that meet the Council's credit rating criteria. Additionally, once the duration of a non-specified investment falls below 366 days, it also falls into the Specified category. The maturity profile for the Council's specified investments (equating to £88.5m when excluding the instant access cash) is illustrated below.



31. The graph below illustrates the same investments by duration period in order to demonstrate duration periods. It is not surprising that the majority of investments have a duration period of six months as this is the limit for most of the banks and building societies with whom the Council may invest. When the opportunity arises, longer investments are arranged to allow for a greater yield.



## Borrowing

32. The Council has not taken on any additional debt during the year to date and so the balance of its external borrowing remains at approximately £198.5 million; this figure relates to funds borrowed from the Public Works Loans Board (PWLb) to buy out the Housing Revenue Account (HRA) from the subsidy system and relates wholly to Housing with interest repayment being met by the HRA. The Council does not consider that debt restructuring and/or premature repayment would be practical at this time as due to the differential in interest rates, the Council would incur a large premium from the PWLB for doing so. The Council continues to monitor borrowing interest rates and forecasts on a regular basis and will continue to review its position on debt restructuring.
33. The Council anticipates borrowing in the future to meet its capital expenditure requirements, including loans to the Housing Company, but does not anticipate any external borrowing during 2019/20.

## Treasury and Prudential Limits for 2019/20

34. The Council has operated all of its Treasury Management activity within the parameters set by the Treasury and Prudential indicators in the Treasury Management Strategy for 2019/20.

## Proposed Change to Counterparty Lists

35. The consultation budget presented to City Executive Board on 18th December 2018 and ratified at the City Executive Board meeting of 12th February 2019 and Council of 13th February 2019 included a proposal to make a further £10 million investment in property funds. This is within the counterparty limits of the 2019/20 treasury strategy as per the non-specified counterparty limit shown below:

	Minimum Credit Criteria	Max % of total investments/£ limit per institution	Max maturity period
Indirect Property funds		25% of total investments or £24 million, whichever is the greater	Medium to long term

36. In order to provide greater diversification within the treasury investment portfolio, it is proposed to consider investing in a Multi Asset fund instead. This would reduce the Council's reliance on property based income and therefore reduce exposure to this sector. The Council has been advised by their treasury advisors, Link Asset Services, that the financial returns from these types of funds are similar and so there would be no adverse effect on the budgets already approved. It is therefore proposed to amend this counterparty limit to cover Indirect Property Funds and Multi Asset funds.

### **Other Key Updates**

#### **Changes in Risk Appetite**

37. The 2018 CIPFA Codes and guidance notes have placed enhanced importance on risk management. Where an authority changes its risk appetite e.g. for moving surplus cash into or out of certain types of investment funds or other types of investment instruments, this change in risk appetite and policy should be brought to members' attention in treasury management update reports. Oxford City Council has not made any significant changes to its investment approach at this time although there is the intention to further invest in property funds in the near future. The risk will continue to be managed by understanding the individual investment vehicles and also by considering the appropriate percentage of non-specified investments that can be held in the overall portfolio.

#### **Treasury Advisor**

38. Treasury advice and market information is provided by Link Asset Services. Information provided by Link Asset Services is used to advise Council Officers when making investment decisions.

#### **Financial Implications**

39. Any financial implications are contained within the body of this report.

#### **Legal Issues**

40. There are no legal implications directly relevant to this report.

#### **Level of Risk**

41. There are no risks in connection with the report's recommendations. Risk assessment and management is a key part of Treasury Management activity especially in the selection of counterparties when considering investment

opportunities. The Council uses external advisors and counterparty credit ratings issued by the rating agencies to assist in this process.

### **Equalities Impact**

42. There are no equalities impacts arising directly from this report.

<b>Report author</b>	Bill Lewis
Job title	Financial Accounting Manager
Service area or department	Financial Services
Telephone	01865 252607
e-mail	<a href="mailto:blewis@oxford.gov.uk">blewis@oxford.gov.uk</a>

<b>Background Papers:</b> None
--------------------------------

This page is intentionally left blank



OXFORD CITY COUNCIL LOANS LIST 2019/20													
OCC Investments as at:		30/09/2019	112,540,000.00										
Counterparty Group	Group Operational Lending Limit	Counterparty Name	Investment Amount	Interest Rate	Trade Date	Start Date	Maturity Date	Remaining Limit	Broker				
SPECIFIED INVESTMENTS													
Barclays Bank (NRFB) Fixed Deposits Call Account 6 months maturity limit PJ checked 04/06/2019	10,000,000.00							2,500,000.00					
		Barclays Bank BPA (call account)	-	0.20%	13/03/2018								
		Barclays Green Deposits: 65-day Notice Account	2,500,000.00	0.85%	20/02/2019								
		Barclays Green Deposits: 95-day Notice Account	5,000,000.00	0.95%	03/05/2019								
Lloyds Banking Group (RFB) Lloyds Bank Bank of Scotland £15m operational limit agreed by JY 02/08/16 364-day maturity limit PJ checked 04/06/2019	15,000,000.00	175-day notice account	-	0.75%	27/07/2018			12,000,000.00					
		1276 Bank of Scotland	3,000,000.00	1.10%	08/11/2018	09/11/2018	08/11/2019		Direct				
Royal Bank of Scotland Group (RFB) RBS NatWest 364-day maturity limit PJ checked 04/06/2019	10,000,000.00							10,000,000.00					
Close Brothers £7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 04/06/2019	7,000,000.00							7,000,000.00	Tradition				
Goldman Sachs International £9m operational limit agreed by NK 16/06/2017 6 month maturity limit PJ checked 04/06/2019	9,000,000.00								Tradition				
		1292 Goldman Sachs International Bank	5,000,000.00	0.910%	08/05/2019	14/05/2019	14/11/2019		Tradition				
		1293 Goldman Sachs International Bank	4,000,000.00	0.880%	15/05/2019	15/05/2019	15/11/2019		Tradition				
HSBC Bank plc 12 month maturity limit PJ checked 04/06/2019	10,000,000.00							10,000,000.00					
Santander UK plc £7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 04/06/2019	7,000,000.00	Santander Instant Access Call Account	-	0.80%	31/05/2018			7,000,000.00					
		Corporate Notice Account Statement (31 days)											
		Corporate Notice Account Statement (95 days)	-										
		Corporate Notice Account Statement (180 days)	-	0.55%									
SMBC £7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 04/06/2019	7,000,000.00	Sumitomo Mitsui Banking Corporation	-	0.73%	02/05/2018	02/05/2018	02/11/2018	7,000,000.00	Direct				
Standard Chartered £7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 04/06/2019	7,000,000.00							7,000,000.00					
Svenska Handelsbanken £7m operational limit agreed by NK 09/06/17 12 month maturity limit PJ checked 04/06/2019	7,000,000.00	Instant Access Call Account	-	0.65%		16/07/2019		7,000,000.00					
		35-day Notice Account											
Coventry Building Society £7m operational limit agreed by NK 25/11/15 6 month maturity limit PJ checked 04/06/2019	7,000,000.00							7,000,000.00	Tradition				
Leeds Building Society £7m operational limit agreed by NK 25/11/15 100 days maturity limit PJ checked 04/06/2019	7,000,000.00							7,000,000.00					
Nationwide Building Society 6 month maturity limit PJ checked 04/06/2019	10,000,000.00							10,000,000.00					
Skipton Building Society 100 days maturity limit PJ checked 04/06/2019	3,000,000.00							3,000,000.00					
Yorkshire Building Society £7m operational limit agreed by NK 25/11/15 100 days maturity limit PJ checked 04/06/2019	7,000,000.00							7,000,000.00					
Treasury Bills	7,000,000.00							7,000,000.00					
Local Authorities £18,977m limit per authority (20% of previous year's average balance) 364 day maturity limit (specified only) as per 2015/16 Strategy	18,977,000.00							13,977,000.00					
		1286 Dundee City Council	5,000,000.00	1.12%	19/02/2019	28/02/2019	27/02/2020		RP Martin				
		1284 Lancashire County Council	5,000,000.00	1.09%	17/01/2019	04/03/2019	02/03/2020		ICAP				
		1289 Surrey Heath Borough Council	3,000,000.00	0.87%	17/04/2019	30/04/2019	31/10/2019		RP Martin				
		1297 Plymouth City Council	5,000,000.00	0.85%	03/06/2019	21/06/2019	20/12/2019		Tradition				
		1304 Thurrock	3,000,000.00	0.79%	11/07/2019	12/08/2019	12/02/2020		R P Martin				
		1288 Plymouth City Council	10,000,000.00	0.95%	10/06/2019	05/07/2019	07/10/2019		R P Martin				
		1291 Thurrock Council	5,000,000.00	1.05%	30/04/2019	03/05/2019	01/05/2020		R P Martin				
		1290 Salford City Council	5,000,000.00	0.85%	28/04/2019	14/05/2019	14/02/2020		Tradition				
		1294 Thurrock Council	6,000,000.00	1.05%	15/05/2019	28/05/2019	27/05/2020		R P Martin				
		1295 Aberdeenshire Council	5,000,000.00	0.90%	21/05/2019	25/06/2019	25/03/2020		Tradition				
		1300 Thurrock Council	4,000,000.00	0.81%	19/06/2019	04/07/2019	06/01/2020		R P Martin				
		1303 North Wales Fire Authority	3,000,000.00	0.80%	10/07/2019	12/07/2019	13/01/2020		K&S				
		1298 London Borough of Croydon	5,000,000.00	0.95%	06/06/2019	15/07/2019	13/07/2020		Tradition				
		1296 Aberdeenshire Council	5,000,000.00	0.90%	21/05/2019	31/07/2019	30/04/2020		Tradition				
		Money Market Funds Overall limit increase approved by Council 29th Sept 2016 £9m operational limit per MMF agreed by JY 02/08/16	25,000,000.00	Legal and General Investment Management	-		18/09/2019				10,960,000.00		
				Federated Investors	9,000,000.00		02/09/2019						
Aberdeen Standard	5,040,000.00				27/09/2019								
Cash Plus Funds £15m operational limit of Fund agreed by JY 02/08/16	15,000,000.00	Royal London Cash Plus	-		15/01/2018			15,000,000.00					
NON-SPECIFIED INVESTMENTS (Discuss with BL before arranging non-specified investments)													
Property Funds Unrated Building Societies (100 days maturity limit) Local Authorities (2 years maturity limit)	20,525,000.00	CCLA	3,000,000.00		30/04/2013	30/04/2013		10,525,000.00					
		Lothbury	3,500,000.00		06/08/2014	06/08/2014							
		Lothbury	3,500,000.00		04/09/2014	04/09/2014							
Total Investments as at		30 September 2019	112,540,000.00										

FORWARD DEALS: (To be moved from this section to Investments List above once start date arrives)										
Counterparty Group	Group Operational Lending Limit	Counterparty Name	Investment Amount	Interest Rate	Trade Date	Start Date	Maturity Date	Remaining Limit	Broker	
	£18,977,000	1302 Rugby Borough Council	5,000,000.00	1.00%	24/06/2019	20/01/2020	18/01/2021	13,977,000.00	Tradition	

	£18,977,000	1305 Blackpool Borough Council	5,000,000.00	0.85%	17/06/2019	15/11/2019	17/08/2020	13,977,000.00	Tradition
	£18,977,000	1306 Lancashire County Council	10,000,000.00	0.85%	11/09/2019	15/11/2019	13/11/2020	3,977,000.00	Tradition



This page is intentionally left blank

# Appendix 2

Treasury Management

Risk Register

Appendix 3

Risk ID	Risk						Gross Risk		Current Risk		Residual Risk		Risk Mitigation
	Risk Title	Opportunity/Threat	Risk Description	Risk Cause	Consequence	Date raised	I	P	I	P	I	P	
1	Loss of capital investment due to a counterparty collapsing	T	The Council loses its principal investment or an investment becomes impaired.	Counterparty collapses or hits a financial crisis rendering it unable to repay investments.	The Council may lose money or repayment of funds could be significantly delayed which could have an adverse impact on operational funding levels	5-Aug-16	5	3	5	3	5	3	Reducing risk by limiting the use of high risk counterparties. Imposing a maximum investment value on approved counterparties in order to spread and reduce risk. Controls and procedures are in place to ensure investment and durations limits with approved counterparties are not exceeded. Counterparties are also monitored and reviewed on a weekly basis at least, or more regularly if considered necessary to do so.
2	Property fund investments lose value	T	The value of the Council's units held in property fund investments decreases.	Uncertainty in the commercial property market following Brexit and slowdown in general economic activity.	Capital depreciation will decrease the overall value of the investment.	5-Aug-16	4	3	3	3	3	3	2 The Council receives monthly valuations from the property fund managers detailing the indicative redemption value of the individual units. These are reported to the Head of Finance on a monthly basis. The Council has the option to sell its units if there is a concern that the fund value is likely to decrease for a prolonged period.
3	Decline in interest rates	T	Interest rates continue to fall with very little prospect of upward movement in the next 12 months.	Economic growth forecasts remain subdued leading to low interest rates. Consequently lower risk counterparties tend to offer low investment rates.	The Council may not achieve its target level of interest.	5-Aug-16	2	3	2	3	2	3	3 In the current economic climate where rates tend to be static, arranging investments over a longer period of time where possible will allow the Council to capitalise on a higher rate of return without there being an opportunity cost. The Council continually monitors base rate and rates being achieved against budget to ensure it has secured the best value possible in a difficult economic climate.
4	Fraudulent activity	T	Potential fraud by staff	Fraudulent activity	Loss of money for the Council Disciplinary action for the staff involved	5-Aug-16	3	3	2	1	2	1	1 Segregation of staff duties, reviewing and monitoring of internal controls to ensure the correct protocol is being followed. Ensuring all insurance policies and the fidelity guarantee are fully up to date.
5	Money laundering	T	Money laundering by external parties	External parties pay a transaction by cash and subsequently request a refund	Fine and/or imprisonment	5-Aug-16	4	2	4	1	4	1	1 Ensuring the money laundering policy is reviewed and up to date. Checking refunds back to source. Raising awareness of this issue amongst staff and reviewing the financial regulations.
6	Network failure/Barclays.net being inaccessible	T	The Council is unable to carry out its daily treasury functions due to a network failure	Barclays.net is unavailable or the Council's network has failed	Daily Treasury functions will not be carried out	5-Aug-16	2	3	1	2	1	2	2 Invoke the business continuity plan to minimise the effects of a network issue.
7	Revenue Budgets	T	Revenue budgets are unable to meet borrowing costs of capital schemes	Revenue budgets come under pressure from restricted government funding or non delivery of programmed savings	The Council may not be able to execute some desired projects.	5-Aug-16	3	3	2	2	2	2	2 Revenue budgets monitored on monthly basis and future year forecasts undertaken. Reserve some capital receipts to cover borrowing costs in the short term. Monthly financial reports and forecasts.
8	Lack of suitable counterparties	T	The Council does not have enough "space" with approved counterparties to place investments/deposit surplus cash balances.	Rising cash balances and a restricted counterparty list	Use of counterparties not paying best value rates.	5-Aug-16	3	4	3	3	3	3	3 The Council continually monitors its approved counterparty listing in conjunction with cash balances. Any potential new investment opportunities are discussed at Treasury Management performance meetings. The Council utilises money market and enhanced cash funds to deposit surplus cash balances in the event of no space with other counterparties and also to ensure there is always cash instantly available in order to meet payment obligations when they fall due. However, there are also limits on the amounts deposited to such funds. The Council has a facility to deposit cash with the Debt Management Office should all other investment options be exhausted.

This page is intentionally left blank

**To:** Cabinet  
**Date:** 19 December 2019  
**Report of:** Executive Director - Development  
**Title of Report:** Commercial property portfolio investment strategy

Summary and recommendations	
<b>Purpose of report:</b>	To agree the council's commercial investment portfolio strategy.
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Ed Turner
<b>Corporate Priority:</b>	<p><b>A vibrant and sustainable economy</b></p> <p>Income derived from the commercial property portfolio is deployed to support the delivery of council services and where possible to support the economic growth of the city of Oxford.</p> <p><b>An efficient and effective Council</b></p> <p>The proposed strategy will support the effective and efficient management of the property investment portfolio. It further seeks to reduce/mitigate risk, adopt a prudent approach to raising capital and to raise income above that currently received.</p>
<b>Policy Framework:</b>	Asset Management Plan 2016-2020
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Agree</b> the overarching property investment strategy contained in the confidential appendices; and</li> <li>2. <b>Note</b> that the Leader will delegate the authority for the decision in relation to individual property transactions to the Cabinet Member for Finance and Asset Management.</li> </ol>	

Appendix 1	EXEMPT SCHEDULE CONFIDENTIAL AND NOT FOR PUBLICATION Proposed Commercial Property Investment Strategy
Appendix 2	EXEMPT SCHEDULE CONFIDENTIAL AND NOT FOR PUBLICATION Jones Lang LaSalle analysis of the Oxford City Council Investment Portfolio dated October 2019.
Appendix 3	EXEMPT SCHEDULE CONFIDENTIAL AND NOT FOR PUBLICATION Risk Register

## Introduction and background

1. Oxford City Council's commercial property portfolio provides an essential revenue stream that supports the council's core activities. The portfolio's successful performance is critical to supporting the Council's Medium Term Financial Plan and key to delivering social and economic benefits across the city.
2. The majority of the portfolio is a legacy from historic ownerships spread across the city and comprises assets in the retail, office, hotel and industrial sectors. It also includes agricultural land, moorings, operational buildings, community centres, the covered market and depots. The opportunity has presented itself to undertake a review of these ownerships and seek a strategy that can future proof this income stream.
3. The portfolio now produces around £12m of revenue per annum, up from £8m over the past decade. This increased contribution has in part been due to Oxford's prevailing economic strength and its resilience to macro-economic influencers. However its future success is not guaranteed and new trends and economic instability threaten its continued success.
4. Significant structural changes must be employed within the portfolio to mitigate these risks. This includes diversification away from the over exposure to the retail market, adopting a robust future investment strategy and developing key performance monitoring to support efficient asset management.
5. Supporting these measures will ensure the portfolio can continue to deliver a strong revenue stream to support the council's wider aspirations. A fundamental review has therefore been undertaken to support the council as it navigates its path through increasingly difficult national economic and social challenges.
6. Jones Lang LaSalle Incorporated, (JLL), a leading global professional services and investment management firm specialising in real estate, were instructed to carry out a review of Oxford City Council's (the council) commercial property investment portfolio. JLL has undertaken detailed analysis of the individual assets and the make-up of the portfolio against the objectives below:
  - To provide a long term, secure and independent source of income (primary objective).
  - To provide the council with the potential to exert strategic influence in respect of major policy objectives and place making.
7. JLL has subsequently made a number of recommendations to support a short to medium term strategy.



8. The review has highlighted several risks and opportunities for the council. The full report is attached at confidential Appendix 3.

### **Key findings**

9. The overall investment portfolio provides a solid platform from which a large proportion (40%) of the income is secured against long term leases or ground rents.
10. The portfolio is heavily exposed to one sector with 81% of the capital invested in retail properties. This imbalance provides a high degree of risk and exposure to increased rental voids and negative revenue growth over the short to medium term.
11. The portfolio structure is highly granular with 246 properties generating a rent of £11.3m p.a. (April 2016). Two of these properties account for 31.88% of the income.
12. Just 18.07% of the income is derived from 182 tenants (70%) making the portfolio highly management intensive.
13. To reduce risk and generate long term rental growth it will be necessary to reduce the exposure to retail and diversify the capital distribution into other property sectors. Dependent on market opportunities this strategy can be designed to invest in employment uses such industrial and offices in Oxfordshire and the surrounding counties.
14. The portfolio has historically had the benefit of being relatively shielded from the national economic fluctuations and trends within the retail sector. However, it is clear that the retail sector is undergoing a period of significant change, including a move to more on-line retailing, which is making retail real estate less secure.
15. The council has the option of selling parts of its retail portfolio to balance this risk. However, it also has the opportunity to expand its portfolio into other sectors, which should bring in additional income, while also diversifying the portfolio away from a concentration on retail uses and therefore mitigating its risks.
16. JLL has made a number of suggestions and recommendations to address these key findings. As these recommendation focus on a range of commercially sensitive investment decisions, they are set out in the confidential Appendix 1 to this report. This includes the detail of the proposed future investment strategy to mitigate identified risks that should help to ensure the continued future success of the portfolio.

### **Financial implications**

17. These are set out in the confidential Appendix 1 to this report.

### **Legal issues**

18. These are set out in the confidential Appendix 1 to this report.

### **Level of risk**

19. Further discussion on risk management and mitigation is set out in the confidential Appendix 1 to this report. A confidential risk register is attached as Appendix 3 to this document.

### **Equalities impact**

20. This is an investment property strategy and equalities impact is not relevant.

<b>Report author</b>	Nick Twigg
Job title	Major Projects and Development Manager
Service area or department	Regeneration and Major Projects
Telephone	01865 252294
e-mail	<a href="mailto:ntwigg@oxford.gov.uk">ntwigg@oxford.gov.uk</a>

<b>Background Papers:</b> None
--------------------------------

**To:** Cabinet  
**Date:** 19 December 2019  
**Report of:** Executive Director Customer and Communities  
**Title of Report:** Bullingdon Community Centre

Summary and recommendations	
<b>Purpose of report:</b>	The Council intends to replace the existing building that has reached the end of its life with a modern fit for purpose community centre. As such this report seeks project approval and a recommendation to Council to increase the total project budget and delegation to award the construction contract to Oxford Direct Services
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Tidball (Supporting local communities)
<b>Corporate Priority:</b>	Strong and Active Communities and Efficient and Effective Council
<b>Policy Framework:</b>	Community Centre Strategy 2016-2020
<b>Recommendations:</b> That Cabinet resolves to:	
<p>1. <b>Grant Project Approval</b> to replace the existing end of life community building at Bullingdon with a modern fit for purpose facility that meets the needs of the community;</p> <p>2. <b>Delegate</b> to the Executive Director Customer and Communities in consultation with the S151 officer and Head of Law and Governance the award of the contract to Oxford Direct Services Ltd subject to the full tender submission being within the agreed budget; and</p> <p>3. <b>Recommend to Council</b> to increase the total project budget by £200,000 to £1,403,000. This is included as part of the consultation budget.</p>	

Appendices	
Appendix 1	Equalities Impact Assessment
Appendix 2	Risk Register
Appendix 3	Community groups using Bullingdon Community Centre
Appendix 4	Contract costs (confidential)

## Introduction and background

1. Bullingdon Community Centre was originally built in the 1950's, a second hall was added in the 1960's and some additional toilets and changing rooms in the 1980's.
2. The centre has reached the end of its life and the main hall is currently being propped up by temporary pillars due to subsidence and failure of the concrete frames.
3. The centre is managed by Bullingdon Community Association (BCA). The BCA has been a registered charity since 1966 and operates under a constitution. The centre predominantly serves the wards of Churchill and Lye Valley, although some users of the centre do also come from further afield.
4. The centre has over 60 hours per week of bookings, and around 400 visits per week. There are a variety of different groups that use the centre and activities that are being delivered. These include Orinoco scrap and recycling store, Age UK, swap shop, activate learning art classes, Willya trust language classes, Bullingdon toddlers group and Bullingdon youth football club. A more detailed list is found in appendix 3
5. The project consists of the demolition of the existing building with the proposed replacement of a new modern fit for purpose facility of around the same size (circa 400m2).
6. A full needs assessment has been undertaken. This highlights the lack of community facilities within the proximity with the Bullingdon Community Centre the only community centre within the wards and a shortage of meeting places and social space in the two wards.
7. The needs assessment also highlights the above average growth of the population in the area and in particular of BAME (black and minority ethnic) groups.

## Feasibility work

8. Officers have worked with Jessop and Cook architects and RIDGE consultancy to undertake a detailed and robust feasibility exercise for Bullingdon Community Centre. The feasibility work has included all of the necessary surveys, title and legal reports, design development, community engagement and pre-tender cost estimates.
9. The feasibility work identified some cost risks to the project. These have been identified as the proximity of the existing facility to an old quarry, its proximity to the Lye Valley SSSI nature reserve and Regulation 25B of the Buildings Regulations which was implemented in January 2019 on 'nearly carbon zero public buildings'

10. To mitigate the quarry risk, a ground investigation survey was undertaken to look at the impact of the quarry. To obtain complete certainty and assurance there will need to be an additional ground survey undertaken after demolition within the footprint of the existing building. However, Ground Investigations Services Ltd who conducted the survey are relatively confident on the actual quarry size at this point given the detailed survey already conducted in March 2019. A design to mitigate the impact of the Quarry through piling has also been drawn up.
11. Given the proximity to the Lye Valley nature reserve a drainage scheme has been designed that improves the existing drainage scheme and provides a soakaway further away from the Lye Valley.
12. To meet the current building regulations and the Council's priority on climate change the building has been designed to be very energy efficient to meet the nearly carbon zero criteria and is well insulated. It will include renewable energy measures such as solar panels, LED lights and energy efficient plant.
13. To effectively address the cost issues of regulation 25B, the quarry and improved drainage solution it is recommended to Council to increase the project budget by £200,000.

### **Design development and community engagement**

14. A thorough engagement exercise has been undertaken with the Bullingdon Community Association (BCA) who have been integral to the development of the designs for the new centre.
15. Officers have worked closely with the BCA and with their architect who is from Oxford Brookes University which has resulted in a positive engagement process over several months. The engagement culminated in a full public engagement event that was held on 4 July 2019 attended by over 60 people, including users and non-users of the centre. There was generally very positive feedback from the community.
16. The plans have been informed by advice received from planning officers during the pre-planning process and building control feedback has also been incorporated to try to de-risk potential costly adaptations during the detailed design phase.
17. The BCA endorsed the plans on the 6 August 2019 and the designs were then finalised
18. With the plans being finalised on 6 August 2019 this has enabled the completion of the feasibility study undertaken by Jessop and Cook and has also allowed the quantity surveyor to work up in full the pre tender cost estimates for the project.

### **Award of Contract**

19. Oxford Direct Services Ltd (ODSL) has confirmed its interest in this project and has submitted a pre-tender estimate for the construction works as shown at Confidential Appendix 4.
20. Through Jessop and Cook the Council engaged a quantity surveyor to price the works and this showed a pre-tender estimate of as shown at Confidential Appendix 4 which is very similar to that supplied by ODSL. This was sense checked by RIDGE cost consultancy who similarly supported that this estimate

was in the expected price range but highlighted the need to obtain the certainty of fixed costs.

21. In view of the interest from ODSL, its involvement in the project to date and the pre-tender estimate provided, approval is sought to delegate to the Executive Director Customer and Communities in consultation with the S151 officer and Head of Law and Governance the ability to award the contract to ODSL as the Council's contractor. It is expected that ODSL will confirm a final fixed contract price in January 2020 once they have completed the tender process for subcontractors.
22. The feasibility and cost work highlighted in paragraph 13 has meant that the current approved capital budget of £1,203,000 is not sufficient to deliver the scheme as designed. To ensure that the Council has incorporated the required professional fees and a client contingency of 10%, a total project budget of £1,403,000 would be required. This is a deficit of £200,000 on the approved budget.

### **Other options for delivery**

23. Other options for delivery were explored to deliver this community building replacement within the £1,203,000 budget and these included
  - Building to a smaller footprint
  - Removing the second hall and
  - Exploring the potential of bringing in external funding. An additional option is to 'do nothing' however given the current state of the building it is likely that the building will fail within the next 10 years.
24. The BCA and wider community were clear that any option that reduced the building size would compromise their business plan and the ability to deliver activities and programmes for the community effectively.
25. Officers have been exploring external funding options and there are some funding opportunities around low carbon and energy efficiency where there is a possibility of success. However this is unlikely to be in the region required to plug the funding gap and there is a risk that the timescales for external funding applications and subsequent decisions would delay the project with no guarantee of success.

### **Current progress**

26. A planning application has been submitted and is likely to be considered by the planning committee in February 2020.
27. To ensure that the Council has a fixed contract price ODSL has (at its own risk and subject to project approval by Cabinet) advertised for sub-contractors on the South East Business Portal. This will close in December 2019 and tenders have been marked to indicate that they are subject to the necessary Cabinet, Council and planning approvals. A thorough evaluation of tenders will be undertaken involving both ODSL and Council officers.
28. To mitigate the risk of costs increasing and to deliver this project in a cost effective way ODSL has asked tenderers to tender against the full design, but to also advise of any potential value engineering or innovative solutions to bring the project within the current budget or to further reduce costs.

29. Once ODSL has all of its subcontractors' prices then it will provide a fixed contract price to Council officers who will review this together with an external quantity surveyor to ensure that the Council satisfies its duty to secure best value

### **Benefits**

30. There are a significant number of benefits to the community and to the Council of progressing with the recommended option of a full replacement community facility in line with the plans agreed with the BCA and these include;
- Replaces an end of life facility with a modern facility with flexible space for the future.
  - Contributes towards the Council's climate change agenda with virtually a carbon zero building that includes solar panels, high levels of insulation and excellent energy efficiency.
  - Meets the needs of current and future users.
  - Reduces running and maintenance costs
  - The building will enable more inclusive use in line with the relevant legislation in this area, increasing accessibility.
  - Enables the BCA to generate the required levels of income to remain sustainable in the future through more bookings in the improved more flexible and accessible spaces.

### **Health and Safety**

31. ODSL is a suitably qualified and experienced contractor and has undertaken projects such as the construction of Quarry Sports Pavilion previously.

### **Financial Implications**

32. Cabinet is requested to recommend to Council the additional £200,000 that will enable a total project budget of £1,403,000. Noting that officers will also continue to explore external funding, value engineering and any opportunities around construction innovation.
33. The BCA manage and operate the centre and will continue to be responsible for the operational costs. The project will remove the Council's maintenance backlog and liabilities for the building. The BCA will be offered a 25 year lease in line with the terms approved by Cabinet on 20 June 2017.

### **Legal issues**

34. Under section 111 Local Government Act 1972, the Council has the power to enter contracts to discharge local authority functions.
35. The Council has a duty to consider best value under section 3 of the Local Government Act 1999. securing continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness
36. The Council has power to provide such recreational facilities as it thinks fit including to provide buildings pursuant to section 19 local Government

(Miscellaneous Provisions) Act 1976 Under section 19.12(c) of the Council's Constitution, where the Council wishes to let a contract to a company which it owns under S12(1) Public Contract Regulations 2015 (in this case ODSL) there is no legal requirement for Council to seek alternative quotes or tenders.

37. The quantity surveyor has been appointed to demonstrate value for money and ensure unlawful state aid is avoided.

### **Equalities impact**

38. An equalities impact assessment has been completed. In summary the modern replacement facility will provide much improved accessibility and also provide spaces that can be used flexibly for a variety of different activities that are suitable for the local community and wider.

### **Risk**

39. The costs will only be fixed when the Council has had the full tender return from ODSL. Although the Council has had expert analysis of the pre-tender estimates, there is still a risk that due to market forces the tenders received exceed the budget.
40. To try and mitigate against this ODSL has also asked tenderers to advise of any potential value engineering or innovative solutions to bring the build costs within the existing budget or to further reduce costs.

<b>Report author</b>	Hagan Lewisman
Job title	Active Communities Manager
Service area or department	Community Services
Telephone	01865 252706
e-mail	<a href="mailto:hlewisman@oxford.gov.uk">hlewisman@oxford.gov.uk</a>

<b>Background Papers:</b> None
--------------------------------



## Initial Equalities Impact Assessment screening form

*Prior to making the decision, the Council's decision makers considered the following: guide to decision making under the Equality Act 2010:*

*The Council is a public authority. All public authorities when exercising public functions are caught by the Equality Act 2010 which became law in December 2011. In making any decisions and proposals, the Council - specifically members and officers - are required to have **due regard** to the 9 protected characteristics defined under the Act. These protected characteristics are: **age, disability, race, gender reassignment, pregnancy and maternity, religion or belief, sex, sexual orientation and marriage & civil partnership***

*The decision maker(s) must specifically consider those protected by the above characteristics:*

- (a) To seek to ensure equality of treatment towards service users and employees;*
- (b) To identify the potential impact of the proposal or decision upon them.*

*The Council will also ask that officers specifically consider whether:*

- (A) The policy, strategy or spending decisions could have an impact on safeguarding and / or the welfare of children and vulnerable adults*
- (B) The proposed policy / service is likely to have any significant impact on mental wellbeing / community resilience (staff or residents)*

*If the Council fails to give 'due regard', the Council is likely to face a Court challenge. This will either be through a judicial review of its decision making, the decision may be quashed and/or returned for it to have to be made again, which can be costly and time-consuming diversion for the Council. When considering 'due regard', decision makers must consider the following principles:*

- 1. **The decision maker is responsible for identifying whether there is an issue and discharging it.** The threshold for one of the duties to be triggered is low and will be triggered where there is any issue which needs at least to be addressed.*
- 2. **The duties arise before the decision or proposal is made, and not after and are ongoing.** They require **advance** consideration by the policy decision maker with conscientiousness, rigour and an open mind. The duty is similar to an open consultation process.*
- 3. The decision maker must be **aware of the needs of the duty.***
- 4. The **impact of the proposal or decision must be properly understood first.** The amount of regard due will depend on the individual circumstances of each case. The greater the potential impact, the greater the regard.*
- 5. **Get your facts straight first!** There will be no due regard at all if the decision maker or those advising it make a fundamental error of fact (e.g. because of failing to properly inform yourself about the impact of a particular decision).*
- 6. What does 'due regard' entail?*
  - a. **Collection and consideration of data and information;***
  - b. **Ensuring data is sufficient to assess the decision/any potential discrimination/ensure equality of opportunity;***
  - c. **Proper appreciation of the extent, nature and duration of the proposal or decision.***

# Appendix 1

7. **Responsibility** for discharging can't be delegated or sub-contracted (although an equality impact assessment ("EIA") can be undertaken by officers, decision makers must be sufficiently aware of the outcome).
  8. **Document the process** of having due regard! Keep records and make it transparent! If in any doubt carry out an equality impact assessment ("EIA"), to test whether a policy will impact differentially or not. Evidentially an EIA will be the best way of defending a legal challenge. See hyperlink for the questions you should consider <http://occweb/files/seealsodocs/93561/Equalities%20-%20Initial%20Equality%20Impact%20Assessment%20screening%20template.doc>
1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

Community centres represent collectively a substantial investment in community managed facilities and the Council's central strategic objective is to support them to be well-used and inclusive places. This helps to bring people together, to provide a focus for local communities and to contribute to the wider objectives of improving skills, reducing inequalities and creating strong and active communities.

The new Centre will be managed by the Bullingdon Community Association (BCA) under the guidance of officers from the City Councils communities' team. In the broadest terms the goals & objectives of the BCA is *to improve the quality of life of local residents* as an organisation they are particularly keen to provide access to social, leisure and education facilities for those local people who because of background, age, disability, poverty or other circumstances may otherwise be alienated or excluded.

2. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

The BCA have been heavily involved in the design process together with City Council Officers and architects. The BCA have engaged meticulously with both local residents and current / potential customers. Various changes and improvements have been made to the design following this engagement – all of which are aimed at improving the usability flexibility and accessibility of the facility *i.e. ways of maintaining privacy of activity spaces to encourage use by some minority groups.*

3. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

# Appendix 1

Please note that you are required to involve disabled people in decisions that impact on them

As part of the design and planning process Officers held regular (monthly / bimonthly) meetings with trustees from the BCA. These meeting were in addition to the regular communication taking place with the appointed architects.

The BCA have held monthly trustee / community liaison meetings during the duration of the design process.

The architects have consulted widely with different community groups

Three public meetings have taken place involving all stakeholders

Many changes and improvements have been made to the design of the building as a result of the consultation e.g. – some doorways have been widened beyond that required for DDA compliance to allow better access for servery disabled customers.

4. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

All affordable / feasible adjustments have been included in the final design.

5. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

Officers to work closely with BCA to help develop a business plan that focuses of accessibility, affordability and flexibility.

# Appendix 1

Officers to attend monthly meetings with BCA to review activity programme and resolve any issues

Issue new lease to BCA which ensure the facility remains accessible to all sectors of the community.

Annual review meeting

**A thorough needs assessment has also been undertaken.**

Lead officer responsible for signing off the EqIA: Ian Brooke

Role: Head of Service

Date: 10 December 2019

Note, please consider & include the following areas:

- Summary of the impacts of any individual policies
- Specific impact tests (e.g. statutory equality duties, social, regeneration and sustainability)
- Consultation
- Post implementation review plan (consider the basis for the review, objectives and how these will be measured, impacts and outcomes including the “unknown”)
- Potential data sources (attach hyperlinks including Government impact assessments or Oxfordshire data observatory information where relevant)

# Appendix 2

## Appendix 2: Risk Register: Bullinadon Community Centre

					Date Raised	Owner	Gross		Current		Residual		Comments	Controls				
Title	Risk description	Opp/ threat	Cause	Consequence			I	P	I	P	I	P		Control description	Due date	Status	Progress %	Action Owner
001	Insufficient budget	T	Sub contractor tenders exceed budget	Need to value engineer scheme, have subcontractors innovate or reduce scheme, find additional external funding.	01.11.19	IB	4	4	3	3	3	3		Fit for purpose tender documentations. Warm up market. Pre-tender estimates.	Dec 19		90	HL
002	Increased costs due to quarry	T	Final bore hole after demolition finds that the quarry is larger than initial surveys have indicated	More cost is incurred to stabilise the building.	01.11.19	IB	3	3	3	2	3	2		Thorough ground investigation surveys. Produce costed design.	Nov 19		100	HL
003	Increased costs / delay	T	Changes to brief by stakeholders	Program is delayed, potential value engineering, or need for additional funding.	01.11.19	IB	3	3	2	2	2	2		Engagement event. Regular communication. Design freeze.	Nov 19		100	HL
004	Stakeholder dissatisfaction	T	Stakeholders are unhappy due to design such as drainage or program	Poor relationships and PR, possible delay.	01.11.19	IB	3	3	3	2	3	2		Regular communication and engagement. Final review of design including drainage design.	Nov 19		100	HL

005	Planning approvals	T	Designs are not given planning approval	Scheme can not progress, or has to be redesigned.	01.11.19	IB									Ensure pre application process is completed. Community engagement is completed.	Nov 19		100	HL
							2	3	2	2	2	2							
006	Increased costs / delay from contractor disputes	T	No clear contractual arrangements	Poor relationships, increased costs/delay	01.11.19	IB									Agree form of contract JCT Design and Build. Ensure pre-start meetings and comms plan.	March 2020		50	HL
							3	3	3	3	2	2							
007	Asbestos	T	More asbestos is found in the old building than anticipated.	Additional cost / delay	01.11.19	IB									Ensure demolition survey is completed.	March 2020		50	HL
							3	3	3	3	3	2							

# Appendix 3

## Appendix 3: Bullington Community Centre – Groups and Activities

*(Typical numbers and hours of booking)*

- Orinoco Scrap Store (70) – three lets a week (15 hours)
- Wilya Trust - Language Classes (10) – three lets a week (8.5 hours)
- Fix It Cafe (12) – one let a week (2hours)
- AGE UK Gadget Drop In (7) – one let a week (2 hours)
- Music Rehearsal (1) – three lets a week (6 hours)
- 7o'clock Club – MENCAP (40) – one let a week (3 hours)
- Hogley BogStars – Over 60s (12) – once a month (3 hours)
- Bullington Parent/Toddler Group (12) – once a week (3 hours)
- Date Palm Tree – Mothers/Toddler Group (20) – once a week (2 hours)
- Bullington Youth – Junior Football (35) – three lets a week (6 hours)
- Creative Writing (7) – one let a week (2 hours)
- Teeny Tigers (8)– fitness group – one let a week (1 hour)
- Activate Learning (10) – Art Classes – one let a week (2 hours)
- SWAP SHOP (80) – once a month – (2 hours)
- Bullington Management Committee





**To:** Cabinet

**Date:** 19 December 2019

**Report of:** Head of Regulatory Service and Community Safety

**Title of Report:** Delegation of powers by Oxfordshire County Council to Oxford City Council to enforce energy efficiency legislation

Summary and recommendations	
<b>Purpose of report:</b>	<p>To seek formal approval to enforce legislation applicable to:</p> <ul style="list-style-type: none"> <li>a) Domestic Private Rented Energy Performance Certificates (EPCs); and</li> <li>b) Commercial Minimum Energy Efficiency Standards (MEES);</li> </ul> <p>following the delegation of powers under the Energy Performance of Buildings (England and Wales) Regulations 2012 and under the Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015 from Oxfordshire County Council</p>
<b>Key decision:</b>	Yes
<b>Cabinet Member:</b>	Councillor Linda Smith, Cabinet Member for Leisure and Housing
<b>Corporate Priority:</b>	<p>Meeting Housing Needs</p> <p>A Clean and Green Oxford</p>
<b>Policy Framework:</b>	
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Accept</b> the delegation of powers from Oxfordshire County Council to enable Oxford City Council to carry out enforcement of Energy Performance Certificates (EPCs) in the domestic private rented sector under The Energy Performance of Buildings (England and Wales) Regulations 2012;</li> <li>2. <b>Accept</b> the delegation of powers from Oxfordshire County Council to Oxford City Council for the enforcement of the Minimum Energy Efficiency Standards (MEES) in commercial property The Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015;</li> <li>3. <b>Authorise</b> the Head of Regulatory Services and Community Safety, acting in consultation with the Head of Law &amp; Governance and the Head of Financial Services, to enter into all necessary and appropriate contracts to implement the delivery of the enforcement work on behalf of</li> </ol>	

- the Oxfordshire County Council; and
4. **Delegate** authority to the Head of Regulatory Services and Community Safety to perform the enforcement duties of the Oxfordshire County Council as set out in the agency agreement and to take any steps necessary to perform those duties.

Appendices	
Appendix 1	Risk Register
Appendix 2	Initial Equalities Impact screening

## Introduction and background

1. Oxford City Council “the Council” (and five other local authorities) received £150K funding from the Department of Business, Energy and Industrial Services (BEIS) to run a project in 2019/20 in partnership with Oxfordshire County Council. The project is focussing upon the operation and functionality of Energy Performance Certificates (EPC) and Minimum Energy Efficiency Standards (MEES) legislation under the Energy Performance of Buildings (England and Wales) Regulations 2012 and the Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015, in enabling councils to improve energy efficiency standards in the private rented sector. To fulfil the objectives of the project the Councils are required to commence enforcement of the MEES in the private rented sector. The Council has been working in partnership with Oxfordshire County Council to consider how enforcement of the legislation can be shared to ensure that it occurs and improves the energy efficiency of the private rented sector in Oxford.
2. Oxfordshire County Council, at its Cabinet meeting on the 19 November 2019, agreed to delegate enforcement powers contained in the Energy Performance of Buildings (England and Wales) Regulations 2012 for domestic EPCs and in the Energy Efficiency ( Private Rented Property)(England and Wales) Regulations 2015, for commercial properties in Oxford to Oxford City Council. This delegation was made under section 101 of the Local Government Act 1972 and section 9EA Local Government Act 2000 together with Regulation 5 of the Local Authorities (Arrangements for the Discharge of Functions) Regulations 2012.
3. The Council has declared a Climate Emergency with a corresponding Citizens’ Assembly to consider relevant actions, both of which acknowledge the vital need to reduce carbon emissions in Oxford, nationally and worldwide. Improvements in energy efficiency are directly linked to a reduction in carbon emissions; therefore this vital energy efficiency related enforcement opportunity would be valuable to this Council priority.

## Current Enforcement Regime

4. Since 1 April 2018, the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 have required that when new leases and lease

renewals of domestic and commercial private rented properties are entered into, the property meets a minimum energy efficiency standard (MEES) of E in its Energy Performance Certificates (EPCs) unless there is a valid registered exemption or the property does not require an EPC.

5. Oxfordshire County Council's "local weights and measures authority", through the Trading Standards Team, is the authority responsible for the enforcement of the regulations in relation to EPCs. The responsibility for enforcement of the legislation in relation to the MEES is divided by property type between Oxford City Council which is responsible for enforcement within the domestic private rented sector and the "local weights and measures authority", being Oxfordshire County Council Trading Standards Team within the commercial private rented sector and within commercial assets owned by Oxford City Council
6. Reflecting the national picture other high service demands have meant that the legislation is not currently being prioritised and proactively enforced by Oxfordshire County Council
7. The Council enforces the Housing Act 2004 in the domestic private rented sector and undertakes different enforcement action in the commercial sector. It has a proven track record of improving homes and workplaces across Oxford through these interactions.

### **Future Enforcement Options**

8. It is clear that the enforcement regime for this work area is fragmented for a two tier authority, with two councils having different priorities, enforcing the same legislation. Therefore as part of the BEIS project a number of options have been considered to ensure appropriate enforcement is undertaken.
9. Enforcement of MEES in commercial privately rented property - The Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015 require commercial premises to have an EPC of E and above, similar to the requirement for the domestic sector. Concern around the impact of a cold environment on health within workplaces, as well as homes, is a very real issue. The Council is undertaking work to inform local businesses of their responsibilities to encourage compliance however if enforcement action had to be taken to improve properties this would have to be passed to Oxfordshire County Council to carry out. This could lead to confusion for businesses, difficulties in ensuring successful enforcement and a possible duplication of resources. At this stage in the project it is envisaged that a more streamlined and efficient approach would be for the Council to be able to enforce this part of the legislation if required. Formal enforcement action would be taken only where advice and education of the businesses had failed.
10. Energy Performance Certificate (EPC) enforcement - From discussions with officers in Oxfordshire County Council Trading Standards Team it is clear that enforcement work to ensure that EPCs are in place is not being undertaken in either the commercial or domestic sector within Oxford. , This work has not been treated as a priority and the level of penalties are relatively low (£200).

However it is also clear that without enforcement of The Energy Performance of Buildings (England and Wales) Regulations 2012 in relation to EPCs within the private rented sector; poor performing properties will not be improved to meet minimum energy efficiency standards. EPCs are an integral part of the enforcement of MEES; a property which does not have an EPC falls outside the MEES enforcement regime. Currently landlords who do not obtain an EPC can avoid enforcement action to improve their properties as the offence is to let a property with an EPC of F or G. As the two pieces of legislation are so closely linked it would be more efficient for the Council to be able to enforce the regulations in relation to EPCs in both the domestic and commercial private rented sector. It is for this reason that Oxfordshire County Council has made its delegation to Oxford City Council.

11. Any future enforcement of these regulations by the Council will be carried out in accordance with the Council's enforcement policy.
12. The current enforcement arrangements of the Energy Performance of Buildings (England and Wales) Regulations 2012 and The Energy Efficiency (Private Rented Property)(England and Wales) Regulations 2015 in relation to domestic and commercial stock owned by the Council falls outside this delegation and Oxfordshire County Council will continue to act as the enforcing authority.

### **Crime and disorder**

13. Properties that do not have an EPC may be some of the harder to reach private rented homes and are also more likely to fall foul of other legislative requirements. Officers from the Council and Oxfordshire County Council have considered some of the potential powers that could be used and other stakeholders that would need to be engaged around safeguarding and other concerns .

### **Environmental implications**

14. In light of the recent Climate Emergency Declaration, ensuring the Council is able to undertake appropriate enforcement in relation to minimum energy efficiency standards in both the domestic and commercial sector is a clear way to support this declaration and play a positive role in the reduction of damaging carbon emission in the environment. This is vital for the Council's priority 'Clean and Green Oxford'.

### **Financial implications**

15. The Council has experience of enforcing legislation in both the domestic and commercial private rented sector and currently the BEIS funded project allows for this additional enforcement work to be undertaken as part of the project. When the funding ceases at the end of March 2020, and depending on compliance rates this work could be undertaken within the existing resources to strengthen the enforcement work already undertaken by the Council.

16. In both the EPC and MEES regulations there is the ability to serve financial penalties of up to £5000 for domestic properties and £10,000 or 20% of the rateable value of the property (whichever is greater), up to a maximum of £150,000, for commercial properties. As this legislation is relatively new it is unclear at this stage what the compliance rates will be and therefore the number of financial penalties served. The Council will seek to retain the income from the financial penalties it secures in relation to the work it undertakes.

### **Legal issues**

Oxfordshire County Council has delegated the enforcement powers subject to an agreed agency agreement being in place. The agreement will detail the operational aspects of this work to ensure the enforcement work is undertaken in an efficient and cost effective manner; detailing processes, roles and timeframes. Section 101 of the Local Government Act 1972 and Section 9EA of the Local Government Act 2000 enable Oxfordshire County Council to delegate powers to Oxford City Council to discharge certain functions, and this will be the authority relied upon in the agreement between the two councils. The agreement will include review periods to enable amendments to be made if necessary.

### **Level of Risk**

1. The risk register is attached at Appendix 1 – there are no abnormal risks for the council associated with this enforcement work.

### **Equalities impact**

2. An initial Equalities Impact screening form is provided in Appendix 2 .

<b>Report author</b>	Gail Siddall
Job title	Team Manager
Service area or department	Regulatory Services and Community Safety
Telephone	01865 252474
e-mail	<a href="mailto:gsiddall@oxford.gov.uk">gsiddall@oxford.gov.uk</a>

<b>Background Papers:</b> None
--------------------------------

This page is intentionally left blank

# Appendix 1

www.oxford.gov.uk



## Appendix 1 Risk Register

					Date Raised	Owner	Gross		Current		Residual		Comments	Controls
Title	Risk description	Opp/ threat	Cause	Consequence			I	P	I	P	I	P		
Agency Agreement	Inability to agree the terms of an agency agreement	threat	Expectation that enforcement process is divided between authorities and that any income would not be retained by city council	Avoidance by landlords of MEES legislation as EPC regulations not enforced  Poor energy efficiency and substandard housing affecting Oxford residents' health	8/10/19	Head of Service	2	3	2	3	2	2		Negotiation will be undertaken to mediate the expectations of the enforcement procedure to ensure that the city council retains income from financial penalties





## Appendix 2

### Initial Equalities Impact Assessment screening form

1. Within the aims and objectives of the policy or strategy which group (s) of people has been identified as being potentially disadvantaged by your proposals? What are the equality impacts?

2. None – the delegation of powers would assist the Council in ensuring that cold homes in the private rented sector are improved – thereby improving health and wellbeing and reducing fuel poverty.

3. If large fees were put upon small businesses, this could affect their ability to operate

4. In brief, what changes are you planning to make to your current or proposed new or changed policy, strategy, procedure, project or service to minimise or eliminate the adverse equality impacts?

Please provide further details of the proposed actions, timetable for making the changes and the person(s) responsible for making the changes on the resultant action plan

The delegation of powers will add to the powers the council already use to address poor energy efficiency in homes and will assist in addressing such issues in the workplace.

No policy exists on this currently

5. Please provide details of whom you will consult on the proposed changes and if you do not plan to consult, please provide the rationale behind that decision.

Please note that you are required to involve disabled people in decisions that impact on them

Consultation is not required at this stage – vulnerable occupiers will be consulted if enforcement action is necessary.

Consultation is not necessary but this does tie in with the commitment the Council

## Appendix 2

6. Can the adverse impacts you identified during the initial screening be justified without making any adjustments to the existing or new policy, strategy, procedure, project or service?

Please set out the basis on which you justify making no adjustments

No adverse impacts identified at this stage for EPCs

In order to ensure that there is no negative impact on small businesses, the following will be followed as stated in this report:

*“Formal enforcement action would be taken only where advice and education of the businesses had failed”*

7. You are legally required to monitor and review the proposed changes after implementation to check they work as planned and to screen for unexpected equality impacts.

Please provide details of how you will monitor/evaluate or review your proposals and when the review will take place

Regular monitoring will take place via meetings between the city and county councils. Reviews will also take place where there are any complaints against the service in relation to this work.

Lead officer responsible for signing off the EqIA: Gail Siddall

Role: Team manager

Date: 9<sup>th</sup> October 2019

**To:** Cabinet  
**Date:** 19 December 2019  
**Report of:** Head of Financial Services  
**Title of Report:** Transformation Funding for Oxford Direct Services Limited

Summary and recommendations	
<b>Purpose of report:</b>	To present the funding and budget requirements of the Oxford Direct Services Transformation Project for approval and for recommendation to Council.
<b>Key decision:</b>	No
<b>Cabinet Member:</b>	Councillor Ed Turner, Deputy Leader and Cabinet Member for Finance and Asset Management
<b>Corporate Priority:</b>	Efficient and Effective Council.
<b>Policy Framework:</b>	Constitution.
<b>Recommendations:</b> That Cabinet resolves to:	
<ol style="list-style-type: none"> <li>1. <b>Approve</b> the business case for the transformation project within ODS and the capitalisation of £1.25 million revenue costs by the Council related to the Oxford Direct Services Limited Transformation project in accordance with the Statutory Guidance on the Flexible Use of Capital Receipts and in line with the approved capital budget;</li> <li>2. <b>Provide</b> a capital grant to Oxford Direct Services for the capitalised transformation revenue costs to be drawn down upon the Head of Financial Services being satisfied as to the evidence of expenditure provided and to include a repayment clause operated if the forecast returns are not achieved;</li> <li>3. <b>Enter into a legal agreement</b> with Oxford Direct Services Limited relating to the capital grant for the capitalised revenue costs of the Oxford Direct Services Limited Transformation project subject to the Head of Law and Governance in consultation with the Head of Financial Services drawing up and being satisfied as to the terms of such agreement; and</li> <li>4. <b>Include progress of the transformation project</b> and updates on the financial returns achieved and forecast to be included annually in the Council's Capital Strategy.</li> </ol>	

Appendices	
Appendix 1	Project costs
Appendix 2	Detailed cashflow

## Introduction and background

1. Oxford Direct Services Ltd (ODS) went operational on 1st April 2018 in the delivery of services back to the Council including building works, street cleaning, highways and refuse and recycling together with the provision of traded services for commercial waste collection, vehicle maintenance, highways and building works/construction in open competition. The expectation was that ODS would deliver dividend returns and efficiencies back to the Council of around £1.5 million in 2019-20 rising to around £3 million from 2023-24.
2. The delivery of returns to the Council is reliant on significant investment from the Council of around £18 million, supported by robust business cases in the following three areas:
  - a. **Depot rationalisation** – A business case is currently being developed which seeks to rationalise the depots currently occupied by Oxford Direct Services onto ideally one site. Feasibility work is being carried out including obtaining the view of planning officers on the preferred option and as this moves along the process to Full Business Case, further report(s) will be brought forward for project approval by Cabinet.
  - b. **Electric Vehicles** – The electrification of the vehicle fleet to drive efficiencies, reduce emissions and deliver savings in the following areas:
    - i. the business as usual replacement of vehicles with electric or ultra low emission vehicles where economically feasible within the current capital budget
    - ii. the Energy Superhub Oxford (ESO) trial vehicles and charging infrastructure
    - iii. the conversion of 70 “grey fleet” (i.e. vehicle owned and provided by employees) to fleet vehicles. With a grey fleet, there is no control over the emissions, utilisation, tracking to optimise service delivery; we need to ensure properly ensured, serviced, MOT’d etc so there are both significant environmental and service challenges in having a grey fleet
    - iv. the further electrification of ODS to achieve the Paris targets (Electrifying Oxford)
  - c. **Transformation** – The transformation of the operating model including materials supply chain, computer systems and work allocation in the day to operation of the business, which is the subject of this report.
3. The overall intention of the Transformation project is to transform the operations of Oxford Direct Services (ODS), increase their competitiveness and therefore increase the dividend paid back to the Council. The project consists of a number of

elements including the replacement of assets, restructuring the workforce and improving the ICT systems used by the Company. This report is concerned with the capitalised revenue costs of the transformation relating to technology, project management, consultancy and voluntary redundancy. There is already £1.25 million in the capital programme to cover the costs of this, however formal approvals around process are needed and the Council must formally agree the projected returns from the capitalised revenue aspects of the project.

### **Outline of the Business Case**

4. An extract from the outline Business Case shown at paragraph 10 shows that the capital grant will be fully recovered by the Council within year 6 with an additional £280k profit available for dividend (ignoring any corporation tax that may be payable on any trading portion).
5. Benefits will arise from ODS moving to the target operating model, which includes:
  - a. Target Operating Model - Moving to a just-in-time stock delivery model supported by an integrated job management, scheduling and supply chain solution using the following software (Aareon QL, Kirona DRS, Kirona Project Planner and First Touch) that leads to lower travel time and higher first-time fix rates (non-cashable due to other dependencies such as d below)
  - b. Ongoing reduction in materials costs for building services (cashable)
  - c. Reduction in inventory (cashable)
  - d. Being able to resell spare capacity arising from higher productivity (treated as non-cashable due to dependencies)
  - e. Savings in administration and management (cashable)
6. The full benefits delivery will be supported by extending the fleet to include planned operations staff. By doing this this new group of operatives will have access to van stocks and this will enable a much wider pool of all operatives to carry out responsive and planned works, which will increase the overall productivity. The costs of these additional 'grey fleet' and productivity benefits will be allocated to that business case.
7. The costs of the changes are listed in the appendix.
8. The cost of capital used is 3.5%.
9. A contingency of 50% has been applied to the first year, 25% to the second year and 10% to the final years. The contingency makes allowance for the time to fully transition and optimise the new service.
10. The Net Present Value (NPV) of a project is effectively a measure of the time value of money in terms of the money spent on the project measured against the inflows of income or savings. Where the NPV is positive then the project is worth doing and conversely where negative it is not. The NPV has been calculated over a period of seven years, a typical contract period for a materials supply chain partner.

The summary of the net present value is shown in Table 1 below:

	Note	Year 0 2019/20 £	Year 1 2020/21 £	Year 2 2021/22 £	Year 3 2022/23 £	Year 4 2023/24 £	Year 5 2024/25 £	Year 6 2025/26 £	Year 7 2026/27 £
<b>Cashable Savings</b>									
Reduction of Inventory	1	-	50,000	50,000	-	-	-	-	-
Reduction in Material Cost	2	-	220,000	220,000	220,000	220,000	220,000	220,000	220,000
Resale of Capacity / Reduction in Staff	3	-	92,523	92,523	92,523	92,523	92,523	92,523	92,523
Contingency	4	-	(181,262)	(90,631)	(31,252)	(31,252)	(31,252)	(31,252)	(31,252)
<b>Total Cashable Savings</b>		0	181,261	271,892	281,271	281,271	281,271	281,271	281,271
<b>Project costs</b>									
Technology & Consulting		(450,000)	-	-	-	-	-	-	-
Project Management		(150,000)	-	-	-	-	-	-	-
Programme Management		(150,000)	-	-	-	-	-	-	-
Total Transformation		(500,000)	-	-	-	-	-	-	-
<b>Total project costs</b>		(1,250,000)	0	0	0	0	0	0	0
<b>Net Cashflow</b>		(1,250,000)	181,261	271,892	281,271	281,271	281,271	281,271	281,271
<b>Present value</b>		(1,250,000)	175,131	253,814	253,690	245,111	236,823	228,814	221,076
<b>Cumulative Present Value</b>		(1,250,000)	(1,074,869)	(821,055)	(567,364)	(322,253)	(85,430)	143,384	364,460
<b>Net Present Value</b>		364,460							

## Notes

1. Reduction of inventory – historically ODS carry far too much stock so going forward there will be less spend
2. Savings on Building Services materials based on an estimated basket of goods
3. Reduction in management and administrative staff
4. Contingency for transition / optimisation period

The NPV is shown as £364k over the seven years and therefore makes a positive contribution to the Company. The savings will be passed back to the Council through increased dividends reflected in the Council's Medium Term Financial Plan. The increase in dividends to the Council will more than cover the cost of the grant given by the Council to the Company, thus satisfying the terms of the capitalisation

## Flexible Use of Capital Receipts

11. As a general rule it is not lawful to use capital resources to finance revenue expenditure; this is based on legislation applying to local authorities. DCLG issued the Statutory Guidance on the Flexible Use of Capital Receipts in March 2016. The Local Government Act 2003 ("the Act"), section 15(1) requires a local authority "... to have regard (a) to such guidance as the Secretary of State may issue, and (b) to such other guidance as the Secretary of State may by regulations specify ...". The guidance on use of capital receipts flexibility is issued under section 15(1) of the Act and authorities are therefore required to have regard to it. A Direction made under section 16(2)(b) of the Act was also published to give the actual statutory powers to apply this flexibility. The guidance has been updated to include the financial years 2016/17 to 2020/21.

12. Local authorities cannot borrow to finance the revenue costs of service reform. Local authorities can only use capital receipts from the disposal of property, plant and equipment assets received in the years in which this flexibility is offered. Local authorities may not use their existing stock of capital receipts to finance the revenue costs of reform. There will be sufficient capital receipts both from general sales and from the repayment of the vehicle leases in place between the Council and Oxford Direct Services Limited to finance the capitalisation of the Oxford Direct Services transformation costs.
13. The key criteria to use when deciding whether expenditure can be funded by the capital receipts flexibility is that it must be forecast to generate ongoing savings to an authority's net service expenditure. There should therefore be a costed business case that demonstrates payback to the Council that exceeds the cost of the transformation financed through capitalisation. A summary of the business case is shown in paragraphs 4 - 10. The returns to the Council from the transformation will be through increased dividend payments from ODS.
14. Details of any use of the Flexible Use of Capital Receipts permissions must be agreed by Council and progress on the project(s) and returns must be reported annually to Council. This will be achieved through reporting it within the Council's annual Capital Strategy, based partly on information provided by Oxford Direct Services Limited.
15. If returns above the amount of the capitalised revenue costs are not achieved then the expenditure must be transferred to revenue and the capital receipts funding reversed. It is therefore crucial that the transformation project is successful or else there will be adverse revenue implications in the future both on the Council from the impact on revenue of any costs that the Council is required to reverse to revenue together with any loss of dividend arising from decreased efficiencies and savings from the Transformation project

### **The Process for Capitalising Revenue Costs and Financing from Capital Receipts**

16. An outline of the process the Council must adopt in order to use this power is as follows:
  - The overall business case and related budgets must be approved by a Council meeting;
  - Subject to approval of the recommendations in this report:
  - The Council will finance the capitalised grant of £1.25 million relating to the Oxford Direct Services Limited Transformation Project through the capital programme, to be financed from capital receipts;
  - The Council will provide a capital grant to Oxford Direct Services Limited for the capitalised revenue costs of the Oxford Direct Services Limited Transformation Project to be drawn down on evidence of relevant expenditure;
  - The grant will be repayable to the Council (based on the grant conditions) if the anticipated returns to the Council arising from the transformation are not achieved;
  - The progress of the transformation project will be reported to Council on an annual basis within the Council's Capital Strategy.

### **Financial implications**

17. Within the Council's indicative Capital Programme an amount of £1.25 million has been included in connection with the ODS transformation costs. These costs largely relate to revenue expenditure and the Capital directive within this report allows such expenditure to be capitalised by the Council and funded from capital resources. In return for the Council giving a capital grant to ODS it will receive savings back from the company in the form of company dividends, the income from which has been included in the Council's Medium Term Financial Plan.
18. The figures shown in the outline of the business case (paragraphs 2 to 8) have been provided by Oxford Direct Services. It is the Company's responsibility to ensure that it achieves the savings proposed and passes these on to the Council.
19. The progress and delivery of the capitalised revenue cost element will be reported on an annual basis within the Council's Capital Strategy. The capital grant will be paid to Oxford Direct Services with grant conditions that ensure it is repayable if the increased efficiencies and the increased dividend to the Council are not achieved.

### **Legal issues**

20. The powers to take the course of action set out in the recommendations to this report are provided by the Local Government Act 2003 and the Direction and Guidance issued in relation to that report.

### **Level of risk**

21. The key risk arising from these proposals is that the transformation does not achieve sufficient saving or additional revenue to increase the payments to Council sufficient to cover the original costs. If this happens, the consequence is that the Council will have to finance the costs of the capital grant to the Company from revenue. Risks to delivery of individual projects are identified and monitored as part of the capital scheme approval and monitoring process.

### **Equalities impact**

22. The procurement of capital works will be undertaken in line with the Council's policies to support the payment of a living wage and making apprenticeship and training opportunities available to local people. Many of the facilities funded out of the Capital Programme – such as community centres and social housing – will facilitate the narrowing of inequality in Oxford. There is no requirement to provide an Equalities Impact Assessment for this report.

<b>Report author</b>	Bill Lewis
Job title	Financial Accounting Manager
Service area or department	Financial Services
Telephone	01865 252607
e-mail	<a href="mailto:blewis@oxford.gov.uk">blewis@oxford.gov.uk</a>

<b>Background Papers:</b> None
--------------------------------



# Appendix 1

## Appendix 1

### Project Costs

<b>Project Costs £'000</b>		<b>2019/20</b>
<b>Technology &amp; Consulting</b>		
Website	75	
Intranet & collaboration	75	
Fleet and scheduling	100	
Supply chain integration	100	
Business information and analytics	100	
<b>Total Technology &amp; Consulting</b>		<b>450</b>
Project management / PMO	150	
Programme management/consulting	150	
Restructuring	400	
<b>Total Transformation</b>		<b>800</b>
<b>Grand Total</b>		<b>1,250</b>

This page is intentionally left blank

# Appendix 2

## Appendix 2

### Detailed Cashflow

	Year 0 2019/20 £	Year 1 2020/21 £	Year 2 2021/22 £	Year 3 2022/23 £	Year 4 2023/24 £	Year 5 2024/25 £	Year 6 2025/26 £	Year 7 2026/27 £
<b>Cashable Savings</b>								
Reduction of Inventory	-	50,000	50,000	-	-	-	-	-
Reduction in Material Cost	-	220,000	220,000	220,000	220,000	220,000	220,000	220,000
Resale of Capacity /								
Reduction in Staff	-	92,523	92,523	92,523	92,523	92,523	92,523	92,523
Contingency	-	(181,262)	(90,631)	(31,252)	(31,252)	(31,252)	(31,252)	(31,252)
<b>Total Cashable Savings</b>	0	181,261	271,892	281,271	281,271	281,271	281,271	281,271
<b>Project costs</b>								
<b>Technology &amp; Consulting</b>								
Supply Chain Integration	(100,000)							
Reporting & Analytics	(100,000)							
Scheduling / Fleet Analysis	(100,000)							
E-comm & Website	(75,000)							
Intranet & Collaboration	(75,000)							
Technology & Consulting	(450,000)							
<b>Programme Management</b>								
Project Manager - Stores	(50,000)							
Other Project Managers	(100,000)							
Project Management	(150,000)							
Project Management	(300,000)							
<b>Transformation</b>								
Stores - VR Costs	(60,000)							
Stores - TUPE	(40,000)							
Stores - Decommissioning	(20,000)							
General VR	(380,000)							
Total Transformation	(500,000)							
<b>Total project costs</b>	(1,250,000)	0	0	0	0	0	0	0
<b>Net Cashflow</b>	(1,250,000)	181,261	271,892	281,271	281,271	281,271	281,271	281,271
<b>Present value</b>	(1,250,000)	175,131	253,814	253,690	245,111	236,823	228,814	221,076
<b>Cumulative Present Value</b>	(1,250,000)	(1,074,869)	(821,055)	(567,364)	(322,253)	(85,430)	143,384	364,460
<b>Net Present Value</b>	364,460							

This page is intentionally left blank

## **Minutes of a meeting of the CABINET on Wednesday 13 November 2019**



### **Committee members:**

Councillor Brown (Chair)

Councillor Turner

Councillor Clarkson

Councillor Rowley

Councillor Linda Smith (Deputy Leader)

Councillor Chapman

Councillor Hollingsworth

Councillor Upton

### **Officers:**

Gordon Mitchell, Chief Executive

Caroline Green, Assistant Chief Executive

Anita Bradley, Monitoring Officer

Aileen Carlisle, Interim Executive Director (Communities and Customers)

Nigel Kennedy, Head of Financial Services

Dave Scholes, Housing Strategy & Needs Manager (Affordable Housing Supply Lead)

Carolyn Ploszynski, Planning Policy and Place Manager

Tom Hudson, Scrutiny Officer

John Mitchell, Committee and Member Services Officer

### **Also present:**

Councillor Andrew Gant

### **Apologies:**

Councillors Hayes and Tidball sent apologies.

### **87. Declarations of Interest**

None.

### **88. Addresses and Questions by Members of the Public**

None.

### **89. Councillor Addresses on any item for decision on the Board's agenda**

None.

### **90. Councillor Addresses on Neighbourhood Issues**

None.

### **91. Items raised by Board Members**

None.

## **92. Scrutiny Committee Reports**

The Scrutiny Officer spoke to the report of the Housing Panel which had considered the report on Community Led Housing (CLH) Delivery and Approval to Dispose of Land for Housing (Agenda item 8), first passing on apologies on behalf of Councillor Bely-Summers who, as Chair of the Panel, would otherwise have introduced the report. Separately from the report the Panel wished to place on record its appreciation of and support for the work done by the Council in addressing the challenges of homelessness in the City.

Councillor Mike Rowley, Cabinet Member for Affordable Housing, thanked the Panel for its report and for including three people who had experienced homelessness in its deliberations. He was pleased to be able to support the Panel's first recommendation subject to the necessary proviso that, as a community led initiative, the CLH Regional Hub and CLH groups, needed to take the lead. He was pleased, also, to be able to support the second recommendation in principle, tempered only by the need for the Council to be taking decisions in accordance with its Allocations Policy where it had nomination rights.

Councillor Gant, in his capacity as Chair of Scrutiny Committee, said the Committee had asked for comments to be fed back in relation to Cabinet's responses to two of the Committee's previous recommendations. The Committee had recommended that clarity be provided on which (if any) corporate performance indicators include data from the Council's companies. It had also asked how many members aged over 60 were due to lose their existing discount for leisure services and would not qualify for an alternative concession. These recommendations had been agreed without comment, so the requested clarity had not yet been provided.

Councillor Gant spoke to the Committee's report on the Workforce Equality Report and Update on the Equalities Action Plan (Agenda item 11). The Committee had had an interesting and robust discussion.

Councillor Chapman, Cabinet Member for Communities and Customer Focused Services, agreed that it had been a good discussion on a subject which drew cross-party support. He was pleased to be able to support all of the Committee's recommendations subject to the need to give some thought to what action was required in relation to recommendation 3 on structural discrimination training, given that recruiting managers already receive training on unconscious bias. In relation to recommendation 6, he agreed that it would be sensible for the Oxford Direct Service's Shareholder to receive a comprehensive briefing in due course.

## **93. Community Led Housing Delivery and Approval to dispose of land for housing**

The Head of Housing had submitted a report to publish commissioned research into how Community-Led Housing (CLH) could be viably delivered in Oxford; to consider approaches to assisting the development of more Community-Led Housing; and to seek approval to lease the interest in a plot of land, for the provision of additional affordable housing, paying a grant to enable this.

Councillor Mike Rowley, Cabinet Member for Affordable Housing, introduced the report noting that the small plot of land referred to in the report was unlikely to be suitable for other development but did offer an opportunity to trial this initiative. CLH would provide an addition to social housing. He noted that the one recommendation from the Routes to Delivery report which was not supported by the Council was that S.106 agreements be used to require provision of CLH housing sites on larger developments because of the potential risks that further requirements could place on those developments and hence social housing provision.

Charlie Fisher of Transition by Design addressed Cabinet briefly, noting the significant impact good housing/housing development design could have on health and that this should inform decisions about both. Funding was being sought via the Growth Deal to further development of CLH.

Cabinet commended the report. There was agreement that it was important to think creatively and positively about how communities will work and not, simply, about putting “roofs over peoples’ heads,” important though that was.

Cabinet resolved to:

1. **Note** the Routes to Delivery report and endorse the Council response, supporting the initiatives proposed in response to the recommendations made, and the shared ambition of assisting the development of more Community-Led Housing in Oxford and Oxfordshire;
2. **Delegate** authority to the Head of Housing, in consultation with the Head of Financial Services/Section 151 Officer and the Council’s Monitoring Officer, to enter into a long lease, for the sum of £35,800, of a plot of land, as detailed in this report, to the Oxfordshire Community Land Trust, or an alternative Registered Provider (within the Oxford Register for Affordable Housing Partnership), for the provision of additional affordable housing in perpetuity; and
3. **Note** that the Head of Financial Services will use standing delegations to vire £35,800 of capital funds, to enable the award of a grant to the Oxford Community Land Trust, or an alternative Registered Provider, for that sum, to recompense for the cost of the land.

## 94. Oxford Stadium

The Head of Planning Services had submitted a report to put in place a mechanism for the Council to assist in bringing forward the Oxford Local Plan 2036 proposals for Oxford Stadium if the policy approach to retain the stadium is supported by the Planning Inspector examining the Local Plan.

Councillor Hollingsworth, Cabinet Member for Planning and Sustainable Transport, introduced the report which represented one of the last pieces of work prior to examination of the Local Plan later in the month. It had become evident that planning policies were now being judged, very clearly, against deliverability and this would be a key consideration in relation to this matter. The Local Plan policy seeks to retain the stadium as a sports venue for greyhound and speedway racing together with sporting leisure and community uses while, also, allowing for the development of some housing.

The next step in the process would be the Local Plan hearings and the view of the Planning Inspector which, if not supportive of the report's proposals, was likely to be the end of the matter. If, on the other hand, the proposals are accepted by the Inspectors, then the recommendations of the report would be pursued. The Council was not looking to take the site into public ownership but instead act to facilitate the policies coming forward and would only ever entertain the use of a Compulsory Purchase Order as a very last resort.

The Planning Policy & Place Manager said that contributions by members of the public to the Local Plan hearings were at the discretion of the Inspectors. It would be unusual for those who had not made submissions at the Regulation 19 consultation stage to be able to contribute at the examination stage but anyone wishing to do so could write to the Inspectors. She noted however that the deadline for asking to appear at the examination hearings set by the Inspectors had passed on 01 November. She explained that hearings would be held in public and anyone could attend to observe.

Cabinet members were appreciative of the work being done by Councillor Hollingsworth and officers to try and enable this important asset being brought back into use and encouraged members of the local community to contact the Inspector to let their voices be heard.

Cabinet resolved, (subject to the Local Plan policy for Oxford Stadium (SP52) to retain the Stadium with enabling residential development being found sound by the appointed Planning Inspector,) to:

1. **Seek** to procure a development partner / operator, with a viable business plan, to try to acquire the Oxford Stadium by agreement and deliver the requirements set out in Policy SP52 but to indemnify the Council for the associated costs; and,
2. **Confirm** that if the Oxford Stadium cannot be acquired by agreement, then, as a last resort it would be willing, if necessary, to use its Compulsory Purchase Order (CPO) powers to acquire the site; and to
3. **Note** that if an option to use CPO powers was to be pursued a further report would need to be submitted to Cabinet to seek approval for a detailed scheme for the redevelopment of this site demonstrating that the legal and policy tests for the use of its CPO powers had been satisfied. This would need to be accompanied by a recommendation to Council to seek authority to set up a budget for any additional costs for the implementation of its CPO powers, which would be redeemed from the development partner.

## **95. Local Development Scheme**

The Head of Planning had submitted a report to present the updated programme for the preparation of documents that will form the Council's Local Plan for approval.

Councillor Hollingsworth, Cabinet Member for Transport & Sustainable Transport, introduced the report which sought simply to agree an update programme for preparation of documents which will form the Council's Local Plan.



Cabinet resolved to:

**Approve** the Oxford Local Development Scheme 2019-22

## **96. Workforce Equality Report and update on the Equalities Action Plan**

The Head of Business Improvement had submitted a report to seek approval for the publication of the annual Workforce Equality Report 2017 to 2019; report progress on the Equalities Action Plan 2018 to 2021; and present proposals for additions to the Equalities Action Plan 2018 to 2021.

Councillor Nigel Chapman, Cabinet Member for Safer Communities and Customer Focussed Services introduced the report which, in broad terms, told a positive story, looking back at progress over the previous 12 months and forward through the lens of Equalities Action Plan.

Notwithstanding the progress noted, he drew attention to two areas which warranted particular attention. The proportion of Council employees from the BAME community had risen by 1% to 13% over the last year and the number of applications from the BAME community had risen as had the number of new starters. The proportion was, however, far short of the percentage of the economically active members of the BAME community in the City (c. 18% on the basis of the most recent 2011 census data). Furthermore, the number of BAME employees in senior positions was very small.

The use of the 2011 census data for this purpose as a baseline was a function of government reporting requirements. There were questions about its suitability, not least because the percentage of economically active members of the BAME community was widely recognised as being much greater than 18% which would, in turn, mean that the deficit was much greater. Councillor Chapman agreed that alternative means of establishing the baseline figure should be explored.

The second area which warranted attention was the proportion of women in senior positions. While 59% of the workforce were women, they were under represented in roles above grade 8 and higher management roles.

There would, therefore, be a focus on improving performance in both of these challenging areas. Councillor Chapman said the Scrutiny input had been helpful and, more generally he sensed a 'change of atmosphere' and a shared recognition of the importance of having a diverse and representative workforce, driven by the need for one which can connect with the local community and, in turn, provide a good service.

The Chair thanked Councillor Chapman, Councillor Aziz (Member Champion for Representation in the Workforce) and the officers for all they were doing in relation to this important area of work.

Cabinet resolved to:

- 1.**Approve** the Workforce Equality Report 2017 to 2019;
- 2.**Delegate** authority to the Head of Business Improvement to publish the Workforce Equality Report and to make any typographical changes as may be required before publication; and
- 3.**Note** the current position with the Equalities Action Plan 2018 to 2021 (developed from the Workforce Equalities Report 2015 to 2017); and
- 4.**Approve** the continuing and emerging actions to be included in updated Equalities Action Plan 2018 to 2021, which will be developed into a project plan for action.

## **97. Minutes**

Cabinet resolved to APPROVE the amended minutes of the meeting held on 09 October as a true and accurate record.

## **98. Dates of Future Meetings**

Meetings are scheduled for the following dates:

- 19 December
- 22 January
- 12 February
- 11 March

All meetings start at 6pm.

## **99. Matters Exempt from Publication**

### **100. Community Led Housing Delivery and Approval to dispose of land for housing**

There was no discussion of this confidential appendix.

**The meeting started at 6.00 pm and ended at 6.55 pm**

**Chair .....**

**Date: Thursday 19 December 2019**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank