

# Agenda

## Scrutiny Committee

This meeting will be held on:

Date: **Tuesday 2 December 2025**

Time: **6.00 pm**

Place: **Long Room - Oxford Town Hall**

**For further information** please contact:

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## Committee Membership

Councillors: Membership 12: Quorum 4 substitutes are permitted.

Councillor Alex Powell (Chair)

Councillor Mike Rowley (Vice-Chair)

Councillor Mohammed Altaf-Khan

Councillor Mohammed Azad

Councillor Tiago Corais

Councillor Chris Jarvis

Councillor Dr Amar Latif

Councillor Katherine Miles

Councillor Edward Mundy

Councillor Simon Ottino

Councillor Asima Qayyum

Councillor Anne Stares

Apologies and notification of substitutes received before the publication are shown under *Apologies for absence* in the agenda. Those sent after publication will be reported at the meeting. Substitutes for the Chair and Vice-chair do not take on these roles.

# Agenda

		Pages
1	<b>Apologies for absence</b>	
2	<b>Declarations of interest</b>	
3	<b>Chair's Announcements</b>	
4	<b>Minutes of the previous meeting</b>  The Committee is asked to approve the minutes of the meeting held on 11 November 2025 as a true and accurate record.	9 - 18
5	<b>Addresses by members of the public</b>  Public addresses relating to matters of business for this agenda. Up to five minutes is available for each public address.  <b>The request to speak accompanied by the full text of the address must be received by the <u>Director of Law, Governance and Strategy</u> by 5.00 pm on Wednesday, 26 November 2025.</b>	
6	<b>Councillor addresses on any item for discussion on the Scrutiny agenda</b>  Councillor addresses relating to matters of business for this agenda. Up to five minutes is available for each address.  <b>The request should be received by the <u>Director of Law, Governance and Strategy</u> by 5.00 pm on Wednesday, 26 November 2025.</b>	
7	<b>Scrutiny Work Plan</b>  The Work Plan is driven to a very large extent by the <a href="#">Cabinet Forward Plan</a> . The Scrutiny Committee agrees its priorities for items coming onto the Forward Plan, which then form part of its Work Plan.  The Committee is recommended to confirm its agreement to the Work Plan, or agree any amendments as required.	19 - 22

<b>8</b>	<b>Authority Monitoring Report and Infrastructure Funding Statement 2024/25</b>	23 - 102
	<p>Cabinet, at its meeting on 10 December 2025, will consider a report to approve the Authority Monitoring Report and Infrastructure Funding Statement for publication.</p> <p>Cllr Alex Hollingsworth, Cabinet Member for Planning and Culture, David Butler, Director of Planning and Regulation, and Rachel Williams, Planning Policy and Place Manager have been invited to present the report and take part in discussions.</p> <p>The Committee is asked to consider the report and agree any recommendations.</p>	
<b>9</b>	<b>Devolution Expression of Interest for Oxfordshire within a Thames Valley Mayoral Strategic Authority</b>	103 - 116
	<p>Cabinet, at its Special meeting on 4 December 2025, will take a decision whether to endorse the submission by Oxfordshire County Council, on behalf of Oxfordshire councils, of an Expression of Interest to Government for the inclusion of the Thames Valley area in the next wave of its Devolution Programme.</p> <p>Cllr Susan Brown, Leader of the Council and Cabinet Member for Partnership Working, Caroline Green, Chief Executive, and Mish Tullar, Transition Director, have been invited to present the report and take part in discussions.</p> <p>The Committee is asked to consider the report and agree any recommendations.</p>	
<b>10</b>	<b>Cabinet responses to Scrutiny recommendations</b>	117 - 126
	<p>At its Special meeting on 10 November 2025 and ordinary meeting on 19 November 2025, Cabinet considered the following reports from Scrutiny and made responses to the recommendations:</p> <ul style="list-style-type: none"> <li>• Local Government Reorganisation</li> <li>• Hackney Carriage Emissions Standards Report</li> </ul> <p>The Committee is asked to:</p> <ol style="list-style-type: none"> <li>1. <b>Note</b> Cabinet's responses to its recommendations.</li> </ol>	
<b>11</b>	<b>Endorsement of Recommendations from Working Groups</b>	

Since the Scrutiny Committee's previous meeting, the following Working Groups have met:

- Housing and Homelessness Working Group (13 November 2025)
- Climate and Environment Working Group (17 November 2025)
- Finance and Performance Working Group (26 November 2025)

The Committee is asked to:

1. **Endorse** the recommendations from Working Groups.

*Report to be published as a late supplement.*

## **12 Dates of future meetings**

### **Scrutiny Committee**

- 13 January 2026
- 3 February 2026
- 10 March 2026
- 7 April 2026

**All meetings start at 6:00 pm.**

## **Information for those attending**

### **Recording and reporting on meetings held in public**

Members of public and press can record, or report in other ways, the parts of the meeting open to the public. You are not required to indicate in advance but it helps if you notify the Committee Services Officer prior to the meeting so that they can inform the Chair and direct you to the best place to record.

The Council asks those recording the meeting:

- To follow the protocol which can be found on the Council's [website](#)
- Not to disturb or disrupt the meeting
- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

### **Councillors 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; licenses 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.

#### **Members' 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". 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.

#### **Members Code – Other Registrable Interests**

Where a matter arises at a meeting which directly relates to the financial interest or wellbeing\*\* of one of your Other Registrable Interests\*\*\* then you must declare an

interest. You must not participate in discussion or voting on the item and you must withdraw from the meeting whilst the matter is discussed.

### **Members Code – Non Registrable Interests**

Where a matter arises at a meeting which ***directly relates*** to your financial interest or wellbeing (and does not fall under disclosable pecuniary interests), or the financial interest or wellbeing of a relative or close associate, you must declare the interest.

Where a matter arises at a meeting which affects your own financial interest or wellbeing, a financial interest or wellbeing of a relative or close associate or a financial interest or wellbeing of a body included under Other Registrable Interests, then you must declare the interest.

You must not take part in any discussion or vote on the matter and must not remain in the room, if you answer in the affirmative to this test:

“Where a matter affects the financial interest or well-being:

- a. to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and;
- b. a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest You may speak on the matter only if members of the public are also allowed to speak at the meeting.”

Otherwise, you may stay in the room, take part in the discussion and vote.

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

\*\* Wellbeing can be described as a condition of contentedness, healthiness and happiness; anything that could be said to affect a person’s quality of life, either positively or negatively, is likely to affect their wellbeing.

\*\*\* Other Registrable Interests: a) any unpaid directorships b) any Body of which you are a member or are in a position of general control or management and to which you are nominated or appointed by your authority c) any Body (i) exercising functions of a public nature (ii) directed to charitable purposes or (iii) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union) of which you are a member or in a position of general control or management.

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## **Minutes of a meeting of the Scrutiny Committee on Tuesday 11 November 2025**

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### **Committee members present:**

Councillor Powell (Chair)

Councillor Altaf-Khan

Councillor Corais

Councillor Latif

Councillor Mundy

Councillor Qayyum

Councillor Rowley (Vice-Chair)

Councillor Azad

Councillor Jarvis

Councillor Miles

Councillor Ottino

### **Officers present for all or part of the meeting:**

Hannah Carmody-Brown, Committee and Member Services Officer

Jonathan Malton, Committee and Member Services Manager

Richard Adams, Community Safety Service Manager

Joshua Curnow, Supervising Senior Licensing Officer

Emma Jackman, Director of Law, Governance and Strategy (Monitoring Officer)

Tina Mould, Environmental Sustainability Lead

### **Apologies:**

Councillor(s) Stares sent apologies.

### **61. Declarations of interest**

Councillor Ottino and Councillor Miles noted their membership of the General Purposes Licensing Committee and their involvement in previous discussions relating to the report being considered at this meeting.

Councillor Ottino, Councillor Jarvis, and Councillor Powell noted that they had previously received correspondence from COLTA.

### **62. Chair's Announcements**

None.

### **63. Minutes of the previous meeting**

The Committee resolved to **approve** the minutes of the meetings held on 14 October 2025 and 5 November 2025 as a true and accurate records.

### **64. Addresses by members of the public**

None.

### **65. Councillor addresses on any item for discussion on the Scrutiny agenda**

Councillor Muddiman was not present at this stage to make her address.

### **66. Hackney Carriage Vehicle Emission Standards Amendment**

Cabinet, at its meeting on 19 November 2025, will consider a report to consider a delay to the final phase of emission standards for Hackney Carriage Vehicles (HCV) licensed by this Authority.

Councillor Anna Railton, Deputy Leader and Cabinet Member for a Zero Carbon Oxford, Richard Adams, Community Safety Service Manager, Joshua Curnow, Supervising Senior Licensing Officer, Emma Jackman, Director of Law, Governance and Strategy (Monitoring Officer), and Tina Mould, Environmental Sustainability Lead, were present to respond to questions.

The Monitoring Officer presented the report and summarised updates to the decision-making process following the recent decision at the General Purposes Licensing Committee. Following advice from Counsel, the Committee were informed that due to nuances of case law and the need to ensure a decision on this as swiftly as possible for the benefit of the Hackney Carriage drivers, the report would now be taken to Cabinet for decision. Following this, an explicit resolution is expected to be made by Council on 24 November stating that it holds all future decisions on taxi licensing policy, addressing the points in the advice from Counsel that led them to conclude it was a decision currently resting with Cabinet.

Councillor Altaf-Khan requested further clarification around the decision-making chain linked to the report and asked where the responsibility for the matter lies.

*Councillor Mundy and Councillor Corais joined the meeting.*

The Monitoring Officer clarified that the legislation requiring the next steps to be taken is not new, and any confusion does not relate to whether the constitution was adhered

to or not. The matter instead rests on the nuances of specific examples of relevant case law which were not widely known about.

Councillor Altaf-Khan queried whether this would be the new route for decisions from the General Purposes Licensing Committee in the future.

Councillor Miles queried how the responsibilities of the General Purposes Licensing Committee may be impacted by these changes and asked whether these would apply to all licensing functions, or only taxi licensing. Councillor Miles expressed concern regarding the process of the decision taken at the last meeting of the General Purposes Licensing Committee.

The Monitoring Officer clarified that each area of licensing has its own legislation, and the matters discussed during this meeting would apply only to taxi licensing. The Committee were assured that there is no proposal for the General Purposes Licensing Committee to no longer make recommendations to Council; it is however required that Council ratify this in an explicit statement to ensure the Council has made a clear statement that the decision is for full Council and does not default to Cabinet. In regard Council debate, it was confirmed that discussion of taxi licensing matters is permitted and the Monitoring Officer clarified that the steps now being taken are not politically influenced.

*Councillor Muddiman joined the meeting.*

The Chair clarified that the decision, on this occasion, is being taken to Cabinet due to time constraints, and that in the future, decisions on taxi licensing policy are expected to be taken by Council. The Monitoring Officer confirmed this is the proposal to be put forward to Council.

Councillor Miles thanked the Monitoring Officer for the clarification and asked whether there is anything to stop Members from bringing forward motions at Council relating to taxi licensing in the future.

The Monitoring Officer explained that motions related to taxi licensing could be submitted in line with necessary processes, but that there would always need to be officer consideration and advice before anything could be brought forward for a final decision. Motions could not result in final decisions being made in policy.

*Councillor Latif joined the meeting.*

The Chair informed Members that Councillor Muddiman was now present and invited her to address the Committee.

Councillor Muddiman informed the Committee that she would not address procedural concerns and would focus her address on the report itself. The Committee heard her concerns that the decision taken at the last meeting of the General Purposes Licensing Committee did not set a clear date for the delay of the policy and she urged Members to consider recommending that the policy instead be delayed to a specified date, or by only one further year. Councillor Muddiman recognised that it is unrealistic for the policy to begin in January 2026 as so far, not enough taxi drivers have converted to electric vehicles. Concerns regarding CO2 emissions were also emphasised.

The Chair invited questions to Councillor Muddiman from the Committee.

Councillor Jarvis asked the Chair why Councillor Muddiman could not speak on her procedural concerns.

The Monitoring Officer explained that the Committee is only being asked to consider the report before them and the decision being taken to Cabinet. Therefore, other matters relating to the operation of the Committee meeting would not be relevant to this debate. The relevant decision-making matters were outlined in the report.

Councillor Miles noted that as the last meeting of the General Purposes Licensing Committee was public, its content should be considered relevant to the procedural queries raised within this meeting.

The Monitoring Officer emphasised that not all officers relevant to the procedure taken at the last meeting of the General Purposes Licensing Committee are present to respond at this meeting.

The Chair requested any final questions to Councillor Muddiman, or those in relation to process; there were none.

The Chair asked that the Committee focus their next questions on the substance of the report; the Cabinet Member was invited to present.

Councillor Railton noted that the report had already been before the General Purposes Licensing Committee, and Members were offered a summary of current context relating to the taxi trade including Local Government Reorganisation (LGR), electricity prices, and the ongoing Botley Road closure.

Councillor Miles queried the number of taxis which may operate in the area following LGR and asked whether there is precedent for larger authorities to oversee simultaneous operation of different licensing regimes with their area.

Councillor Mundy queried the number of HCVs that may be expected following LGR, and asked whether the changing local context, including the recent congestion charge, may bring about any benefits.

Councillor Ottino noted that Oxford City Council is comparably progressive in terms of environmental goals and related taxi policy and, therefore, asked whether conversations had taken place with neighbouring councils to see if they could catch up. Councillor Ottino also requested information on cost comparisons for drivers in varying districts who drive normal cars as opposed to electric and wheelchair enabled Hackney Carriages.

Councillor Railton invited the Community Safety Service Manager and the Supervising Senior Licensing Officer to respond.

The Supervising Senior Licensing Officer, in response to Councillor Miles, referred to paragraph 21 of the report which summarised predictions of taxi numbers in different LGR scenarios. In regards precedent for operation of simultaneous regimes under one authority, the Committee were informed of the example of Bath and North Somerset Council, however noted that extensive legal research would be required to assess the feasibility of a comparable arrangement in Oxford.

In response to Councillor Mundy, the Supervising Senior Licensing Officer noted that the congestion charge could provide potential benefits but emphasised that the matter is not controlled by this licensing authority, and that the impact is yet to be seen.

Finally, in response to Councillor Ottino, the Supervising Senior Licensing Officer explained that policy would not directly align with other licensing authorities and pointed to paragraph 19 of the report which listed the comparable plans of other Councils. The Committee heard that relevant conversations would occur in the future during LGR adjustments. Finally, in relation to the comparable cost of out-of-town Hackney Carriages, the Supervising Senior Licensing Officer explained that purpose-built HCVs which support disabled wheelchair access, and meet the Ultra Low Emission Vehicle (ULEV) standard, are more expensive as there are limited companies that provide this combination of vehicle requirements in the UK. It was confirmed that neighbouring authorities do not require this capability for all HCVs, so their relative costs are lower.

The Chair invited further questions from the Committee.

Councillor Altaf-Khan requested that the Committee and Council focus on its own licensing matters.

Councillor Corais noted his belief that a delay to the start date of the policy would be warranted given the uncertainty around LGR. Councillor Corais asked if any compensation had been offered to the 40 drivers who have already converted to

electric taxis and requested environmental data on air pollution linked to any delay from 2026 to 2028. Finally, Councillor Corais asked how a delay would link with the Council's priority for a Zero Carbon Oxford.

Councillor Miles, in relation to LGR, requested information on the timescales for the expected change to taxi licensing procedures and regulations. In connection to Councillor Corais' question, it was also asked whether there is consistency of the proposed approach with the Council's previous support for expanded Zero Emissions Zones (ZEZ) in the city. It was noted that this may cause issues for existing Hackney Carriages who have not converted to electric models yet.

Councillor Railton, in relation to emissions data, referred the Committee to the February 2025 air quality attainment report. In response to Councillor Corais, it was confirmed that early adopters of electric taxis were awarded access to various grants. The Committee also heard that of around 60,000 cars in Oxford city, only around 5-10% are EVs. In regard the expansion of any ZEZ, Councillor Railton emphasised that it is not a City Council decision and noted her understanding that taxis of all types would be exempt.

The Environmental Sustainability Lead summarised data which has found Hackney Carriages to be no longer the worst polluting taxi sector in the city and clarified that £5k grant funding had been made available for early adopters to support purchase of vehicles. It had also supported installation of chargers, providing cheaper charging. None of these measures are available in 2025. The Committee were informed that some early adopters had bought electric models without this funding. The Environmental Sustainability Lead commented that any policy to require conversion of all Hackney Carriages to electric models would align most closely with the Council's latest Air Quality Action Plan and the Council's priority for a Zero Carbon Oxford by 2040. A delay at this point would not significantly impact either.

The Community Safety Services Manager confirmed that taxis outside of city are licensed differently and referred the Committee to paragraph 14 of the report which outlined the phased changes to vehicle types over recent years.

The Supervising Senior Licensing Officer provided further data on emissions statistics which confirmed that the authority currently licenses 43 ULEV standard Hackney Carriages, with 59% of the total licenced Hackney Carriage vehicles producing CO2 emissions of 200+g/km; and that the authority licences 984 private hire vehicles, with only 1.4% of these vehicles producing CO2 emissions of 200+g/km.

The Chair invited further questions from the Committee.

Councillor Latif expressed his support for the decision made at the last meeting of the General Purposes Licensing Committee, noting that most taxi drivers in Oxford are employees of small private businesses and therefore, would incur a huge financial toll

when converting to fully electric vehicles in an uncertain regulatory future. Councillor Latif noted concern with the disproportionately high level of scrutiny on the matter given the demographic of the groups involved. On this basis, it was asked whether the introduction of App-Based Operators had suppressed the trade for normal Hackney Carriages and whether any analysis had been undertaken of the potential consequences of a harsh regulatory environments on certain vehicles.

The Chair asked whether assessments of feasibility around the delay options presented had been undertaken, especially given the likelihood of an incoming shadow authority under LGR.

The Monitoring Officer confirmed that until the initiation of a shadow authority, all existing policy would remain in place and discussion would begin once shadow authorities emerge.

The Community Safety Service Manager, in response to Councillor Latif, clarified that the Licensing Authority could not provide information on the business plans of the App-Based Operators as they are private entities. The Committee were referred to the briefing at the back of the report for details regarding the impact of the App-Based Operators introduction in Oxford. The Community Safety Service Manager reiterated that current risks to the taxi sector include other operators using technology and operating models which allow them to undercut licensed vehicle; further information was enclosed within the briefing provided, including on safeguarding matters and out of town vehicles.

The Chair invited any final comments from the Committee.

Councillor Altaf-Khan thanked officers for the information provided and emphasised that any recommendations from the Scrutiny Committee to Cabinet should encourage a firm decision and fair process.

Councillor Miles reminded the Committee of the importance of environmental imperatives and emphasised the importance of trust being supported in the rules and regulations of Council systems. Councillor Miles also emphasised the need for defined and consistent recommendations.

Councillor Mundy queried the affordability of electricity impacting on taxi drivers and asked whether Cabinet is favouring delays in line with LGR.

The Monitoring Officer reiterated that the request to review the Governance arrangements regarding Taxi Licensing Policy did not come from Cabinet, but the decision would be approached with an open mind.

Councillor Jarvis emphasised his concerns regarding inequity in the expectations placed on Hackney Carriages and private hire vehicles and around LGR being used as a mechanism for stalling deadlines. The Committee heard his view that policy decisions must proceed as usual.

The Chair echoed Councillor Miles' and Councillor Mundy's comments and emphasised that LGR should not be viewed as a reason to delay progressive policies.

In response to Councillor Mundy, Councillor Railton noted that electricity prices are not a local authority matter and emphasised that any delay would not necessarily be in response to LGR, but as means of addressing the situations for taxi drivers in Oxford currently.

The Supervising Senior Licensing Officer noted that the original report presented to the General Purposes Licensing Committee assessed the three options for delay, including the option to align with LGR. The Committee also heard that regardless of the decision taken at this stage, all policies would be reconsidered at the time of a shadow authority being installed.

The Chair invited the Committee to discuss possible recommendations.

*The Environmental Sustainability Lead left the meeting during this discussion and did not return.*

**The Committee resolved to recommend to Cabinet:**

- To have consistency with emissions standards policies for both Private Hire Vehicles and Hackney Carriage Vehicles.
- In the event that Cabinet approves the delay to the implementation of the Hackney Carriage Vehicle Emission Standards Amendment to align with Local Government Reorganisation, they will review this once the timescale been defined.

*Councillor Railton left the meeting and did not return.*

## **67. Scrutiny Work Plan**

The Committee **agreed** to the Work Plan.



**68. Cabinet responses to Scrutiny recommendations**

The Committee and Member Services Manager noted that at its meeting on 22 October 2025, Cabinet considered reports from the Scrutiny Committee in relation to the Anti-Social Behaviour Policy and the Annual Safeguarding Report.

The Committee **noted** Cabinet’s responses to its recommendations.

**69. Endorsement of Recommendations from Working Groups**

The Committee and Member Services Manager noted that since the Scrutiny Committee’s previous meeting, the Finance and Performance Working Group met once on 29 October 2025. Members were informed that under the delegated authority granted to the Scrutiny and Governance Advisor, the recommendations had been forwarded to the Shareholder and Joint Venture Group, in consultation with the Chair of the Scrutiny Committee.

The Committee **noted** the recommendations from the Finance and Performance Working Group.

The Community Safety Services Manager reminded the Committee that information they had previously requested was attached to the back of the report.

The Chair thanked all officers for their attendance.

**70. Dates of future meetings**

The Committee **noted** the dates of future meetings.

**The meeting started at 6.00 pm and ended at 8.25 pm**

**Chair ..... Date: Tuesday 2 December 2025**

*When decisions take effect:*  
*Cabinet: after the call-in and review period has expired*  
*Planning Committees: after the call-in and review period has expired and the formal decision notice is issued*  
*All other committees: immediately.*  
*Details are in the Council’s Constitution.*

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## Scrutiny Work Plan

December 2025 to March 2026

www.oxford.gov.uk



The Scrutiny Committee agrees an annual work plan detailing key issues – affecting Oxford and its people – selected for review. While the plan sets out the work of scrutiny for the year, it also includes flexibility to address topical issues and forthcoming Cabinet decisions as they arise.

The Work Plan is informed by suggestions received from elected members and senior officers, and it is reviewed at every Scrutiny Committee meeting to ensure it remains current and relevant. Members of the public are invited to contribute topics for consideration by submitting a [suggestion form](#). See our [Get Involved](#) webpage for further details on how you can participate in the work of scrutiny.

Topics included in the plan may be examined directly by the Scrutiny Committee, delegated to standing Working Groups, or explored in greater depth by time-limited Review Groups. Recommendations from the Working Groups and Review Groups need to be endorsed by the Committee.

The Committee also reviews the Council's [Forward Plan](#) at each meeting and determines which Cabinet decisions it wishes to consider before the decision is made. In addition, the Council has a 'call in' process to allow decisions made by the Cabinet to be reviewed by the Committee before they are implemented.

### Scrutiny Committee

Committee/Working Group	Meeting date	Reports
Scrutiny Committee	2 December 2025	Devolution
Scrutiny Committee	2 December 2025	Authority Monitoring Report and Infrastructure Funding Statement

### Scrutiny Committee

Committee/Working Group	Meeting date	Reports
Scrutiny Committee	13 January 2026	Local Plan 2045
Scrutiny Committee	13 January 2026	Workforce Report 2025

### Budget Review Group

Committee/Working Group	Meeting date	Reports
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Budget Review Group	9 December 2025	Meeting 1
Budget Review Group	6 January 2026	Meeting 2
Budget Review Group	7 January 2026	Meeting 3
Budget Review Group	15 January 2026	Meeting 4
Budget Review Group	20 January 2026	Meeting 5

## Climate and Environment Working Group

Committee/Working Group	Meeting date	Reports
Climate and Environment Working Group (of the Scrutiny Committee)	27 January 2026	Biodiversity Strategy Update
Climate and Environment Working Group (of the Scrutiny Committee)	27 January 2026	Local Area Energy Planning Update

## Scrutiny Committee

Committee/Working Group	Meeting date	Reports
Scrutiny Committee	3 February 2026	Budget Review Group Report

## Housing and Homelessness Working Group

Committee/Working Group	Meeting date	Reports
Housing and Homelessness Working Group (of the Scrutiny Committee)	18 February 2026	<i>No items</i>

## Climate and Environment Working Group

Committee/Working Group	Meeting date	Reports
Climate and Environment Working Group (of the Scrutiny Committee)	25 February 2026	Net Zero Tracker
Climate and Environment Working Group (of the Scrutiny Committee)	25 February 2026	Heat Network Update

Climate and Environment Working Group (of the Scrutiny Committee)	25 February 2026	EV Infrastructure Update
Climate and Environment Working Group (of the Scrutiny Committee)	25 February 2026	Shared Prosperity Fund Allocation and Green Skills
Climate and Environment Working Group (of the Scrutiny Committee)	25 February 2026	Biodiversity Net Gain Feasibility Study

## Scrutiny Committee

Committee/Working Group	Meeting date	Reports
Scrutiny Committee	10 March 2026	Fly-tipping and Litter Management

## Finance and Performance Working Group

Committee/Working Group	Meeting date	Reports
Finance and Performance Working Group (of the Scrutiny Committee)	25 March 2026	Procurement Act Update (including social value and impact)
Finance and Performance Working Group (of the Scrutiny Committee)	25 March 2026	Issues faced by the Local Government Sector and how Oxford City Council Compares
Finance and Performance Working Group (of the Scrutiny Committee)	25 March 2026	Quarterly Integrated Performance Report - Q3 2025/26

## Housing and Homelessness Working Group

Committee/Working Group	Meeting date	Reports
Housing and Homelessness Working Group (of the Scrutiny Committee)	31 March 2026	Housing Performance
Housing and Homelessness Working Group (of the Scrutiny Committee)	31 March 2026	Housing Ombudsman Complaint Handling Code Self-Assessment
Housing and Homelessness	31 March 2026	Temporary Accommodation and Homelessness Update

Working Group (of the Scrutiny Committee)		
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**To:** Cabinet

**Date:** 10 December 2025

**Report of:** Director of Planning and Regulation

**Title of Report:** Authority Monitoring Report and Infrastructure Funding Statement 2024/25

Summary and recommendations	
<b>Purpose of report:</b>	To approve the Authority Monitoring Report and Infrastructure Funding Statement for publication.
<b>Key decision:</b>	No
<b>Cabinet Member:</b>	Councillor Alex Hollingsworth, Cabinet Member for Planning and Culture
<b>Corporate Priority:</b>	Strong, fair economy Good, affordable housing Thriving communities Zero carbon Oxford A well-run council
<b>Policy Framework:</b>	<p>The Authority Monitoring Report is a statutory requirement, providing information as to the extent to which the policies set out in the Oxford Local Plan are being achieved and on the implementation of the Local Development Scheme. The scope of those policies is wide and encompasses all of the Council's corporate priorities.</p> <p>The Infrastructure Funding Statement is a factual report and statutory requirement which summarises the amount of developer contributions (Community Infrastructure Levy (CIL) and Section 106) obtained, allocated and spent by the authority in the previous financial year (April 2024– March 2025).</p>
<b>Recommendation(s): That Cabinet resolves to:</b>	
<ol style="list-style-type: none"> <li><b>Approve</b> the Authority Monitoring Report and Infrastructure Funding Statement 2024/25 for publication.</li> <li><b>Authorise</b> the Director of Planning and Regulation to make any necessary minor corrections not materially affecting the document prior to publication.</li> </ol>	

Appendices	
Appendix 1	Authority Monitoring Report 2024/25
Appendix 2	Infrastructure Funding Statement 2024/25
Appendix 3	Risk Assessment
Appendix 4	Equalities Impact Assessment

## Introduction and background

1. 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.
2. The Authority Monitoring Report (AMR) 2024/5 assesses the effectiveness of planning policies contained within the Oxford Local Plan (OLP) 2036 as well as the implementation of the Oxford Local Development Scheme 2023-2028, the Council's Statement of Community Involvement in Planning and the Duty to Cooperate. The AMR covers the period 1st April 2024 to 31st March 2025 and is a factual document.
3. The AMR is structured as follows: a status report on the production of development plan documents, followed by the monitoring of the Oxford Local Plan 2036 policies. Policy monitoring has been arranged around the three overarching objectives set out in paragraph 8 of the National Planning Policy Framework (NPPF) 2023<sup>1</sup>:
  - Economic objectives to build a strong, responsive and competitive economy - the economy, retail, community and infrastructure.
  - Social objectives to support building strong, vibrant and healthy communities – housing, health and community benefits; and
  - Environmental objectives to project and enhance our natural, built and historic environment – design and heritage, protecting our green and blue spaces and making wise use of our natural resources to secure a good quality local environment.
4. The Infrastructure Funding Statement (IFS) is a reporting requirement introduced in September 2019 as an amendment to the Community Infrastructure Levy 2010, with the objective of increasing transparency around how developer contributions are spent on infrastructure. As set out in Appendix 2, the contents of the IFS are divided into three key sections for the previous financial year:
5. Information on Community Infrastructure Levy (CIL) contributions.
6. Information on Section 106 contributions (made under section 106 of the Town and Country Planning Act 1990).

<sup>1</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>



7. Items of infrastructure that CIL is to be spent on in the next five years (CIL is allocated to the Council's Capital Programme as part of the Budget setting process).

## **Key AMR findings: Building a strong, responsive and competitive economy**

### ***Employment land***

8. Oxford's highly constrained nature means that competition for different land uses is fierce. As such Policy E1: Employment Sites sets out how employment sites are categorised in order of importance and thus afforded different levels of protection. Category 1 & 2 employment sites are key in providing employment space for the city, whereas Category 3 sites and B8 sites provide more potential to be released from employment uses to ensure the best and most efficient use of land. Policy E1 permits residential development on all categories of employment sites, subject to adherence with Local Plan policies.
9. Two permissions were granted resulting in the net loss of Category 1 & 2 employment floorspace: Part ground, 1st, 2nd, and 3rd floors from offices (Use Class E) to student accommodation (-100m<sup>2</sup>); Change of use from E(g) to C3 (-261m<sup>2</sup>).
10. Total loss of Category 3 employment floorspace (permissions): 3,135.1m<sup>2</sup>.
11. Total gain of employment floorspace (permissions): 55,415m<sup>2</sup> (compared to 84,602m<sup>2</sup> in the previous monitoring year).
12. Applications for changes of use from office to residential which are subject to notification to the council: 5 applications granted (all involving loss of Category 3 sites and overlapping with that total loss figure above).

### ***Growth of Oxford's universities***

13. The City Council is committed to supporting the sustainable growth of the two universities within the parameters of competing demands for land. The universities are encouraged to focus growth on their own sites by making the best use of their current landholdings and the redevelopment and intensification of their assets where appropriate. Policy E2: Teaching and Research states that new or additional academic floorspace will only be granted if it is demonstrated that additional student accommodation is not required or is provided as set out in Policy H9: Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation.
14. The University of Oxford had 26,595 students attending the University and its colleges as of 1<sup>st</sup> December 2024; of these 10,636 were excluded from accommodation needs as they were not on full time taught courses, leaving 14,959 full-time students with accommodation needs. On 1<sup>st</sup> December there were 14,407 accommodation places provided, leaving a total of 552 students the policy applies to living outside of university accommodation which is within the threshold set out in policy H9 for the University of Oxford.
15. Oxford Brookes University (OBU) states there were 21,856 students attending the university as of 1<sup>st</sup> December 2024 (compared to 19,586 the

year before). Of these 11,009 were excluded from accommodation needs, leaving 8,577 full-time Oxford Brookes students requiring accommodation. On 1<sup>st</sup> December 2024 there were 5,094 student places provided leaving 3,132 students the policy applies to without a place in university provided accommodation. This is below the threshold set out in policy H9 for Oxford Brookes. This figure represent a decrease in the number of students outside of university provided accommodation when compared to last monitoring period (2023/24 – 3,720).

*Summary of university monitoring data:*

- Approved additional academic and administrative floorspace: 14,542.54m<sup>2</sup>.
- Number of University of Oxford students living outside of provided accommodation: 552 – within policy H9 threshold.
- Number of Oxford Brookes students living outside of provided accommodation: 3,132 – within policy H9 threshold.

***Ensuring the vitality of our centres***

16. Oxford provides a wide range of services and facilities to both residents and visitors alike, and policies have been drafted in the OLP 2036 to maintain and enhance this vibrancy and vitality. Policy V1 aims to protect the town, district and local centres, whilst Policies V2-V4 provide the framework as to what mix of uses would be acceptable. Because the use classes referred to in policies V1-V4 were superseded by the introduction of the new Use Class E, the AMR instead reports on the current percentage share of Use Class E. The proportion of Use Class E (used as a proxy for the threshold for Use Class A set out in the policies) is above the policy thresholds for Class A for Cowley, Headington, Summertown and primary city centre shopping frontage (meaning that change of use involving a loss of Use Class E would be acceptable in principle). The proportion of Class A uses is 81% in East Oxford (Cowley Road) and 58% for Blackbird Leys, which is below the 85% threshold. In the city centre secondary frontage, the proportion is 74.27%, below the 85% threshold.

***Sustainable tourism and cultural venues, community facilities and infrastructure***

17. Tourism is an important and substantial element of Oxford's economy. The provision of short stay accommodation allows more options for tourists to stay over in the city and thus bring more money into the local economy. Policy V5: Sustainable Tourism seeks to locate new tourist accommodation in accessible locations to reduce dependency on the private car, and in addition the policy does not permit new accommodation if it would result in the loss of residential dwellings. New tourist attractions in the city must be easily accessible by active travel or public transport and be well related to existing tourist and leisure facilities. Policies V6 and V7 seek to protect cultural, social and community facilities.
- Two Planning permissions were granted for additional hotel bedrooms: one permission for a development of 133 rooms at Thornhill Park (Nielsen House) and change of use from an HMO to a 5-guestroom hotel at 222 London Road.

18.2 applications involving loss of rooms and floorspace - 8 rooms at 250 Iffley Road and a change of use from Boarding House (Use Class C1) to create 2 x 6 bed dwelling houses (Use Class C3) at 244 - 246 Iffley Road.

## Key AMR findings: Building strong, vibrant and healthy communities

### Housing

19. In this monitoring year 272 (net) dwellings were completed in Oxford of which 61 were affordable dwellings. This includes the equivalent numbers calculated through the application of ratios for communal accommodation (student completions and other communal accommodation). Whilst the number of completions in the 2024/25 monitoring year has fallen below the Local Plan's annual requirement, the cumulative number of dwellings completed in the 7 years since the start of the Local Plan period (2016/17 to 2024/25) is 4,417 dwellings (net). The housing trajectory had projected that by 2024/2025, 4,673 dwellings (net) would have been provided (Figure 1). Figure 2 below shows the cumulative projection is just under the target to meet the minimum of 10,884 dwellings to 2036 as set out in policy H1. There are likely to be a range of potential factors which have affected completion rates in recent years, these are difficult to separate out statistically, however officers are working hard to maximise opportunities to deliver housing to meet the target.

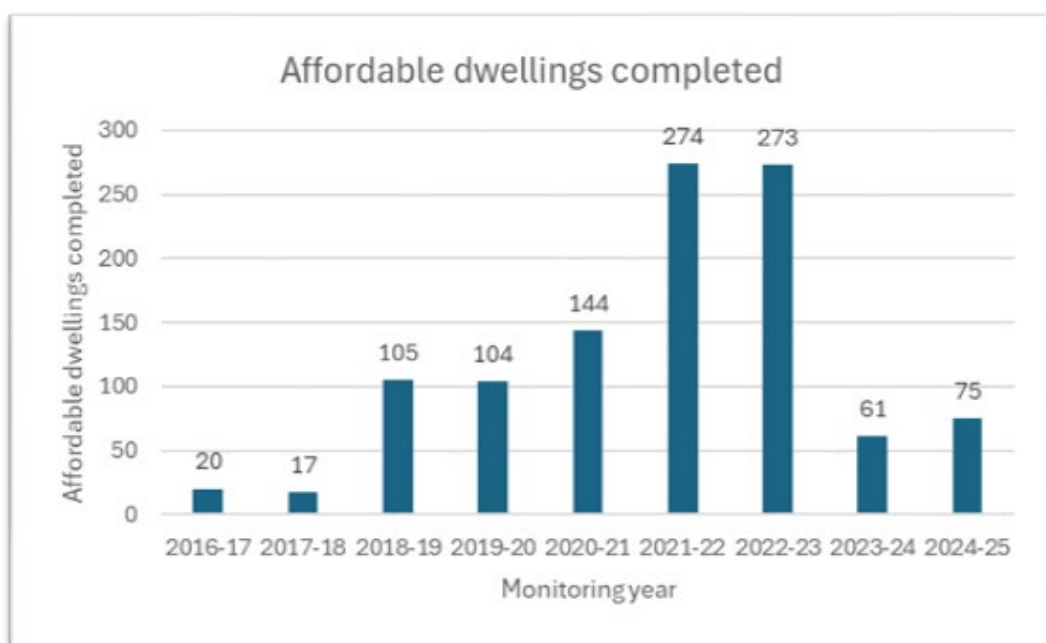


**Figure 1: Local Plan 2036 Completions and Projections**



**Figure 2: Cumulative Requirement and Cumulative Supply**

20. The breakdown of the 75 affordable dwellings completed during the monitoring year is as follows: 18 social rent at Barton Park Phase 3; 34 social rent at Barton Park Phase 4; 13 social rent at St Frideswide Farm; 5 social rent and 5 shared ownership at Lanham Way.
21. Since the start of the Local Plan period there have been a total of 1073 affordable homes built (Figure 3).



**Figure 3: Net affordable dwellings completed 2016/17 - 2022/23**

The Council is committed to delivering more affordable housing in Oxford and has been identifying land in its ownership capable of delivering affordable homes and bringing this forward wherever possible. Of the 75 affordable dwellings completed in 2024/25, 62 were delivered on City Council Land.

*In summary:*

- 22. Net dwellings completed in 2024/25: 272 of which 75 were affordable:
- 23. Affordable units delivered on council land in 2024/25: 62,
- 24. Net C3 dwellings permitted in 2024/25: 524; of which were affordable: 75.

### **Provision of new student accommodation**

- 25. There were 4 planning permissions for student accommodation, all of which were compliant with the location criteria set out in Policy H2.
- Applications for new student accommodation: 5
- Number of new student rooms with permission: 197.

### **Housing land supply**

- 26. In previous monitoring periods the housing land supply has been calculated against the housing requirement in the adopted Local Plan. The NPPF states where local plan policies are more than 5 years old, then this should be measured against the standard method calculation of housing need. The Oxford Local Plan 2036 was adopted in June 2020 and so the basis of the calculation has therefore changed. The standard method housing figure of 1087 dpa is now applied. Against this figure, the Council has identified a deliverable supply of 3,289 homes which includes the forecast supply from large sites, including those which have been allocated in the Local Plan and outstanding permissions from small sites (commitments) plus a windfall allowance. This gives a housing land supply of 2.88 years.
- 27. As a comparison, had the basis of the calculation continued as in previous years (with the requirement figure from the adopted Local Plan 2036 being used) this would have resulted in a housing land supply of 5.12 years.
- 28. Whilst work on the Local Plan 2045 has provided further updates on the anticipated delivery of some of the large trajectory sites, alongside a further round of landowner engagement to inform our Strategic Housing and Land Availability Assessment (SHLAA) previously the Housing and Economic Land Availability Assessment (HELAA), until such time that a new Local Plan is adopted (and the calculation of land supply can be on the basis of the adopted housing requirement), the standard method will be used.
- Housing land supply: 2.88 years.

### **Key AMR findings: Oxford's Historic Environment**

- 29. There are three buildings are on English Heritage's at-risk register, with Minchery Farmhouse having been added since the previous monitoring year.

### **Key IFS Headlines**

- 30. The IFS reports on the developer contributions received, allocated and spent for 2024-25.

31. £4,950,125.08 of CIL was collected in 2024-25 and a total of £9,156,398.96 of CIL was spent. £5,139,340.88 of CIL was set out in demand notices in the year for collection.
32. £8,591,935.88 of CIL was spent on strategic infrastructure; £142,551.22 was passed to Parish Councils; £503,354.15 was received in 24/25 to be allocated or spent towards Neighbourhood forums and Neighbourhood CIL, and £304,638.58 was spent by Neighbourhood Forums. As per the CIL regulations, £118,273.28 was spent on administration fees.
33. In 2024-25, £856,781.04 was received in Section 106 agreements and £1,046,290.11 was spent towards infrastructure projects. A further £351,089.94 of S106 agreements were entered into in the year.
34. From the total of £13,948,025.67 received under Section 106 planning obligations but not spent in the year 24-25, contributions are allocated to be spent on primarily affordable housing (£12,166,478.39); followed by open space/green infrastructure (£867,678.62); Community (£403,000.00) Highways/transport and travel (£227,035.75); and Other/Economic development uses (£283,832.90).
35. 201 units of Affordable housing are to be provided through Section 106 agreements entered into in 2024-25. Whilst the value associated with those units is not reported in the IFS, as an indication the combined sales price of those units might be expected to reach £70 million plus (based on average 2-bed apartment in this area).

### **Carbon and Environmental Considerations**

36. There are no specific carbon and environmental implications arising from this report. Policies in the Local Plan are seeking to optimise opportunities for carbon reduction. This statutory framework brings us closer to our commitment to becoming a Zero Carbon Council by 2030 or earlier and Zero Carbon Oxford by 2040 or earlier.

### **Financial implications**

37. There are no financial implications arising from these reports. The IFS simply reports on the collection and spending of monies through the Community Infrastructure Levy (CIL) and S106 developer contributions.

### **Legal implications**

38. The publication and content requirements of the AMR (Appendix 1) are set out in section 35 of the Planning and Compulsory Purchase Act 2004 and regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
39. The requirements for the publication and content of the IFS (Appendix 2) are set out in Regulation 121A and Schedule 2 of the Community Infrastructure Levy Regulations 2010 (as amended).

### **Level of risk**

40. A risk assessment has been undertaken and the risk register is attached (Appendix 3).

**Equalities impact**

41. Please refer to Equalities Impact Report (Appendix 4).

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**Background Papers:** None



# Authority Monitoring Report

1<sup>st</sup> April 2024 to 31<sup>st</sup> March 2025

Published December 2025

Providing a world-class city for everyone



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## Contents

Contents .....	3
Chapter 1: Introduction.....	4
Monitoring Framework .....	4
Structure of the Monitoring Report .....	4
Chapter 2: Progress on development plan documents and other non- statutory documents.....	5
The Local Development Scheme .....	5
Duty to Co-operate.....	6
Neighbourhood plans.....	6
Consultations.....	7
Chapter 3: Fostering an Inclusive Economy .....	8
Employment sites.....	7
Growth of Oxford’s universities .....	12
University student number thresholds .....	12
University of Oxford .....	13
Oxford Brookes University .....	13
Ensuring Oxford is a vibrant and enjoyable city to live in and visit.....	18
Sustainable tourism.....	19
Chapter 4: Strong, vibrant and healthy communities.....	22
Housing completions.....	21
Housing delivery on allocated sites.....	24
Changes of use .....	<b>Error! Bookmark not defined.</b>
Student accommodation completions.....	25
Care home completions .....	26
Other communal accommodation completions .....	27
Housing permissions .....	27
Affordable housing permissions.....	27
Employer-linked affordable housing permissions.....	28
Self-build and community-led housing permissions .....	29
Student accommodation permissions.....	30
Older persons and specialist and supported living accommodation permissions.....	30
Housing land supply .....	31
Cultural and community facilities .....	32
Assets of community value .....	33
Chapter 5: Oxford’s Historic Environment .....	33

Enhancing Oxford's heritage .....	33
APPENDICES .....	34
Appendix A: Oxford's planning policy documents .....	36

## Chapter 1: Introduction

- 1.1 Oxford's Authority Monitoring Report (AMR) monitors the implementation and effectiveness of policies in the Oxford Local Plan (OLP) 2036 adopted in June 2020. Regularly reviewing the effectiveness of Oxford's development plan documents (Appendix A) helps to ensure that progress is being made towards achieving the Plan's 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. This information is important in shaping our approach to reviewing the Plan and continues to provide an important evidence base for the Oxford Local Plan 2042. The City Council also has a legal duty to monitor certain aspects of planning performance.
- 1.2 S106 and CIL income can be found on the Infrastructure Funding Statement published in December each year<sup>1</sup>.

### Monitoring Framework

- 1.3 A set of indicators has been developed to provide a framework for monitoring the effectiveness of policies in the Plan. Local authorities are only required to report on specific indicators and as such, the AMR has reported on policies which are key to providing a better understanding of how our city functions and is responding to development. The indicators we are reporting on are those which show significant facts or trends, or are key to delivering the Council's corporate priorities, namely fostering an inclusive economy, delivering more affordable housing, supporting flourishing communities and pursuing a zero carbon Oxford.

### Structure of the Monitoring Report

- 1.4 The AMR begins by providing a status report on the production of development plan documents, followed by the monitoring of the policies themselves. This has been structured around the three overarching objectives set out in paragraph 8 of the National Planning Policy Framework (2025):
  - **Economic objective** to build a strong, responsive and competitive economy - the economy, retail, community and infrastructure.
  - **Social objective** to support strong, vibrant and healthy communities - housing, health and community benefits.
  - **Environmental objective** to protect and enhance our natural, built and historic environment - design and heritage, protecting our green and blue spaces and making wise use of our natural resources to secure a good quality local environment.

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<sup>1</sup> [Infrastructure Funding Statements](#)

- 1.5 Please refer to the Local Plan glossary should you require any clarification of terminology used within this report.

## Chapter 2: Progress on development plan documents and other non-statutory documents

### The Local Development Scheme

- 2.1 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 (OLP) and other planning policy documents. This monitoring period is covered in the LDS for Oxford which was published in January 2025 and covers the period 2025-2030. It is viewable on the Council's website at [www.oxford.gov.uk/lds](http://www.oxford.gov.uk/lds). Table 1 below sets out progress against the LDS during the monitoring period.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2024/25 monitoring year
Oxford Local Plan 2036	Adopted June 2020	Policies in use in decision making on planning applications.
Adopted Policies Map	Adopted June 2020	Reflects the adopted policies in the OLP 2036.
Oxford Local Plan 2042	An early engagement consultation survey was open for six weeks, running from 17/03/25 to 28/04/25. (N.B. Further engagement was held later in 2025 and will be reported on in next year's AMR)	Early engagement to inform the 2042 local plan regulation 18 consultation.

**Table 1: Progress against Local Development Scheme timescales in 2024/25**

### Duty to Co-operate

- 2.2 The Duty to Co-operate, 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.

- 2.3 The City Council has also been actively involved in several on-going joint-working and partnership relationships, which help to provide a shared evidence base for plan making and addressing strategic and cross-boundary issues. This includes the Oxfordshire Leaders Joint Committee (formally the Oxfordshire Leaders Joint Committee/Oxfordshire Growth Board); and the Oxfordshire Local Enterprise Partnership (LEP); Engagement with other stakeholders about Duty to Co-operate matters is very important in the development of the Oxford Local Plan 2042, and commentary about these processes is provided in more detail in the General Statement of Common Ground for Duty to Co-operate<sup>2</sup>.
- 2.4 This detailed Duty to Co-operate Statement is a live document kept updated as the Local Plan continues, as discussions progress and evidence is produced. It forms part of the evidence base published for the Local Plan submission. In addition to this general statement, Statements of Common Ground (SoCG) have been and will be produced with individual district authorities, the County Council and other statutory bodies, and published on the Council's website<sup>3</sup>.

## Neighbourhood plans

- 2.5 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.
- 2.6 The Littlemore Regulation 16 consultation for its Neighbourhood Plan finished on the 9<sup>th</sup> December 2024. Although outside the monitoring period, it is notable that the examination was held in April 2025.

## Consultations

- 2.7 During the monitoring year the following consultations took place:

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<sup>2</sup> General Statement of Common Ground for [Duty to Co-operate – live document \(August 2023\)](#)

<sup>3</sup> <https://www.oxford.gov.uk/downloads/download/544/downloads-for-local-plan-2040-examination---006-com--statements-of-common-ground-and-duty-to-cooperate>

## 2.8 Oxford Local Plan 2042 – Early Engagement Survey

<b>Consultation dates:</b>	17 Mar 2025- 28 Apr 2025
<b>Summary of what we did:</b>	<p>The early engagement survey was designed to gather local input to help shape the Local Plan 2042. The feedback will be used to review previous consultation materials, background studies, and evidence base documents. This takes feedback for the development of options for addressing key issues within the broader planning framework.</p> <p>Following this initial survey, the drafting of the Local Plan 2042 will continue to involve all of Oxford’s communities and stakeholders. Future consultations in 2025 will include the formal “Preferred Options” (Regulation 18) consultation, where any concerns or questions can be raised, and the “Submission” (Regulation 19) consultation on the final draft of the plan. After these consultations have been conducted, the plan will be submitted for public examination by the Planning Inspectorate.</p>

## Chapter 3: Fostering an Inclusive Economy

### Employment sites

- 3.1 Oxford is a highly constrained city and the competing demands on the limited land supply are strong, particularly for housing but also for employment floorspace. Policy E1: Employment sites, sets out the approach to establish a balance whereby the employment sites that are well performing and positively contribute to the city's economy will be given protection from the loss of floorspace, without overly compromising the capacity for the delivery of much needed housing. There is some flexibility within the policy to allow for potential changes in circumstance, and to ensure the strongest employment base possible, which will sometimes rely on the ability to develop supporting uses. Existing employment sites which are not performing well, or which make inefficient use of land will be encouraged to modernise, to better utilise the space. In some limited circumstances, such sites which will also be considered for alternative uses.
- 3.2 As such, Policy E1 sets out a hierarchical approach to employment categories, stating how existing employment sites will be supported to ensure appropriate levels of protection and intensification. The sites range from Category 1 and 2 sites, which are afforded most protection, to Category 3 and B8 uses which have more flexibility and potential to be released from employment uses for other purposes to ensure the best use of land. Policy E1 permits residential development on all categories of employment sites, subject to adherence with Local Plan policies

#### Permissions involving net loss of Category 1 and 2 employment floorspace

- 3.3 Two permissions have been granted within the monitoring period resulting in the loss of category 2 employment floorspace (Table 2).

Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
24/02001/FUL	7 King Edward Street Oxford Oxfordshire OX1 4HS	Change of use of part ground, 1st, 2nd, and 3rd floors from offices (Use Class E) to student accommodation (Sui Generis)	-100	Sui Generis
24/00978/FUL	79 - 82 Magdalen Road, Oxford, OX4 1RE	Change of use from E(g) to C3	-261	C3

**Table 2:** Permissions involving net loss of category 1 and 2 employment floorspace 2024/25

#### Permissions involving net loss of Category 3 and other employment floorspace

- 3.4 There were 9 permissions that involve the loss or change of use of 3,135.1m<sup>2</sup> of Category 3 and other employment floorspace are shown in Table 3 below.



Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
23/01895/FUL	1A Southmoor Road, Oxford, OX2 6RG	Demolition of existing workshop, office and storage buildings; alteration and extension of existing Joinery Workshop; change of use of Joinery Workshop from General Industrial (Use Class B2) to Dwellinghouse (Use Class C3); erection of 1 no. new dwelling	-615	C3
24/01848/FUL	Studios D And E The Lion Brewery St Thomas Street Oxford Oxfordshire	Change of use from Commercial Office (Use Class E(g)(i)) to Dwellinghouse (Use Class C3)	-49.5	C3
24/02066/FUL	Works Crescent Road Oxford Oxfordshire OX4 2PB	Change of use from light industrial use (Class E (g)(iii)) to residential dwellings (Use Class C3). Erection of a first floor rear extension and redevelopment of existing building to create 4 x 1 and 5 x 2 bedroom flats (Use Class C3)	-548	C3
24/02750/EC56	Dental Surgery 50 Blackbird Leys Road Oxford Oxfordshire OX4 5HP	Application for prior approval for change of use from Commercial, Business and Service (Use Class E) to create a 1 x 3 bed dwellinghouse (Use Class C3)	-87	C3
24/03038/EC56	32 - 35 St Ebbe's Street Oxford Oxfordshire OX1 1PU	Application for prior approval for change of use of the first, second and third floor space from Commercial, Business and Service (Use Class E) to create 1 x 2 and 2 x 3 bed dwellinghouses (Use Class C3)	-407.6	C3
25/00130/EC56	Cranbrook House 287 - 291 Banbury Road Oxford Oxfordshire OX2 7JQ	Application for prior approval for the change of use of the ground, first and second floor space from Commercial, Business and Service (Use Class E) to create 9 x 1-bed and 3 x 2-bed flats (Use Class C3)	-665	C3

24/00334/FUL	3 - 7 New Inn Hall Street, Oxford	Change of use of the second floor of Thomas Hull House from office (Use Class E(g)(i)) to Middle Common Room (Use Class F1) in connection with St Peter's College	-276	F1
24/01215/ECF56	18 New Inn Hall Street, Oxford, OX1 2DW	Application for prior approval for change of use of part first floor from office (Use Class E) to 1 x 2 bed flats (Use Class C3)	-73	C3
24/01392/FUL	Oise House, 38 Binsey Lane, Oxford, OX2 0EY	Change of use from offices (Use Class E(g)(i)) to education (Use Class F1)	-414	F1
<b>Total loss</b>			<b>3,135.1</b>	

**Table 3:** Permissions involving net loss of employment floorspace of Category 3 and other sites 2024/25

3.5 Permissions have been granted for new office uses during the monitoring period. The net gain in floorspace has been derived from a combination of new structures, conversion or through a change of use. Table 4 shows the number of permissions involving net gain in new office floorspace:

Application reference	Site location	Development summary	Net gain of office/other employment floorspace (sqm)
24/00740/FUL	Salter Brothers Ltd Slipway Building Meadow Lane Oxford Oxfordshire OX4 4BL	Change of use from boat repair workshop (Sui Generis) to mixed use (Use Class E(g))	7100
24/02043/FUL	Ground Floor 4 And Ground Floor And Basement 5 King Edward Street Oxford Oxfordshire OX1 4HS	Change of use from premises falling within mixed use (Use Classes A1-A5) to offices (Use Class E)	146
22/03076/FUL	135 - 137 Botley Road, Oxford	Demolition of existing buildings and replacement with new building comprising R&D, office and cafe space (Use Class E)	10022
23/01950/FUL	County Trading Estate, Transport Way, Oxford, OX4 6LX	Demolition of the existing building and construction of a new warehouse with ancillary office area	623

24/00335/FUL	4200 Nash Court, John Smith Drive, Oxford, OX4 2RU	Demolition of existing office buildings and erection of 1no. laboratory-enabled office building for research and development with ancillary commercial space (all within use Class E)	5055
22/02880/RES	Plot 2000 John Smith Drive Oxford Oxfordshire	Erection of 1no. laboratory enabled office building for research and development with ancillary commercial space (all within use class E)	23373
24/01434/FUL	Stansfeld Park Quarry Road Oxford Oxfordshire	Erection of a building to accommodate Class Eg (i and ii) (office and research and development) and F1 uses (education)	1412
21/00110/FUL	The Clarendon Centre, Cornmarket Street, Oxford, OX1 3JD	Partial demolition of Clarendon Centre, including removal of roof to the mall. Proposed redevelopment involving partial re-use and extension of existing buildings and erection of new buildings to form retail, offices, research and development, and student accommodation, with a new public square and a new pedestrian/cycle access through to Frewin Court	5106.3
21/01695/FUL	Thornhill Park, London Road, Headington, Oxford, OX3 9RX	Demolition of The Cottage building. Partial demolition and alterations to Forest Lodge building. Erection of 402 apartments (Class C3), a 133 bed hotel (Class C1), employment provision in the form of offices, with additional mixed use accommodation to include gym, café and restaurant (all within Class E)	2578
<b>Total</b>			<b>55,415.3</b>

**Table 4:** Permissions involving net gain in new office floorspace 2024/25

### Temporary changes of uses

- 3.6 Over the 2024/25 monitoring period, there were no permissions granted for temporary changes of use to new office floorspace.

### Applications for changes of use from office to residential which are subject to notification to the council

- 3.7 In 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>4</sup>

<sup>4</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.

Planning Portal: Permitted Development Rights - <https://www.planningportal.co.uk/ebank-bng/planning-permission/permitted-development-rights>

Permitted Development Rights allow certain types of work without needing to apply for planning permission. Change of use to dwellings require a prior approval application<sup>5</sup>.

- 3.8 Table 5 shows the number of applications, and the number of dwellings, granted and refused prior approval since 2016, the base date of the Local Plan 2036. For prior approvals 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.

Monitoring year	Prior approval required and granted		Prior approval required and refused	
	Number of applications	Number of dwellings proposed	Number of applications	Number of dwellings
2016/17	9	113	2	96
2017/18	3	141	0	0
2018/19	1	3	0	0
2019/20	1	2	0	0
2020/21	8	17	1	3
2021/22	4	26	2	9
2022/23	2	2	1	2
2023/24	6	11	1	1
<b>2024/25</b>	<b>5</b>	<b>18</b>	<b>1</b>	<b>1</b>

**Table 5:** B1a office to C3 residential prior approval decisions 2016/17- 2024/25

## Growth of Oxford's universities

- 3.9 The City Council is committed to supporting the sustainable growth of the two universities and thus maximising the related economic, social and cultural benefits which they bring to Oxford. However, it is also recognised that the city is constrained spatially, with limited availability of land within the city boundary and competing demands for development sites in the city for several vital uses, most demonstrably housing. It is therefore important to balance these competing demands through planning policy by encouraging the best use of land and ensuring that the growth of the universities and their associated activities is well-managed and is focused on the most suitable locations.
- 3.10 The Local Plan encourages the universities to focus growth on their own sites, by making the best use of their current holdings by redevelopment and intensification as appropriate. Both institutions have indicated that they have the potential to deliver more of their own needs in this way. This policy approach is set out in Policy E2: Teaching and research, which supports the growth of the universities through the redevelopment and intensification of academic and administrative floorspace on their existing sites. This policy also requires that schemes for all new

<sup>5</sup> Planning Portal: Prior approval - <https://www.planningportal.co.uk/planning/planning-applications/consent-types/prior-approval>

education, teaching and academic institutional proposals (excluding providers of statutory education) demonstrate how they support the objectives of the wider development plan and align with its other policies.

- 3.11 The other policy approach involves setting a threshold for the number of students that each university is permitted to have living outside of university provided accommodation, which if it is broken the universities cannot increase their academic accommodation that would increase their capacity for taking in students. This approach is set out in Policy H9: Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation, which does not permit new, redeveloped or refurbished academic floorspace unless the university has fewer than the threshold number of student numbers living outside of university- provided accommodation. The policy applies to university students on full-time taught degree courses of an academic year or more. These are the categories of student most suited to living in student accommodation.

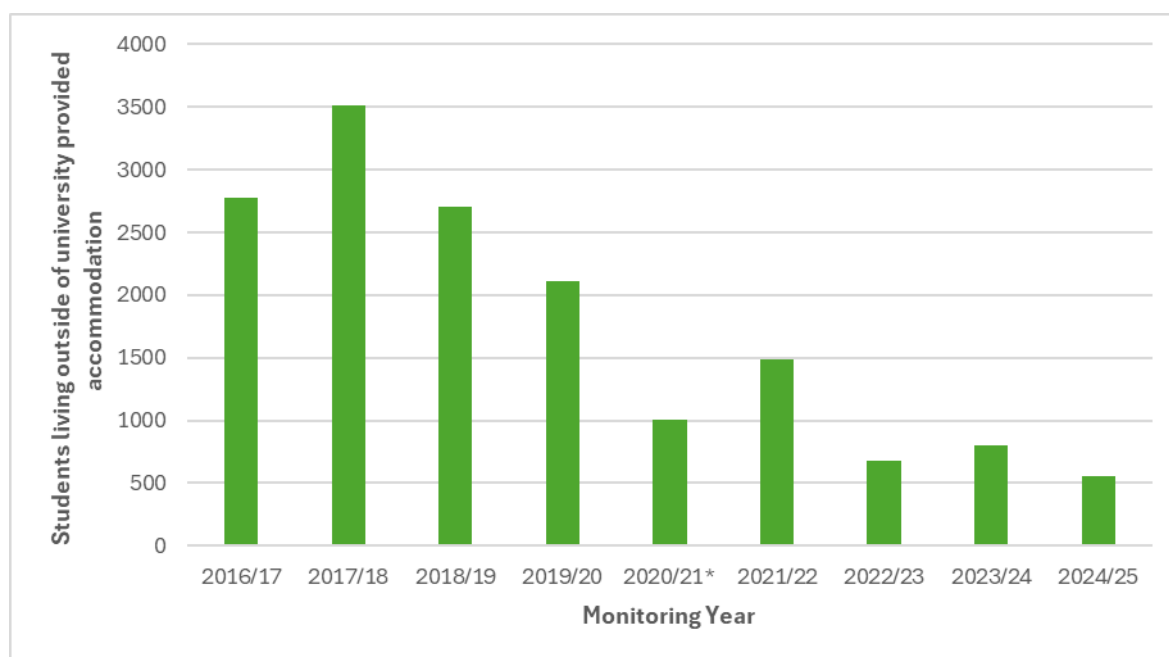
### University student number thresholds

- 3.12 Policy H9 sets threshold figures for full-time taught degree course students to live outside of university-provided accommodation at no more than 1,500 for University of Oxford and no more than 4,000 for Oxford Brookes University.
- 3.13 To inform the AMR the universities provide information relating to their student numbers and the number of student accommodation rooms they provide. 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 2024.

### University of Oxford

- 3.14 The University of Oxford states that there were 26,595 students attending the University (and its colleges) as of 1 December 2024.
- 3.15 A number of agreed exclusions apply to the data:
- Part-time and short-course students (3,861)
  - Students studying a research based post-graduate degree (6,704)
  - Students studying a Further education course or a foundation degree (28)
  - Vocational course students who will at times be training on work placements (145)
  - Students with a term-time address outside of the city (OX1, 2, 3, 4) (315)
  - Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (195)
  - Students not attending the institution or studying at a franchise institution (31)
  - Students studying outside Oxford (-)
  - Specific course exclusions (BTh Theology and MTh Applied Theology) (32)
  - Students who also have an employment contract with the university (-)
  - Students on a year abroad and other placement students away from the university (325)

3.16 Considering these exclusions, there were 14,959 full-time University of Oxford students with accommodation requirements. As of 1 December 2024, there were 14,407 accommodation places provided across the collegiate University. This leaves a total of 552 students the policy applies to living outside of university provided accommodation in Oxford (Figure 1). This is lower than the previous monitoring year and is within the threshold of the Oxford Local Plan 2036 (Policy H9). The University has seen a slight decrease in the total accommodation places from the previous monitoring period (14,603 to 14,407) and in the total number of students attending the university (26,945 to 26,595).



**Figure 1: University of Oxford students only living outside of university provided accommodation 2016/17 -2024/25**

(\*Note: Student numbers contributing to the threshold for 2020/21 onwards have been redefined according to the Local Plan 2036 definition and only include full-time, taught-course students. Please refer to Appendix 3.5 in the Local Plan to see the full list of student exclusions.)

Monitoring year	Total number of students	Students needing accommodation in Oxford	Units of university provided	Students living outside of university
2016/17	23,179	17,753	14,976	2,777
2017/18	23,975	18,221	15,047	3,508
2018/19	24,289	18,112	15,409	2,703
2019/20	24,510	18,413	16,299	2,114
2020/21	25,816	14,724	13,715	1,009
2021/22	26,439	14,873	13,382	1,491
2022/23	26,497	14,653	13,975	678
2023/24	26,945	15,404	14,603	801
<b>2024/25</b>	<b>26,595</b>	<b>14,959</b>	<b>14,407</b>	<b>552</b>

**Table 6: University of Oxford's student numbers 2016/17 – 2024/25**

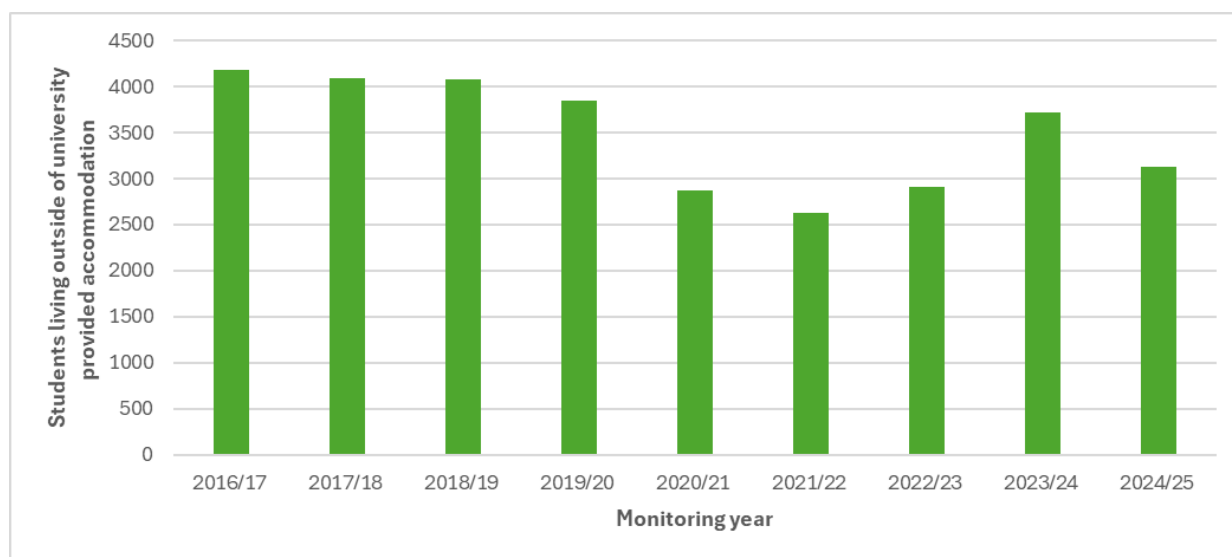
### *Oxford Brookes University*

3.17 Oxford Brookes University states that there was a total of 21,856 students attending the university as of 1 December 2024.

3.18 A number of agreed exclusions apply to the data:

- Part-time students (2,199 students)
- Students on a research-based PG degree (149)
- Students on a Further Education course or foundation degree (102)
- Vocational Course students who will at times during their course be on work-placements (1295)
- Students with a term-time address outside of the city (OX1, 2, 3, 4) (1616)
- Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (391)
- Students studying at franchise institutions<sup>6</sup> (7336 students)
- Students studying outside Oxford (i.e., Swindon campus) (230 students)
- Placement students away from the university (312 students)

3.19 Taking into account these exclusions, there were 8,226 full-time Oxford Brookes University students with accommodation requirements. As of 1 December 2024, there were 5,094 accommodation places provided by Oxford Brookes University. This leaves a total of 3,132 students without a place in university provided accommodation living in Oxford (Figure 2). It is noted from the University provided data, the occupancy rates of the University provided accommodation was at 90% overall (2024/25), which is lower than previous monitoring years (95% in 2023/24).



**Figure 2: Oxford Brookes students only living outside of university provided accommodation 2016/17 – 2024/25**

(\*Note: Student numbers contributing to the threshold for 2020/21 onwards have been redefined according to the Local Plan 2036 definition and only include full-time, taught-course students. Please refer to Appendix 3.5 in the Local Plan to see the full list of student exclusions.)

3.20 When compared to the previous monitoring year, there was a decrease in the number of Oxford Brookes students living outside of university provided accommodation in the city in 2024/25. A more detailed breakdown of Oxford Brookes University's student numbers is provided in Table 7. Table 7 also indicates that there has been an increase in the number of University provided student

<sup>6</sup> The figure includes Global Banking School (GBS) Students. This is a partnership with Oxford Brookes University to provide a BSc in Health, Wellbeing and Social Care for students. The campuses are only based in London, Birmingham, Manchester and Leeds. Therefore, these students are considered to be studying at a franchise/partner institution and are excluded from the calculation of students at Oxford Brookes University requiring accommodation.

accommodation units since the last monitoring year. This is a result of ongoing work at the Clive Booth Student Village site.

Monitoring year	Total number of students	Students needing accommodation in Oxford	Units of University provided student accommodation	Students living outside of university provided accommodation
2016/17	17,069	9,504	5,324	4,180
2017/18	16,988	9,494	5,405	4,089
2018/19	16,579	9,360	5,281	4,079
2019/20	16,673	9,759	5,914	3,845
2020/21	16,878	8,164	5,291	2,873
2021/22	16,199	7,794	5,161	2,633
2022/23	16,050	7,531	4,623	2,908
2023/24	19,586	8,577	4,857	3,720
<b>2024/25</b>	<b>21,856</b>	<b>8,226</b>	<b>5,094</b>	<b>3,132</b>

**Table 7:** Oxford Brookes University's student numbers 2016/17 – 2024/25

### Approved additional academic and administrative floorspace

3.21 Permissions which involve the creation of additional academic and administrative floorspace, which are compliant with the requirements of policies E2 and H9 unless stated otherwise, are shown in Table 8:

Application reference	Site location	Development summary	Net increase of academic/admin floorspace onsite (sqm)	Compliance with E2 or H9 requirements
24/00334/FUL	3 - 7 New Inn Hall Street, Oxford	Change of use of the second floor of Thomas Hull House from office (Use Class E(g)(i)) to Middle Common Room (Use Class F1) in connection with St Peter's College	276	Yes
22/02849/FUL	Land At Winchester Banbury And, Bevington Road, Oxford	The development of land at Winchester, Banbury and Bevington Road for the provision of student accommodation through the construction of accommodation buildings, a new villa on Bevington Road and the conversion of 43-45 Banbury Road together with a student pavilion building, an academic accommodation building	11538	Yes
24/01355/FUL	37 St Giles', Oxford, OX1 3LD	Change of use from House in Multiple Occupation (Use Class	139.54	Yes



		C4) to academic, teaching and office accommodation (Sui Generis).		
24/01821/FUL	Department Of Physiology , Parks Road, Oxford, OX1 3PT	Demolition of part of the third floor and construction of new rooftop extensions. The refurbishment and reconfiguration of the third floor to allow for the creation a new academic hub with flexible seminar and innovation space, flexible open laboratories, support space and research offices.	1117	Yes
24/00650/FUL	St Catherine's College , Manor Road, Oxford, OX1 3UJ	Erection of temporary marquees for use as a lecture theatre on the lawns.	630	yes
24/00481/FUL	Oxford Brookes University , Headington Road, Oxford, OX3 0BP	Erection of a temporary educational structure (Use Class F1)	65	yes
24/01392/FUL	Oise House , 38 Binsey Lane, Oxford, OX2 0EY	Change of use from offices (Use Class E(g)(i)) to education (Use Class F1).	414	yes
24/00854/FUL	Gibson Building Radcliffe Observatory Quarter Woodstock Road Oxford Oxfordshire OX2 6GG	Partial demolition of existing building. Erection of infill extensions and formation of enclosed courtyard. Alterations to roof, fenestration, landscaping, provision of bin and cycle storage and other associated works to create the Oxford Institute of Digital Health (Use Class F1)	363	Yes
<b>Total</b>			<b>14,542.54sqm</b>	

**Table 8:** Approved additional academic and administrative floorspace 2024/25

### Ensuring Oxford is a vibrant and enjoyable city to live in and visit

3.22 Oxford provides a wide range of services and facilities to both the city's residents and those living in the wider catchment area, therefore it is important that the vibrancy and vitality of Oxford's city, district and local centres are maintained and enhanced through the plan period. The vision for the Oxford Local Plan 2036 is to continue to build on these strengths and to focus growth in these centres.

3.23 Policy V1 aims to protect the vitality of the city, district and local centres within Oxford. Policies V2 – V4, meanwhile, provide the framework as to what mix of uses, such as retail or food and drink, (and identified through percentages allocated to each use class) would be acceptable

within the shopping frontages of these centres, including the Oxford Covered Market. These policies place a particular emphasis on the minimum proportion of retail units at ground floor level that should be present within each shopping frontage in order to ensure that the function, vitality and viability of each centre is maintained.

## **V1 - Ensuring the vitality of centres**

- 3.24 The Local Plan states that permission will be granted for development of town centre uses within the defined city, district, and local centre boundaries if use is appropriate to both the scale, function, and character of the area. The policy also states that the city centre will continue to be a primary location for retailing as well as other town centre uses. Continuing to provide a wide diversity of uses to shoppers will create an attractive destination for people visiting the city. One means of understanding how the centres are performing in terms of vitality is to assess how many people are using these areas throughout the year.

## **Adapting to the changes to Use Classes Order**

- 3.25 Changes to the Use Classes Order<sup>7</sup> came into effect on 1 September 2020. Four years have now passed, allowing adaptation to the change to occur. The changes make monitoring of policies based on the former Use Classes referred to in the Local Plan 2036 difficult.

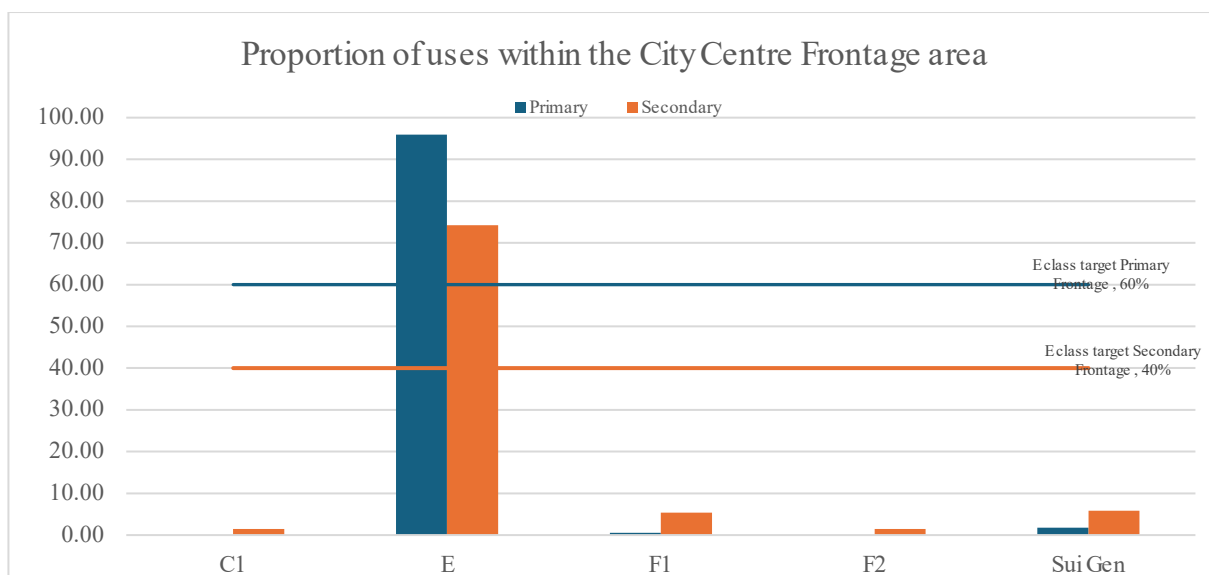
## **V2 - Shopping frontages in the city centre**

- 3.26 Policy V2 sets out how shopping frontages are managed within the city centre. The policy sets out that planning permission will only be granted for proposed development that would not result in the proportion of units at ground floor level in Class A1 or other Class A uses falling below 60% of the total number of units within the defined Primary Shopping Frontage or 40% of units in the rest of the shopping frontage. When applying the policy, in response to the change to the Use Class Order, the threshold required by the Policy to be Use Class A is instead applied to Use Class E. Figure 4 shows that the proportion of E Class Use in the city centre primary frontage is 95.91%, which is an increase from last year (94.74%). Within secondary areas of the city centre E Class uses are down from last year at 75.47% to 74.27%.

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<sup>7</sup> Current Use Classes - updated 1 September 2020:

<https://www.planningportal.co.uk/permission/common-projects/change-of-use/use-classes>



**Figure 4:** Proportion of uses in the City Centre primary and secondary retail frontages

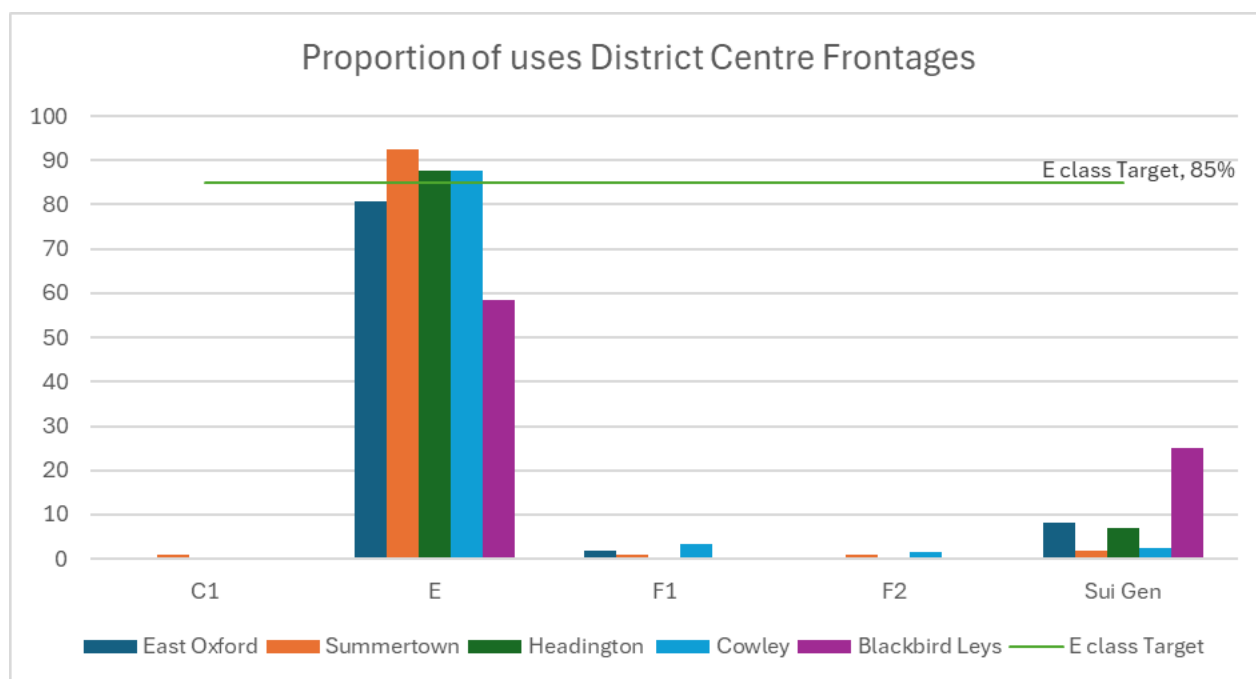
### V3 – Covered Market

3.27 During the 2024/25 monitoring year there were 0 (change of use) applications permitted in the Covered Market.

### V4 - District and local shopping centre frontages

3.28 Outside of the city centre area, Oxford’s district and local shopping centre frontages also play an important role in providing a wide range of services across the city.

3.29 In order to help maintain a balance of uses, Policy V4 sets out for each district centre its own individual targets in terms of A1 provision and Class A provision which is now categorised as Class E. Figure 5 shows the percentage of use class share across Oxford’s district centres. Similar to last year’s AMR, Headington, Summertown and Cowley continue to sit above the 85%. East Oxford, predominantly of the Cowley Road and Blackbird Leys are lower in comparison to other district centres, at 81% and 58% respectively.



**Figure 5:** Proportion of uses across Oxford’s district centres retail frontages. Source: Oxford City Council.

## Sustainable tourism

Tourism is an important element of Oxford’s economy. The city is world famous and attracts a large number of visitors and many overnight stays; it is a crucial destination of the national tourism industry. Over 9.4m people visited the city centre between September and November 2024 compared to just 8m in the same period of 2023 as shown in the table below.

Monitoring Period (Sep – Nov)	Number of visitors in the period
2022/23	7,530,926
2023/24	8,027,642
2024/25	9,412,016

3.30 Policy V5, ‘Sustainable Tourism’, seeks to encourage development of new tourist accommodation in the most sustainable locations which are not dependent upon the private car and that do not involve the loss of residential dwellings or affect the amenity of neighbours. Policy V5 encourages new tourist attractions in accessible locations well related to existing facilities and where such uses can contribute to regeneration.

3.31 Over the monitoring period, 4 applications were permitted involving short term accommodation, use Class C1 (Table 9). Two of these permissions will result in increases in C1 accommodations.

Application reference	Site location	Development summary	+/-
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Permissions resulting in additional C1 accommodation			
21/01695/F UL	Thornhill Park (Nielsen House)	Proposed development of 402 apartments (Class C3), a 133 bed hotel (Class C1), employment provision in the form of an Innovation Centre (2,200 sqm), with additional mixed use accommodation to include office space, gym, café and restaurant (all within Class E)	+133
24/00768/F UL	222 London Road Headington	Change of use from House in Multiple Occupation (Use Class C4) to Hotel (Use Class C1)	+ 5
Permissions resulting in loss of C1 accommodation			
24/00319/F UL	244 - 246 Iffley Road Oxford	Change of use from Boarding House (Use Class C1) and conversion to create 2 x 6 bed dwelling houses (Use Class C3)	-437.65m2
24/02812/F UL	250 Iffley Road Oxford Oxfordshire OX4 1SE	Change of use from hotel/bnb (Use Class C1) to dwellinghouse (Use Class C3)	-8 (-456m2)

**Table 9:** Short stay accommodation permissions granted

## Chapter 4: Strong, vibrant and healthy communities

### Housing completions

4.1 In the 2024/2025 monitoring year, 272 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 9 years since the start of the Local Plan period (2016/17 to 2024/25) is 4417 dwellings (net) with the application of ratios for communal accommodation (student, care and other communal accommodation completions) (Table 10).

Year	Housing Type					Total dwellings completed (net)
	Market Dwellings Completed	Affordable Dwellings Completed	Student Rooms Completed (Number of Equivalent 'dwellings') See table 15 for details	Care Home Rooms Completed (Number of equivalent 'dwellings')	Other communal accommodation Completed (Number of equivalent 'dwellings')	
2016/17	284	20	295 (118)	-6 (-3)		419
2017/18	170	17	452 (180)	0(0)		367
2018/19	158	105	187 (75)	36 (20)		358
2019/20	118	104	1337 (535)	59 (33)		790
2020/21	322	144	628 (251)	-11 (-6)		711
2021/22	243	274	131 (52)	-13 (-7)	34 (19)	581
2022/23	142	273	266 (107)	0 (0)	57 (32)	554
2023/24	280	61	84 (34)	0 (0)	-18 (-10)	365
<b>2024/25</b>	<b>174</b>	<b>75</b>	<b>55 (23)</b>	<b>0 (0)</b>	<b>0 (0)</b>	<b>272</b>
<b>TOTAL:</b>	<b>1891</b>	<b>1073</b>	<b>3435 (1375)</b>	<b>65 (37)</b>	<b>73 (41)</b>	<b>4417</b>

**Table 10:** Net additional dwellings completed broken down by housing type, since the start of the Local Plan period.

4.2 The completed 4,417 dwellings is lower than the 4,643 dwellings (net) projected to be completed by 2024/25 in the Local Plan's housing trajectory. Figure 6 shows the Local Plan housing requirement (based on the stepped trajectory of 475 dwellings per annum between 2016/17 to 2020/21, and 567 dwellings per annum between 2021/22 to 2035/36) and the standard method housing requirement (which is required by the NPPF to be applied from 2025 onwards and supersedes the Local Plan 2036 annual requirement) compared to completions and projections.



**Figure 6:** Local Plan 2036 housing requirement compared to completions and projections

4.3 Figure 7 provides the same information expressed as a comparison between both the Local Plan 2036 and Standard Method cumulative requirement and cumulative supply over the Local Plan period. From 2025/26 onwards these are projected numbers.



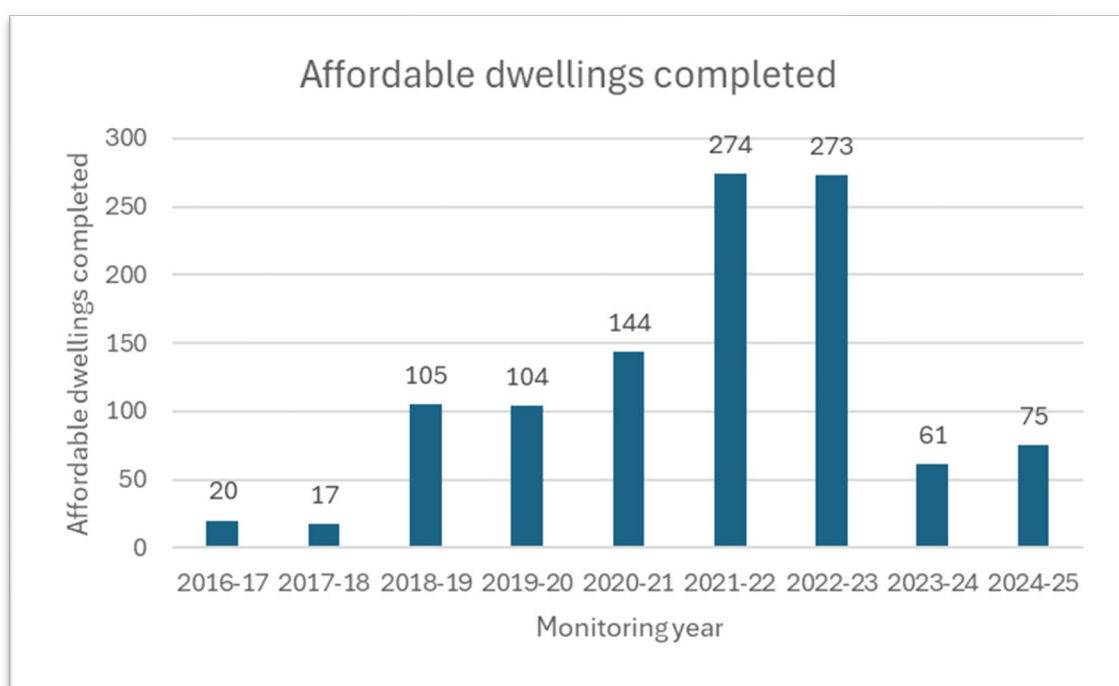
**Figure 7:** Cumulative Requirement and Cumulative Supply over the whole Local Plan period (including projections from 2025/26).

4.4 Table 10 shows that of the 272 total completions in 2024/25, 75 were affordable dwellings. Table 11 shows a breakdown of the sites that delivered affordable housing during the monitoring year including the affordable tenure:

Site Location	Planning application reference	No. of affordable homes permitted on the site and tenure split	No. of affordable homes completed in 2024/25 and tenure
Barton Park Phase 3	19/00518/RES	83 of 207 (40% affordable) 83 social rent	18, all social rent
Barton Park Phase 4	21/02776/RES	154 of 313 (49% affordable) 137 social rent	34 all social rent
St Frideswide Farm	21/01449/FUL	67 of 134 (50%) 56 social rent, 11 shared ownership	13, all social rent
Former Workshop At Lanham Way Oxford Oxfordshire OX4 4PU (Youngs Way)	21/03114/CT3	10 of 10 (100% affordable) 5 social rent, 5 shared ownership	10 5 social rent, 5 shared ownership

**Table 11:** Affordable dwellings completed in 2024/25 including tenure split

Since the start of the Local Plan period (2016/17) there have been a total of 1073 affordable homes built (Figure 8).



**Figure 8:** Net affordable dwellings completed 2016/17 - 2024/25

- 4.5 The Council is committed to delivering more affordable housing in Oxford and has been identifying land in its ownership capable of delivering affordable homes and bringing this forward wherever possible. Of the 75 affordable dwellings completed in 2024/25, 62 were delivered on City Council land as set out in Table 12:



City Council owned site	Planning application reference	No. of homes for social rent completed	No. of homes for intermediate homes completed	No. of homes for shared ownership completed	Total No. of affordable homes completed
Barton Park Phase 3	19/00518/RES	18	0	0	18
Barton Park Phase 4	21/02776/RES	34	0	0	34
Former Workshop At Lanham Way Oxford Oxfordshire OX4 4PU (Youngs Way)	21/03114/CT3	5	0	5	10

**Table 12:** Affordable homes completed on City Council land (by tenure) 2024/25

### Housing delivery on allocated sites

4.6 Since the start of the Local Plan period (2016/17), 9 allocated sites have recorded completions. For the 2024/25 monitoring period, 52 completions on allocated sites were recorded. Allocated sites play a small role relative to the total 272 completions that have occurred this year.

OLP2036 Site Allocation (SP no.)	Site Name	Planning status	19/20 total	20/21 total	21/22 total	22/23 total	23/24 total	24/25 total	Completions recorded to date
SP19	Churchill Hospital	Completed	0	0	19	32	n/a	n/a	51
SP24	St Frideswide Farm	Under construction	0	0	0	0	11	26	37
SP30	St Catherines College Manor Road	Completed	31	0	0	0	n/a	0	31
SP34	Court Place Gardens, Iffley	Completed	0	0	0	0	35	n/a	35
SP41	John Radcliffe Hospital Site	Under construction	0	0	0	0	30	0	30*

SP44	Littlemore Park, Armstrong Road (Newman Place)	Completed	0	0	88	178	7	n/a	273
SP47	Former Nielsen House Conversion	Completed	0	134	0	0	n/a	n/a	134
SP64	William Morris Close Sports Ground	Completed	0	0	86	0	n/a	n/a	86
SP17	Headington Hill and Clive Booth	Under construction	0	0	0	0	0	26	26

**Table 13** Completions recorded on Local Plan site allocations 2019/20 – 2024/25

(n.b. there were no completions on site allocations between 2016 – 2019).

n.b. The John Radcliffe Hospital Site contains key worker housing, some of which is considered communal accommodation, so a dwelling equivalent ratio is included within the completion figure.

- 4.7 Of the 272 dwellings completed during the 2024/25 monitoring year, 7 dwellings were delivered through the change of use of existing buildings from non-residential to C3 residential. These change of use applications are set out in the table below (Table 14).

Planning application reference	Type of Change of Use	No. And Tenure completed (net)
21/01992/B56	COU from Offices E(g)(i) to C3	3 market
23/01714/FUL	COU from A1 to C3	1 market
20/01259/B56	COU from B1a to C3	2 market
24/01278/EC56	COU from E to C3	1 market

**Table 14:** Net additional dwellings completed through non-residential to C3 residential changes of use 2024/25

- 4.8 All dwellings delivered through changes of use from non-residential to residential in 2024/25 were market housing. Of the four applications, one required planning permission (23/01714/FUL), with the remaining three submitting an application for a prior approval.

## Student accommodation completions

- 4.9 As per Planning Practice Guidance<sup>8</sup>, student accommodation can be counted in housing land supply figures. In the 2024/25 monitoring year 55 (net) units of student accommodation were completed in Oxford (62 rooms (net) at Headington Hill and Clive Booth Student Village and the loss of 7 rooms at Trinity College). Using the ratio of 2.4:1 (as set out in Paragraph 10 of the Housing Delivery Test Measurement Rule Book<sup>9</sup>) the 55 (net) units of student accommodation

<sup>8</sup> <https://www.gov.uk/guidance/housing-supply-and-delivery#calculating>

<sup>9</sup> [Housing Delivery Test measurement rule book - GOV.UK](#)

equated to 23 C3 equivalent dwellings to Oxford's housing market (Table 15). This 23 'equivalent dwellings' figure is included within the 272 total dwellings figure shown in Table 10 above.

<b><u>Monitoring Year</u></b>	<b><u>Number of student rooms completed</u></b>	<b><u>Ratio Applied</u></b>	<b><u>Number of equivalent 'dwellings'</u></b>
2016/17	295	2.5:1	118
2017/18	452	2.5:1	180
2018/19	187	2.5:1	75
2019/20	1337	2.5:1	535
2020/21	628	2.5:1	251
2021/22	131	2.5:1	52
2022/23	266	2.5:1	107
2023/24	84	2.5:1	34
<b>2024/25</b>	<b>55</b>	<b>2.4:1</b>	<b>23</b>

**Table 15:** Student housing completions and equivalent 'dwellings' – 2016/17 – 2024/25

### Care home completions

- 4.10 As per Planning Practice Guidance, care homes can be counted in housing land supply figures. In the 2024/25 monitoring year there were no completions resulting in a net gain or net loss of any care accommodation.

### Other communal accommodation completions

- 4.11 Other communal accommodation can also be counted in housing land supply figures as per guidance set out in the Housing Delivery Test Measurement Rulebook. In the 2024/25 monitoring year, there were no communal accommodation completions or losses

### Housing permissions

- 4.12 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.
- 4.13 Table 16 shows C3 self-contained dwellings permitted (net) since the start of the Local Plan period. This considers C3 dwellings gained and lost through new build completions, demolitions, changes of use and conversions. It includes outline permissions but excludes these where reserved matters have subsequently been permitted to avoid double counting.

<b>Year</b>	<b>Dwellings permitted (net)</b>
2016/17	304
2017/18	524

2018/19	504
2019/20	277
2020/21	278
2021/22	1,346
2022/23	1,209
2023/24	178
<b>2024/25</b>	<b>524</b>
<b>TOTAL</b>	<b>5144</b>

**Table 16:** Net additional C3 dwellings permitted since the start of the Local Plan period. Note: This does not include dwelling equivalent figures for C2 student accommodation and care home rooms.

- 4.14 Table 16 shows that over the 2024/25 monitoring period, planning permission was granted for 524 C3 residential dwellings. These permissions have been included in the 'cumulative supply' (Figure 7 above). Of the 524 permitted dwellings, 323 are market dwellings and 201 are affordable dwellings.

### Affordable housing permissions

- 4.15 Local Plan policy H2 requires a minimum of 50% affordable provision on qualifying self-contained residential development sites, with a capacity for 10 or more dwellings or which exceed 0.5 hectares. At least 40% of the overall number of units on the site should be provided as on-site social rented dwellings. There is no longer the requirement in national policy for First Homes. There has only been 1 residential permission in the 2024/25 monitoring year that met the threshold for applying Policy H2 as shown in Table 17 below. Provision of affordable housing on this site met the policy requirements

Planning Permission Reference	Site Address	No. of new homes (net)	Affordable Housing Provision	Affordable Tenure (s)
21/01695/FUL	Thornhill Park (Nielsen House)	402	50%	80% Social Rented; 20% Shared Ownership

**Table 17** Proportion of affordable housing for sites where the affordable housing policy requirement applies (planning permissions) 2024/25

- 4.16 In addition to the application set out in Table 17 above, Policy H2 also requires a financial contribution to be secured towards delivering affordable housing elsewhere in Oxford from new student accommodation of 25 or more student units (or 10 or more self-contained student units). Alternatively, this can be provided onsite where it is agreed that the provision is appropriate. The exception to this is where the proposal is within an existing or proposed

student campus site, or the proposal is for the redevelopment of an existing purpose-built student accommodation site owned by a university to meet the accommodation needs of its students. Over the 2024/25 monitoring period there was one student accommodation application that met the threshold for applying Policy H2; 21/00110/FUL (Clarendon Centre).

### Employer-linked affordable housing permissions

- 4.17 Policy H3 allows planning permission to be granted on specific identified sites for employer-linked affordable housing. Over the 2024/25 monitoring period, the Council did not receive or approve any applications for employer-linked affordable housing. This is a very specific housing type, only permissible on a limited number of sites so as to avoid conflict with delivery of Social Rented housing.

### Permissions resulting in loss of dwellings (C3)

- 4.18 Local Plan policy H5 seeks to protect Oxford's existing housing stock by resisting the net loss of any dwellings. There is however some flexibility within the policy to allow a loss where there are exceptional justifications. Over the 2024/25 monitoring period, there were 3 applications permitted that result in the loss of dwellings. The first at 37 Ferry Road where permission has been granted for a dwelling to be changed to ancillary accommodation for the Russian Orthodox Parish of St Nicholas (22/02720/FUL). The other two applications (7 Court Farm Road (24/02097/FUL) and 66 Watlington Road (24/02865/FUL)) were permitted for the conversion of C3 dwelling houses to children's residential care homes (use class C2).

### Self-build and community-led housing permissions

- 4.19 Community-led housing is one element of the government's agenda to increase supply and tackle the housing crisis. Community-led housing projects can include both group self-build and cohousing. Community-led housing requires meaningful community engagement throughout the process, with the local community group or organisation ultimately owning or managing the homes to benefit the local area or community group. The approach of Policy H7 is to help encourage sufficient self-build and custom housebuilding to come forward to meet demand, to support community-led housing, and to guide applications that come forward for these housing types. Over the 2024/25 monitoring period, the Council did not receive or approve any applications for self-build or community-led housing.

### Self and Custom-Build Register

The City Council is required<sup>10</sup> 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. The Planning Practice Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.

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<sup>10</sup> by the Self-build and Custom Housebuilding Act 2015

Over the 2024/25 monitoring year there has been an increase of **4** individuals on the Oxford Self and Custom Build Register and an increase of 2.6 percent in the total number of plots required, as shown in Table 18 below.

Number of Individuals on the Oxford Self and Custom Build Register	Total number of plots required for all those on the register
136 individuals and 1 association with 20 members (2023/24) 73 people – Part A (a connection to Oxford) 64 Part – B (no local connection to Oxford)	156 plots (2% increase from previous monitoring year) (2023/24)
139 individuals and 1 association with 20 members (2024/25) 75 people – Part A (a connection to Oxford) 65 Part – B (no local connection to Oxford)	160 plots (2.6% increase from previous monitoring year) (2024/25)

**Table 18:** Oxford’s Self and Custom Build Register Headline Information

## Student accommodation permissions

4.20 Over the 2024/25 monitoring year, there were 4 planning permissions that involved the provision of student accommodation. Table 19 below sets out whether these were compliant with the requirements of policy H8 which seeks to limit the provision of new student accommodation to designated sites within the city.

Application reference	Site location	Development summary	Net increase/decrease of rooms onsite	Compliance with policy H8 criteria
22/00409/FUL	Green Templeton College	Demolition of squash courts, gardeners shed, existing porter's lodge and existing accommodation building. Construction of three accommodation buildings to house 51 student study bedrooms, associated communal spaces	21	Yes
22/02849/FUL	Banbury Road University Sites (Plot B)	The development of land at Winchester, Banbury and Bevington Road for the provision of student accommodation through the construction of accommodation buildings	130	Yes
21/00110/FUL	The Clarendon Centre, Cornmarket Street	Partial demolition of Clarendon Centre, including removal of roof to the mall. Proposed redevelopment involving partial re-use and extension of existing buildings and erection of new buildings to form retail, offices, research and development, and student accommodation,	40	Yes

24/02236/FUL	Site Of 22 To 23 St Giles' Oxford Oxfordshire	Change of use of from dwellinghouse (Use Class C3) to residential institution (Use Class C2) to provide College accommodation.	6	Yes
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**Table 19:** Planning permissions issued in 2024/25 for new student accommodation

- 4.21 Local Plan policy H9 seeks to link the delivery of new/ redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation. This has been considered in the previous Chapter of this AMR (Section 3.9) as it is connected to Policy E2.

### Older persons and specialist and supported living accommodation permissions

- 4.22 Local Plan policy H11 sets out criteria against which applications for older persons and specialist and supported living accommodation will be considered. The Policy also indicates that existing extra-care accommodation should be protected unless it is to be replaced elsewhere or it can be shown that it is surplus to requirements. Over the monitoring period there were no applications permitted for older persons or specialist / supported living accommodation.

### Housing land supply

- 4.23 The NPPF states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing and that the supply of specific deliverable sites should in addition include a buffer of 5% to ensure choice and competition in the market for land. Last monitoring period (2023/24), the City Council reported a 5.93 year housing land supply, as calculated against the housing requirement in the adopted Local Plan. However, the NPPF also states that where local plan policies are more than 5 years old, then this should be measured against the Standard Method calculation of housing need, superseding the housing requirement set out in adopted strategic policies. The Oxford Local Plan 2036 was adopted in June 2020 and so the basis of the calculation has changed this period; the Standard Method housing requirement figure of 1087 dpa is now applied.
- 4.24 The land supply calculations are set out below, also applying the Standard Method housing requirement. The City Council has identified a deliverable supply of 3,289 homes (row G in Table 22 below) for the five year period 2025/26 to 2029/30. This includes the forecast supply from large sites, including those which have been allocated in the Local Plan 2036 and outstanding permissions (commitments), plus a windfall allowance. A 5% buffer has been applied in accordance with Government methodology. This gives a housing land supply of 2.88 years against the Standard Method housing requirement as shown in Table 20.

	Five-year housing land supply calculation 2025/26 to 2029/30	Figure
<b>A</b>	Annual Requirement (using Standard Method calculation)	1,087 (2025/26 – 2029/30)
<b>B</b>	Next 5 years requirement (A (1087 x 5))	5,435

<b>C</b>	5-year requirement (with 5% buffer applied) ( <b>B</b> x 105%)	5,707
<b>D</b>	Supply from large sites – (2025/26 – 2029/30)	2,832
<b>E</b>	Outstanding permissions on small sites of less than 10 dwellings (commitments) (2025/26 – 2027/28)	233
<b>F</b>	Windfall allowance (2028/29 – 2029/30)	224
<b>G</b>	Total supply ( <b>D+E+F</b> )	3,289
<b>H</b>	5-year land supply (including 5% buffer)	2.88 years

**Table 20:** Oxford's housing land supply 2025/26 – 2029/30

- 4.25 When the new Local Plan is adopted, the calculation of the 5yhls will again be recalculated on the basis of the adopted housing requirement, until such a time the Standard Method will be used for this calculation. Had the basis of the calculation continued as in previous years (with the requirement figure from the adopted Local Plan 2036 being used) this would have resulted in a housing land supply of 5.12 years.
- 4.26 The most recent Housing Delivery Test requirements as published by Government (December 2024) showed that the HDT for Oxford had been met, in accordance with NPPF paragraph 78.

### Cultural and community facilities

- 4.27 It is important that new development in Oxford is supported by the appropriate infrastructure and community facilities. Providing and improving access to educational, health and community facilities greatly improves the quality of life for residents, builds strong communities and helps to address inequalities. The local plan through Policy V7: Infrastructure and cultural and community facilities seeks to protect existing facilities and will support improvements and more intensive use of existing sites, as well as protect against the loss of such facilities without the provision of new or improved replacements that are similarly accessible. Community facilities can include community centres, schools, children's centres, meeting venues for the public or voluntary organisations, public halls and places of worship, leisure and indoor sports centres, pavilions, stadiums, public houses, club premises or arts buildings that serve a local community.

### Permissions for new community facilities

- 4.28 During the monitoring period there was 1 application permitted involving new community facilities and spaces. This was at the Clarendon Centre where permission was granted for mixed use development which included a new public square (Ref number 21/00110/FUL).

### Permissions for temporary changes of use

- 4.29 Over the 2024/25 monitoring period, the Council did not receive or approve any applications for temporary changes of use for cultural or community facilities.



## Assets of community value

- 4.30 The Community Right to Bid allows defined community groups to ask the Council to list certain assets as being of 'community value'. The Localism Act (2011) and the Assets of Community Value Regulations (2012) set out the opportunities and procedures to follow for communities wishing to identify assets of community value and have them listed. If an asset is listed and then comes up for sale, the right gives communities six months to raise finance and put together a bid to buy it.
- 4.31 If the proposed asset is properly nominated, is in the Oxford City Council administrative area, and meets the definition, the City Council must add it to the List of Local Assets of Community Value and inform all specified parties (including a parish council if relevant). The Council must also place the asset on the local land charges register and, if the land is registered, apply for a restriction on the Land Register. Table 23 sets out the current register of successfully nominated assets of community value.

Reference	Date nomination requested	Date of decision	Name of Asset	Address of Asset	End of listing period
20/001	13.05.20	16.07.20	The George Inn PH (retained pub land only)	5 Sandford Road, Littlemore, Oxford	16.07.25
20/003	04.11.20	16.12.20	Cowley Workers Social Club	Between Towns Road, Oxford, OX4 3LZ	16.12.25
22/002	04.07.22	12.08.22	Summertown United Reformed Church	294A Banbury Road, Summertown, Oxford	12.08.27
22/001	31.03.22	26.05.22	Bullnose Morris PH	Watlington Road, Cowley, OX4 6SS	26.05.27
22/003	22.11.22	20.01.23	The Prince of Wales PH	73, Church Way, Iffley, Oxford OX4 4EF	20.01.28
25/001	31.3.25	11.06.25	Ultimate Picture Palace Community Cinema Ltd (UPPCC)	Jeune Street, Cowley Road, OX4 1BN	11/06/2030

**Table 21:** Current list of assets of community value

# Chapter 5: Oxford’s Historic Environment

## Enhancing Oxford’s heritage

- 5.1 Designated heritage assets are protected by statutory legislation. The management of change to them is controlled and guided by national, Government planning policies as well as by local (Local Plan) planning policies and by national and local planning guidance that supports the objectives of those planning policies. Policy DH3 sets out that development proposals and proposals for alterations and changes to heritage assets should not cause harm to the significance, including the setting of a designated heritage asset (listed buildings, registered parks and gardens, scheduled ancient monuments and conservation areas).
- 5.2 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. There are three heritage assets in Oxford identified as being at risk according to Heritage England (Table 24) and they are the same as the last monitoring report and no change in status.

Heritage Asset	Condition	Priority Category
Church of St Thomas the Martyr, St Thomas Street	Poor	D – Slow decay; solution agreed but not yet implemented. (Previously A)
Church of the Holy Family, Blackbird Leys	Very bad	A - Immediate risk of further rapid deterioration or loss of fabric; planning permission has been <del>granted to demolish the Church</del>
Minchery Farmhouse, Littlemore - Oxford	Poor	C - Slow decay; no solution agreed

**Table 24:** Heritage assets at risk in Oxford (July 2025)

- 5.3 The National Planning Policy Framework requires that local planning authorities should make information about the significance of the historic impact gathered as part of the development management process publicly accessible. As one of the ways to meet this requirement, the City Council produces Archaeological Annual Monitoring Statements<sup>11</sup> which provide a short overview of the scope and impact of development-led archaeology in Oxford.

<sup>11</sup> [Archaeological Annual Monitoring Statements](#)

## APPENDICES

### Appendix A: Oxford's planning policy documents

Document	Date of Adoption
<b>The Development Plan</b>	
This includes a number of policy documents that have been prepared and adopted separately.	
<a href="#">Oxford Local Plan 2036</a>	June 2020
<a href="#">Oxford Local Plan 2036 Policies Map</a>	June 2020
<a href="#">Northern Gateway Area Action Plan</a>	July 2015
<a href="#">Barton Area Action Plan</a>	December 2012
<a href="#">Headington Neighbourhood Plan</a>	July 2017
<a href="#">Summertown and St Margaret's Neighbourhood Plan</a>	April 2019
<a href="#">Wolvercote Neighbourhood Plan</a>	June 2021
<b>Supplementary Planning Documents (SPDs)</b>	
<a href="#">West End and Osney Mead SPD</a>	November 2022
<b>Technical Advice Notes (TANs)</b>	
<a href="#">TAN 1: Housing</a>	January 2021
<a href="#">TAN 2: Employment and Skills</a>	May 2021
<a href="#">TAN 3: Waste Storage</a>	January 2021
<a href="#">TAN 4: Community Pubs</a>	December 2020
<a href="#">TAN 5: Health Impact Assessments</a>	May 2021
<a href="#">TAN 6: Residential Basement Development</a>	January 2021
<a href="#">TAN 7: High Buildings</a>	October 2018
<a href="#">TAN 8: Biodiversity</a>	April 2021
<a href="#">TAN 9: Green Spaces</a>	January 2021
<a href="#">TAN 10: Shopfronts and Signage</a>	July 2021
<a href="#">TAN 12: Car and Bicycle Parking</a>	March 2022
<a href="#">TAN 14: Sustainable Design and Construction</a>	June 2022
<a href="#">TAN 15: Heritage Retrofit Guidance – Energy Efficiency and Carbon Reduction Reductionustainability Guidance for Householders</a>	May 2024
<a href="#">TAN 16: First Homes Policy Statement</a>	March 2022
<a href="#">TAN 17: Botley Road Retail Park Development Brief</a>	October 2022
<a href="#">TAN 18: Biodiversity Net Gain and the Local Plan 2036</a>	February 2024
<b>Other planning policy documents</b>	
<a href="#">Authority Monitoring Report</a>	Produced annually
<a href="#">Community Infrastructure Levy Charging Schedule</a>	Revised schedule effective from August 2025.
<a href="#">Local Development Scheme</a>	January 2025
<a href="#">Statement of Community Involvement</a>	June 2021



# Infrastructure funding statement

1<sup>st</sup> April 2024 – 31<sup>st</sup> Mar 2025

Published December 2025

Providing a world-class city for everyone



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## Contents

Introduction .....	4
1: Report relating to financial year 2024/2025 on the Community Infrastructure Levy .....	5
2: Report relating to financial year 2024/2025 on S106 Planning Obligations.....	169
3: Infrastructure projects to be funded wholly or partly by CIL .....	258

## Introduction

The Infrastructure Funding Statement (IFS) is a report which sets out the amount of developer contributions from the Community Infrastructure Levy (CIL) and Section 106 Agreements (S106) have been **received, allocated and spent** on the infrastructure priorities of Oxford City Council for the previous financial year (**April 2024 - March 2025**). In accordance with the Community Infrastructure Levy Regulations, any authority that receives a contribution from development through the Levy or Section 106 planning obligations must prepare an Infrastructure Funding Statement. (CIL PPG paragraph 173 Reference ID: 25-173-20190901).<sup>1</sup>

This IFS is prepared in accordance with Schedule 2 of the CIL regulations<sup>2</sup> and CIL regulation 121A. Developer contributions were previously monitored on the AMR but now are recorded separately in the IFS.

### **This Infrastructure Funding Statement Includes:**

(CIL PPG Paragraph: 176 Reference ID: 25-176-20190901)

- A report relating to the previous financial year on the Community Infrastructure Levy;
- A report relating to the previous financial year on Section 106 planning obligations;
- A report on the infrastructure projects or types of infrastructure that the authority intends to fund wholly or partly by the levy (excluding the neighbourhood portion).

Funding for infrastructure on the IFS has been considered and updated alongside the Infrastructure Delivery Plan (Infrastructure Assessment). This is a live document which is currently being updated on an ongoing basis to inform future funding priorities.<sup>3</sup> (CIL PPG paragraph 17, Reference ID: 25-017-20190901).

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<sup>1</sup> <https://www.gov.uk/guidance/community-infrastructure-levy>

<sup>2</sup> <https://www.legislation.gov.uk/ukxi/2019/1103/schedule/2/made>

<sup>3</sup> [https://www.oxford.gov.uk/downloads/file/8131/oxford\\_idp\\_schedule\\_for\\_publication](https://www.oxford.gov.uk/downloads/file/8131/oxford_idp_schedule_for_publication)



## 1: Report relating to financial year 2024/2025 on the Community Infrastructure Levy

Community Infrastructure Levy (CIL)					
Requirement		Amount		Comment	
1.	(CIL Regulations: Schedule 2) The matters to be included in the CIL report are—				
A	the total value of CIL set out in all demand notices issued in the reported year;		£5,139,340.88		
B	the total amount of CIL receipts for the reported year;		£4,950,125.08		
C	the total amount of CIL receipts, collected by the authority, or by another person on its behalf, before the reported year but which have not been allocated;		£0		
D	the total amount of CIL receipts, collected by the authority, or by another person on its behalf, before the reported year and which have been allocated in the reported year;		£14,939,488	(this does not include CIL allocated to Oxford North infrastructure)	
E	the total amount of CIL expenditure for the reported year;		£9,156,398.96		
F	the total amount of CIL receipts, whenever collected, which were allocated but not spent during the reported year;		£8,381,983	CIL is allocated for spend during the Budget setting process for Capital Programme schemes - See part 3: <i>Infrastructure projects to be funded wholly or partly by CIL</i>	
G	in relation to CIL expenditure for the reported year, summary details of—				
	i	the items of infrastructure on which CIL (including land payments) has	£ 8,591,935.88		
				Bullington Community Centre	£132,742.00
				Leisure Centre Capital Works Replacement	£200,000.00

<b>Community Infrastructure Levy (CIL)</b>						
			been spent, and the amount of CIL spent on each item;		City-Wide Cycling Improvements, including cycle lanes and parking	£23,665.00
					East Oxford Community Centre	£3,377,322.69
					New Burial Space	£229,363.81
					Oxford Station Master Plan	£34,207.04
					Community Centre Capital Works and Replacement	£78,884.00
					City Centre Restart	£248.01
					Blackbird Leys Regeneration	£3,429,042.00
					Oxford North Developer Works	£950,016.97
					Cowley Branch Line	£136,444.36
		ii	the amount of CIL spent on repaying money borrowed, including any interest, with details of the items of infrastructure which that money was used to provide (wholly or in part);	£0		
		iii	the amount of CIL spent on administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that	£118,273.28	2.3% (Up to 5% can be used for administration)	

<b>Community Infrastructure Levy (CIL)</b>						
			year in accordance with that regulation;			
	h	in relation to CIL receipts, whenever collected, which were allocated but not spent during the reported year, summary details of the items of infrastructure on which CIL (including land payments) has been allocated, and the amount of CIL allocated to each item;		See Section 3		
	i	the amount of CIL passed to—				
		i	any parish council under regulation 59A or 59B; and	£142,551.22	<b>Parish</b>	<b>Amount</b>
					<b>Littlemore Parish Council</b>	£122,493.06
					<b>Old Marston Parish Council</b>	£6,951.34
					<b>Risinghurst &amp; Sandhills Parish Council</b>	£0
					<b>Blackbird Leys Parish Council</b>	£13,106.82
		ii	any person under regulation 59(4)	N/A		
	j	summary details of the receipt and expenditure of CIL to which regulation 59E or 59F applied during the reported year including—				
		i	the total CIL receipts that regulations 59E and 59F applied to;	£692,805.87	<b>NCIL not for PC</b>	
		ii	the items of infrastructure to which the CIL receipts to which regulations 59E	£304,638.58		
					<b>CIL payments to ward Councillor budgets</b>	£80,000.00
					<b>Headington Neighbourhood Forum:</b>	£33,000.00

Community Infrastructure Levy (CIL)						
			and 59F applied have been allocated or spent, and the amount of expenditure allocated or spent on each item;		Sports Facilities at Bury Knowle Park	
					<b>Headington Neighbourhood Forum:</b> 25 Hanging baskets	£2,937.50
					<b>Summertown and St Margaret's Neighbourhood Forum:</b> SHARE Oxford – Library of Things	£2,060.00
					<b>Summertown and St Margaret's Neighbourhood Forum:</b> Diamond Place toilets – decorating doors/frames	£1,877.37
					<b>Summertown and St Margaret's Neighbourhood Forum:</b> South Parade toilets – decorating doors/frames	£965.10
					<b>Summertown and St Margaret's Neighbourhood Forum:</b> Junction South Parade/Banbury Rd – removal of sign and erect new signage.	£792.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Summertown Christmas Lights	£2,220.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> St. Aloysius Bike Project	£4,837.42

Community Infrastructure Levy (CIL)						
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Hedgelaying at Burgess Field	£1,875.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Automatic External Defibrillator (St. Michael's Church Hall)	£1,841.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Spring bulbs for neighbourhood	£249.99
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Cricket nets at Ferry Leisure Centre	£8,292.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> SHARE Oxford PAT tester/safety equipment	£1,593.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Cherwell School Ecology Garden	£4,369.00
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b>	£579.17

Community Infrastructure Levy (CIL)						
					Cotteslowe Larder Allotment Bench	
					<b>Summertown &amp; St Margaret's Neighbourhood Forum:</b> Cotteslowe Minnows – Funding for materials and equipment	£4,500.00
					<b>Wolvercote Neighbourhood Forum:</b> Cotteslowe Greenhouse	£4,722.00
					<b>Wolvercote Neighbourhood Forum:</b> White Hart Community Pub	£45,182.70
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Village Hall disabled toilets	£1,850.00
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Primary School (bike shed)	£10,000.00
					<b>Wolvercote Neighbourhood Forum:</b> EV charging point	£600.00
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Bellringers Simulator Upgrade	£1,794.35
					<b>Wolvercote Neighbourhood Forum:</b> Allotment to Larder project	£2,163.00
					<b>Wolvercote Neighbourhood Forum:</b>	£1,287.00

Community Infrastructure Levy (CIL)						
					Display cabinet for WI centenary banner	
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Young People's Club (heating boilers)	£15,306.90
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote & Wytham Midsummer Festival	£225.00
					<b>Wolvercote Neighbourhood Forum:</b> Sound equipment to reduce noise for live music	£2,485.16
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Tree Group	£6,978.77
					<b>Wolvercote Neighbourhood Forum:</b> Access improvement to St. Peter's Church	£3,985.55
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Village Hall (Seating)	£4,691.58
					<b>Wolvercote Neighbourhood Forum:</b> North Oxford Youth Theatre ramp	£400.00
					<b>Wolvercote Neighbourhood Forum:</b> Dandelions Play equipment & coat rack	£400.00
					<b>Wolvercote Neighbourhood Forum:</b>	£11,338.25

Community Infrastructure Levy (CIL)						
					Wolvercote Young Person's Club (Enhancing safety & energy efficiency)	
					<b>Wolvercote Neighbourhood Forum:</b> Cutteslowe Light trail (equipment only)	£4,979.77
					<b>Wolvercote Neighbourhood Forum:</b> Five Mile Drive Community Speedwatch sign	£498.47
					<b>Wolvercote Neighbourhood Forum:</b> Community pet scanner initiative	£167.88
					<b>Wolvercote Neighbourhood Forum:</b> Internal improvements at Wolvercote cricket club	£9,132.00
					<b>Wolvercote Neighbourhood Forum:</b> Davenant Road Traffic Calming & pedestrian safety (additional work to plans)	£2,643.87
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote area CIL programme management (2025)	£3,490.00
					<b>Wolvercote Neighbourhood Forum:</b> Wolvercote Young People's Club - Fire	£12,610.18



Community Infrastructure Levy (CIL)						
					Doors and further upgrades	
					<b>Wolvercote Neighbourhood Forum:</b> North Oxford and District Guides (Scout Hut lighting)	£2,517.60
					<b>Wolvercote Neighbourhood Forum:</b> Davenant Road Traffic Calming	£3,200.00
	k	summary details of any notices served in accordance with regulation 59E, including—				
		i	the total value of CIL receipts requested from each parish council;	£0		
		ii	any funds not yet recovered from each parish council at the end of the reported year;	£0		
	l	the total amount of—				
		i	CIL receipts for the reported year retained at the end of the reported year other than those to which regulation 59E or 59F applied;	£4,007,502.92		
		ii	CIL receipts from previous years retained at the end of the reported year other than those to which regulation 59E or 59F applied;	£8,089,222.41		

<b>Community Infrastructure Levy (CIL)</b>					
		iii	CIL receipts for the reported year to which regulation 59E or 59F applied retained at the end of the reported year;	£0	All retained CIL has been forward allocated to projects in j) ii)
		iv	CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the reported year.	£2,340,410.36	
	<b>2</b>	<b>For the purposes of paragraph 1—</b>			
	a	CIL collected by an authority includes land payments made in respect of CIL charged by that authority;		N/A	
	b	CIL collected by way of a land payment has not been spent if at the end of the reported year—		N/A	
		i	development (within the meaning in TCPA 1990) consistent with a relevant purpose has not commenced on the acquired land; or	N/A	
		ii	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	N/A	

<b>Community Infrastructure Levy (CIL)</b>					
			deemed to be CIL by virtue of regulation 73(9) has not been spent;		
	c	CIL collected by an authority includes infrastructure payments made in respect of CIL charged by that authority;		N/A	
	d	CIL collected by way of an infrastructure payment has not been spent if at the end of the reported year the infrastructure to be provided has not been provided;		N/A	
	e	the value of acquired land is the value stated in the agreement made with the charging authority in respect of that land in accordance with regulation 73(6)(d);		N/A	
	f	the value of a part of acquired land must be determined by applying the formula in regulation 73(10) as if references to N in that provision were references to the area of the part of the acquired land whose value is being determined;		N/A	
	g	the value of an infrastructure payment is the CIL cash amount stated in the agreement made with the charging authority in respect of the infrastructure in accordance with regulation 73A(7)(e).		N/A	

## 2: Report relating to financial year 2024/2025 on S106 Planning Obligations

### S106 Obligations

Requirement	Amount	Comment				
		Site name	Planning Reference	Date of Agreement	Trigger	Contribution Use
		<b>The Clarendon Centre Cornmarket Street</b>	21/00110/FUL	21/06/2024	Prior to implementation of the planning permission	£57,468.94 Towards off-site affordable housing
		<b>Land at Thornhill Park, Headington</b>	21/01695/FUL	26/09/2024	Open Space and Leisure/ Green Infrastructure	£79,700.00 Towards improvements to the C S Lewis Nature Reserve
						£200,000.00 Towards the provision of a Pavilion on the cricket ground
		<b>38 - 40 George Street Oxford</b>	21/01449/FUL	29/01/2025	50% On execution of the agreement and 50% prior to occupation	£6,000.00 Towards the costs of the City Council in connection with monitoring the Community Employment and Procurement Plan (CEPP) obligations
					Prior to first occupation	£3,000.00 Towards the costs of the City Council monitoring compliance with the obligations in the Community Enterprise Hub Plan

**(CIL Regulations: Schedule 2)  
The matters to be included in the section 106 report for each reported year are—**

- a the total amount of money payable to Oxford City Council to be provided under any planning obligations which were entered into during the reported year;

## S106 Obligations

Requirement	Amount	Comment					
		<b>Waynlete Building, 1-8 St. Clements &amp; 9-13 St. Clements</b>	24/01344/FUL	03/04/2025	Within 10 working days of the Biodiversity Commencement date	£4,921.00	Towards the costs of the City Council monitoring compliance with the obligations in the Biodiversity Gain Plan and the HMMP
		Site name	Planning Reference	Date Payment Received	Category	Available Balance	Contribution Use
		<b>Oxford North Northern Gateway</b>	23/00405/OU TFUL	10/02/2025	Highway/Transport	£486,725.04	<b>Bus Enhancement Contribution</b> – paid over to Oxfordshire County Council
		<b>Oxford North Northern Gateway</b>	23/00405/OU TFUL	10/02/2025	Highway/Transport	£4,056.00	Towards county council monitoring of approved Travel Plan
		<b>Barton Park</b>	13/01383/OUT (15/03642/RES)	16/12/2024	Community Facilities and Health	£166,000.00	Provision of the refurbishment and improvement of the Bury Knowle Satellite Surgery or such other healthcare provision that is secured for the benefit of the development at the reasonable election of the City Council
		<b>Northgate House 13-20 Cornmarket Street</b>	18/00258/FUL and 19/03189/VAR	26/03/2025	Economic Development	£200,000.00	Pedestrian improvements works including but not limited to hard and soft landscaping street furniture and resurfacing works to Market Street in front of the covered market for identification purposes as shown on plan
b	the total amount of money under any planning obligations which was <b>received during the reported year</b> ;	£856,781.04					

## S106 Obligations

Requirement	Amount	Comment
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c	the total amount of money under any planning obligations which was received before the reported year which has not been allocated by the authority;	£0
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d	summary details of any non-monetary contributions to be provided under planning obligations which were entered into during the reported year, including details of—	N/A
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Site name	Planning Reference	Date of Agreement	Trigger	Contribution Use
<b>The Clarendon Centre Cornmarket Street Oxford Oxfordshire OX1 3JD</b>	21/00110/FUL	21/06/2024	Prior to implementation of the planning permission to submit for approval the public realm strategy	Public Realm to be made available to the public as all times
<b>Land at Thornhill Park, Headington</b>	21/01695/FUL	26/09/2024	Prior to the opening of the   Hotel and Innovation Centre to enter into a Community Use agreement for public access	Community Use
<b>South Side Oxpens Road Bridge</b>	23/02506/CT3	04/07/2024	To submit the Biodiversity Scheme to the City Council for its written approval prior to implementation of the Planning Permission To submit the Biodiversity Scheme to the City Council for	Biodiversity Scheme Biodiversity Scheme

## S106 Obligations

Requirement	Amount	Comment				
		<b>John Radcliffe Hospital Headley Way</b>	23/02114/FUL	14/08/2024	its written approval prior to implementation of the Planning Permission To submit the Biodiversity Scheme to the City Council for its written approval prior to implementation of the Planning Permission	Biodiversity Scheme
		<b>38-40 George Street, Oxford</b>	24/01481/FUL	29/01/2025	To submit the Hub Management plan to the City Council for its written approval no later than 3 months prior to the Practical completion of the development and not to cause or permit occupation of the Hub until the Hub Management Plan has been approved in writing by the City Council  No later than 2 month following implementation of the Planning Permission a Community Employment and Procurement	Community Enterprise Hub  Community Employment and Procurement Plan

## S106 Obligations

Requirement		Amount	Comment			
			Plan shall be submitted to and be approved in writing by the City Council			
			Waynlete Building, 1-8 St. Clements & 9-13 St. Clements Biodiversity Monitoring Fee	24/01344/FUL	03/04/2025	Biodiversity
			To submit the Biodiversity Scheme to the City Council for its written approval prior to implementation of the Planning Permission			
			<b>Site name</b>	<b>Planning reference</b>	<b>Date of agreement</b>	<b>Affordable units</b>
i	in relation to affordable housing, the total number of units which will be provided;	201	Land at Thornhill Park, Headington	21/01695/FUL	26/09/2024	201
ii	in relation to educational facilities, the number of school places for pupils which will be provided, and the category of school at which they will be provided;	N/A	Responsibility of Oxfordshire County Council			
e	the total amount of money (received under any planning obligations) which was allocated but not spent during the reported year for funding infrastructure;	£14,994,315.78				
f	the total amount of money (received under any planning obligations) which was spent by the authority in the reported year (including transferring it to another person to spend);	£1,046,290.11	See full breakdown in 3(h)(i)			



## S106 Obligations

Requirement	Amount	Comment					
g	£13,948,025.67	S106 Contribution Category		Amount			
		Affordable Housing		£12,166,478.39			
		Open Space and Leisure/ Green Infrastructure		£867,678.62			
		Community Facilities		£403,000.00			
		Highways/ Transport and Travel		£227,035.75			
		Economic Development		£239,880.00			
		Other (E.g. works of art)		£43,952.91			
h	£1,046,290.11						
		Site name	Planning Reference	Date Payment Received	Category	Amount	Contribution Use
		Hernes House, 3 Hernes Crescent	10/02605/FUL	24/10/2013	Affordable Housing	£128,000.00	Towards off-site Affordable Housing
		Cardinal House, Cardinal Close	09/01502/CT3	28/01/2010	Open Space and Leisure/ Green Infrastructure	£126.00	Towards ilprovements to Allotment Facilities within the vicinity of Rose Hill
		Bury Knowle Park Depot	13/01814/CT3	31/08/2014	Open Space and Leisure/ Green Infrastructure	£1,666.00	Indoor/outdoor sports provision
		Bury Knowle Park Depot	13/01814/CT3	31/08/2014	Open Space and Leisure/ Green Infrastructure	£573.00	Towards Improvements to Play Area

## S106 Obligations

Requirement	Amount	Comment					
		East Minchery Farm Allotments, Priory Rd	13/01610/CT3	31/08/2014	Open Space and Leisure/ Green Infrastructure	£3,719.47	Towards Improvements to Play Area
		Lawn Upton House, Sandford Rd, Littlemore	13/00739/FUL	31/12/2014	Open Space and Leisure/ Green Infrastructure	£4,316.42	Towards Open Space/Park Ecology
		Lawn Upton House, Sandford Rd, Littlemore	13/00739/FUL	31/12/2014	Open Space and Leisure/ Green Infrastructure	£202.73	Towards Improvements to Allotments
		Lawn Upton House, Sandford Rd, Littlemore	13/00739/FUL	31/12/2014	Open Space and Leisure/ Green Infrastructure	£219.24	Towards Improvements to Play Area
		Land at Greyfriars Court, Paradise Square	17/00860/FUL	03/05/2019	Open Space and Leisure/ Green Infrastructure	£38,000.00	Towards the future maintenance of Paradise Gardens
		Littlemore Park, Littlemore	14/02940/OU T	27/02/2020	Open Space and Leisure/ Green Infrastructure	£59,320.00	Towards general sports and Leisure Facilities for public use in Littlemore
		Land known as The Lord Nuffield Club, William Morris Close	18/00333/OU T	15/10/2020	Open Space and Leisure/ Green Infrastructure	£304,879.39	Towards Leisure Facilities/Sports provision
		East Minchery Farm Allotments, Priory Rd	13/01610/CT3	31/08/2014	Open Space and Leisure/ Green Infrastructure	£11,114.00	Towards Indoor Sports Facilities
		Lawn Upton House, Sandford Rd, Littlemore	13/00739/FUL	31/12/2014	Open Space and Leisure/ Green Infrastructure	£2,578.82	Towards Indoor Sports Facilities
		Oxford North	18/02065/OU TFUL	10/02/2025	Highways/ Transport and Travel	£486,725.04	Bus Enhancement Contribution paid over to Oxfordshire County Council

## S106 Obligations

Requirement	Amount	Comment					
		Oxford North	18/02065/OU TFUL	10/02/2025	Highways/ Transport and Travel	£4,050.00	Travel Plan Monitoring Contribution paid over to Oxfordshire County Council
91		the amount of money (received under planning obligations) spent on repaying money borrowed, including any interest, with details of the items of infrastructure which that money was used to provide (wholly or in part); the amount of money (received under planning obligations) spent in respect of monitoring (including reporting under regulation 121A) in relation to the delivery of planning obligations;					
	£0	ii					
	£0	iii					
		the total amount of money (received under <b>any planning obligations</b> ) during any year <b>which was retained at the end of the reported year</b> , and where any of the retained money has been allocated for the purposes of longer-term maintenance ("commuted sums"), also identify separately the total amount of commuted sums held.					
	£0	i					
4		The matters which may be included in the section 106					

## S106 Obligations

Requirement	Amount	Comment
report for each reported year are—		
summary details of any funding or provision of infrastructure which is to be provided through		
a a highway agreement under section 278 of the Highways Act 1980 which was entered into during the reported year, Summary details of any funding or provision of infrastructure	N/A	Responsibility of Oxfordshire County Council
b under a highway agreement which was provided during the reported year.	N/A	Responsibility of Oxfordshire County Council
5 For the purposes of paragraph 3—		
where the amount of money to be provided under any planning		
a obligations is not known, an authority must provide an estimate;		
a non-monetary contribution		
b includes any land or item of infrastructure provided pursuant to a planning obligation;		
Where the amount of money spent in respect of monitoring in		
c relation to delivery of planning obligations is not known, an authority must provide an estimate.		

### 3: Infrastructure projects to be funded wholly or partly by CIL

There is currently £83,690 of CIL that is yet to be allocated on projects/schemes within the Council's Capital Programme as part of the Budget setting process. CIL is used alongside other funding sources to deliver projects and schemes across the city as part of the Capital Programme.

The funding of projects and schemes from CIL is set annually as part of the wider budget setting process for the Capital Programme with minor budget adjustments being made throughout the year, if and when necessary. The programme below sets out how funding from CIL is to be allocated to different infrastructure projects for the reported year and upcoming 5 years - however, this is currently under review. As part of the budget setting process, which at the time of reporting has not yet completed (completion expected Feb/Mar 2026), projects and allocations may change. The following table in this section only shows the funding from CIL and does not show full scheme costs or other funding sources.

Table 3.1 – CIL Capital Programme (October 2025)

Strategic Projects	Links to wider strategies and Infrastructure Delivery Plan (IDP)	Infrastructure Category	2024/25 £	2025/26 £	2026/27 £	2027/28 £	2028/29 £
<b>CIL Balance Brought Forward</b>			<b>(14,939,488)</b>	<b>(8,465,673)</b>	<b>(3,292,716)</b>	<b>(2,583,690)</b>	<b>(2,583,690)</b>
Oxford and Abingdon Flood Alleviation Scheme	IDP; Oxfordshire Infrastructure Strategy (OxIS)	Green/Blue Infrastructure		249,038			
Bullington Community Centre	IDP	Community Facilities	132,742				
B0086 Extension to Seacourt Park & Ride	IDP	Transport/ Highways					
Controlled Parking Zones	IDP, Local Plan, Local Transport Plan (LTP), OxIS	Transport/ Highways		443,000			
City-Wide Cycling Improvements, including cycle lanes and parking	IDP, Local Plan, LTP	Transport/ Highways	23,665	168,340			
East Oxford Community Centre	IDP	Community Facilities	3,377,322.69	2,300,777	88,157		
Blackbird Leys Regeneration	Local Plan	Economic Development	3,429,042				
Oxford Station Masterplan (Feasibility)	IDP, Local Plan, OxIS	Economic Development, Transport	34,207.04	17,356			
City Centre Restart (capital)	COVID-19 City Restart Measures	Economic Development	248.01	39,076			
Infrastructure Feasibility Budget	IDP, Local Plan, OxIS	Economic Development, Transport		43,350			
CPZ Donnington	IDP, LTP, Local Plan	Transport/ Highways					
Old Gas Works Bridges	Oxford City Council	Transport/ Highways					
New Burial Space	IDP, Local Plan	Cemeteries	229,363.81	1,447,636	420,869		
Jericho Community Centre	Local Plan	Community Facilities		200,000			
Leisure Centre Capital Works and Replacement	Local Plan	Leisure	200,000	193,278	200,000		
Community Centre Capital Works and Replacement	IDP, Local Plan	Community Facilities	78,884	71,116			

Cowley Branch Line (2028/29)	IDP, Local Plan	Transport/ Highways					2,500,000.00
<b>Total Projected Funding</b>			<b>7,505,475</b>	<b>5,172,957</b>	<b>709,026</b>		<b>2,500,000.00</b>
<b>Total Forecast Receipts in year</b>			883,525				
<b>Balance Carried Forward</b>			<b>(8,465,673)</b>	<b>(3,292,716)</b>	<b>(2,583,690)</b>	<b>(2,583,690)</b>	<b>(83,690)</b>

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## Appendix 3 – 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 (Authority Monitoring Report)	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	1 November 2025	1, 2, 3, 4, 5	2	1	2	1	2	1	Director of Planning and Regulatory Services		
CEB-001-PS	Reputational risk (Infrastructure Funding Statement)	T	Funding of infrastructure via developer contributions could be perceived as inadequate	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 appropriately assign funding)	Reputation of the City Council could be adversely affected in the eyes of the community and stakeholders	1 November 2025	1, 2, 3, 4, 5	2	1	2	1	1	1	Director of Planning and Regulatory Services		

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## 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 required to comply with 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 also requires officers to 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 returned for it to be made again, which can be a costly and time-consuming process 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.***

7. **Responsibility** for discharging cannot 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?

The Oxford Local Plan 2036 is a statutory document that sets the policy framework for development across the city. It sets out policies for the economy, housing, social and the environment. Any development proposal needs to be considered within the light of these adopted policies and a careful balance struck to ensure that no groups are disadvantaged by policies and that the environment is safeguarded and opportunities for environmental enhancement are achieved.

The Infrastructure Funding Statement reports on how developer contributions are spent on Infrastructure items, both at a strategic level and for local communities. Any developer contributions allocated have been considered to deliver infrastructure provision for the benefit of the City, to sustainably mitigate the impacts of development, and to ensure that no groups are disadvantaged by the allocation of funds.

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

This authority monitoring report provides information as to the effectiveness of the policies in the Plan. It is not within its scope to make any changes to adopted policies however it does provide useful information as to the effectiveness of policies which can be fed into plan-making activities.

The Infrastructure Funding statement, likewise, reports on how funds have been allocated to deliver infrastructure needs of the City (summarised on the Infrastructure Delivery Plan). It is not within the scope of the IFS to determine spending priorities, although it does help identify the current position and review progress in terms of delivering the infrastructure needs of the city.

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.

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

N/A

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

N/A

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

N/A

Lead officer responsible for signing off the EIA: Sarah Harrison

Role: Planning Policy Team Leader  
Report Author

Date: 4 October 2025

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)

**To:** Cabinet

**Date:** 4 December 2025

**Report of:** Caroline Green – Chief Executive

**Title of Report:** Devolution Expression of Interest for Oxfordshire within a Thames Valley Mayoral Strategic Authority

Summary and recommendations	
<b>Decision being taken:</b>	To endorse the submission by Oxfordshire County Council on behalf of Oxfordshire councils of an Expression of Interest to Government for the inclusion of the Thames Valley area in the next wave of its Devolution Programme.
<b>Key decision:</b>	No
<b>Cabinet Member:</b>	Councillor Susan Brown, Leader of the Council
<b>Corporate Priority:</b>	Good, affordable homes. Strong, fair economy. Thriving communities. Zero Carbon Oxford. Well-run council.
<b>Policy Framework:</b>	The Government's Devolution White Paper published December 2024 The Council Strategy 2024-28

Recommendation(s): That Cabinet resolves to:
<ol style="list-style-type: none"> <li>1. <b>Endorse</b> the benefits from the proposed devolution of powers and functions to a future Thames Valley Mayoral Strategic Authority, and agrees to continue building on the collaborative approach across the region to date;</li> <li>2. <b>Endorse</b> the Expression of Interest (EOI) to be submitted by Oxfordshire County Council as the upper-tier authority to Government, noting that the EOI is designed to proactively position our region for early consideration in the next wave of the Devolution Programme;</li> <li>3. <b>Acknowledge</b> the EOI as an initial invitation to Government, opening further dialogue and engagement, and not a decision to establish a Strategic Authority;</li> </ol>

4. **Agree** that a further report will be brought to Cabinet prior to any final decision by Oxfordshire County Council as upper-tier authority on the creation of a Strategic Authority; and
5. **Note** an informal Devolution Programme Board will oversee discussions with Government, ensuring robust governance and stakeholder engagement by elected members throughout this process.

Information Exempt From Publication	
	None

Appendix No.	Appendix Title	Exempt from Publication
<b>Appendix 1</b>	Expression of Interest letter (EOI)	No

## Introduction and background

1. This report notes an Expression of Interest (EOI) will be made by Oxfordshire County Council to Government on behalf of Oxfordshire councils. This is in response to the Government's Devolution policy and seeks to position the Thames Valley region in the next round of Devolution for the purpose of creating a Mayoral Strategic Authority (MSA).
2. By submitting the EOI (Appendix 1) Oxfordshire councils are requesting the Secretary of State engages with us on devolution of powers and functions.
3. Our region aims to enter dialogue with Government to target regional economic growth working within a strategic partnership that focuses on promoting innovation, sustainability and prosperity.
4. An MSA would provide collaborative regional governance and resources to support Oxford City Council's work to enable inclusive growth in our area for the benefit and wellbeing of our residents.

## Government's programme of Devolution

5. The principle of devolution is well-established, with Government aiming to redistribute political, social and economic power across England. With its ambition now focused on universal coverage of Strategic Authorities across England following the English Devolution White Paper and the English Devolution and Community Empowerment Bill, Leaders have been meeting across our region to explore the opportunity for Devolution.
6. The Government's vision is for all parts of England to be part of regional Strategic Authorities led by a regional Mayor. These authorities will drive growth and deliver strategic leadership in areas such as inward investment, employment, skills, strategic planning, sustainability, infrastructure investment and transport.



7. Devolution will require council Leaders, supported by their Chief Executives, to form new strategic regional partnerships to drive our ambitions for place based all-inclusive growth.

#### **A Thames Valley MSA to drive regional growth**

8. Becoming a Mayoral Strategic Authority represents a significant opportunity for regions in England to drive inclusive growth and prosperity for communities and businesses. With new powers and investment, MSAs can address strategic economic challenges and opportunities, in collaboration with local Leaders, business leaders and investors, with Government and increasingly, with other Strategic Authorities as part of the Council of Regions.
9. Failing to pursue this opportunity carries real risks. Areas that do not secure a strategic authority risk missing out on funding, influence, the ability to set their own strategic direction and deliver against regional priorities. In an increasingly devolved landscape, inaction could for some years result in diminished competitiveness, slower growth, and reduced leverage in regional and national decision-making around investment. Ultimately, Government is taking powers through the English Devolution and Community Empowerment Bill that would enable it eventually to direct local areas to join an MSA.

#### **Thames Valley regional economy**

10. The Thames Valley economy is one of the most dynamic and globally connected in the United Kingdom contributing £billions in Gross Value Added (GVA) to the national economy each year. On a per-person basis, it ranks second only to London, a reflection of the area's powerful concentration of high-value industries and skilled workforce.
11. The Thames Valley region's prosperity has its roots in knowledge and innovation, driven by digital technology, communications, life sciences, biotech, and health including creative and professional service sectors that have flourished thanks to the connectivity and proximity to London and Heathrow Airport. Global companies have long chosen to locate in the Thames Valley with established hubs for technology and business services. This includes fast growing sectors in pharmaceuticals, manufacturing, and digital.
12. Our region's economy has a critical mass of science, learning, intellect and inspiration. It has a culture of pushing boundaries, pioneering and entrepreneurship. The universities are powerhouses of knowledge and beacons of experimental excellence as are many of the businesses located in Oxford and elsewhere across the Thames Valley geography.
13. The talent emerging from the universities is driving the establishment of spin out businesses and their scaling up, contributing to an environment that promotes and nurtures commercialisation.

#### **Risk of economic decline**

14. Despite its track record of success, the Thames Valley economy has not been immune to the decline in productivity across the UK in recent years, suffering from underinvestment and increased global competition. Its relative prosperity brings other challenges, including housing affordability, infrastructure constraints, and uneven growth across localities.

15. Transport infrastructure, an essential enabler of economic growth, is struggling to cope with increased demand. Education and skills are in many respects mismatched with those required to power capacity for economic growth.
16. A strategic approach is needed to plan a step change in housing delivery and associated infrastructure, coordinate the adoption of green technologies, develop regional connectivity and attract inward investment to power up the economy.
17. Without this, the Thames Valley risks economic decline as businesses and inward investment divert to regions that have clear joined up regional Growth Plans and unfragmented governance arrangements; or simply goes to established international knowledge economy hubs in places like Boston and Silicon Valley.

### **The opportunity**

18. There are substantial benefits in seeking devolution of powers. Devolved control over adult education and skills budgets allows authorities to better align training provision with the needs of local industries from digital technology and life sciences to creative industries, helping retain talent and businesses whilst ensuring inclusive access to opportunities.
19. Devolved powers and responsibility strategic housing delivery and spatial planning will help address housing affordability and ensuring growth benefits reach all communities.
20. A regional transport strategy would future proof the region's rail links. Coordinated investment in rail, bus, and sustainable transport would reduce travel times, improve productivity and support the net zero agenda.
21. A science partnership could form a knowledge-intensive growth region with a stronger national and international identity capable of competing with major European economic clusters.
22. Stronger coordination through an agreed MSA regional growth plan, influenced and led by local authorities, will stimulate a larger, integrated economy that can carry more weight in negotiations with Government, securing devolved funding and national infrastructure investment. It would also present a more compelling 'investment ready' proposition to global investors seeking a region that combines cutting-edge research with commercial capability.

### **Expression of Interest**

23. The EOI emphasises the region's strengths in innovation and productivity and its readiness to enter discussions with Government for a possible MSA. Devolution will drive inclusive growth and unlock significant opportunities for local communities and the UK more broadly.
24. The Thames Valley EOI highlights:
  - **Economic rationale:** The region has national excellence and/or international excellence in at least 5 of the 8 key business sectors highlighted in the Government's Modern Industrial Strategy. The MSA would provide the framework that allows businesses to leveraging those sectors across a wider geography and create jobs. The ambition is to restore growth to pre-Covid levels.

- **Collaborative governance:** There is a commitment to partnership working across constituent councils, with clear terms of reference and for the EOI to mark the start of wider stakeholder engagement across the region.
- **Strategic powers and funding:** Powers over transport, skills, strategic planning, housing, and economic development and the ability to provide these within a business eco-system will lead to greater investment.
- **Place-based leadership:** Greater local control to deliver national policy objectives at local level has been shown to be successful in other established Strategic Authority areas. Adapting powers and functions to meet local needs strengthens local identity, accountability, and the ability to deliver tailored solutions for residents.

25. The EOI is the first stage towards devolution. While it does not bind any council to an MSA at this stage, it does indicate our readiness to engage further.

26. The EOI is described as non-geographically specific and so does not yet determine the future membership of the proposed Thames Valley MSA. However, those councils that are signatories to the EOI and are continuing to collaborate to see its implementation are: Bracknell Forest Council, Cherwell District Council, Oxford City Council, Oxfordshire County Council, Reading Borough Council, Royal Borough of Windsor & Maidenhead, Slough Borough Council, South Oxfordshire District Council, Swindon Borough Council, Vale of White Horse District Council, West Berkshire Council, West Oxfordshire District Council, Wokingham Council

27. Oversight of the proposals will be through a Devolution Board made up of elected representatives from each participating council.

## Next Steps

- **Submission of the EOI** (subject to approval) by Oxfordshire County Council on behalf of Oxfordshire councils to Government by 19 December 2025, followed by further engagement and refinement based on feedback from Leaders, Chief Executives, and stakeholders.
- **Ongoing governance and oversight** via the Devolution Board, with updates to Cabinet as needed and public consultation as the process evolves.
- **Build the proposal** through regular engagement, agreeing a specific geography and the size and scale of the Strategic Authority based upon criteria set out in the Devolution White Paper as follows:
  - **Scale:** Strategic Authorities should be of comparable size to existing institutions. The default assumption is for them to have a combined population of 1.5 million or above. The combined population of the council areas submitting EOI is 1.9 million.
  - **Economies:** Strategic Authorities must cover sensible economic geographies with a particular focus on functional economic areas, reflecting current and potential travel-to-work patterns and local labour markets. It is likely that where travel to work areas are small and fragmented, Strategic Authorities will cover multiple travel to work areas.
  - **Contiguity:** Any proposed geography must be contiguous across its constituent councils (either now or with a clear plan to ensure contiguity in the future through agreed local government reorganisation).

- No 'devolution islands': Geographies must not create devolution 'islands' by leaving areas which are too small to go it alone or which do not have natural partners.
- Delivery: Geographies should ensure the effective delivery of key functions including Spatial Development Strategies, Local Transport Plans and Get Britain Working Plans.
- Alignment: The government will seek to promote alignment between devolution boundaries and other public sector boundaries.
- Identity: A vital element of successful devolution is the ability for local residents to engage with and hold their devolved institutions to account – and local identity plays a key role in this.
- **Stakeholder engagement** with residents, businesses and public sector partners to explore devolution for our region.
- **Finalise proposal** with further decisions made at key points by Cabinet.

### **Analysis and consideration of alternative options**

28. The Government has set a clear ambition for universal coverage of MSAs across England. It is also legislating for a ministerial directive, which will enable it to directly create Strategic Authorities in any places where local leaders in that region have not been able to agree how to access devolved powers. Therefore the “do nothing” option could mean Government legislating on our behalf for devolution and is not recommended.
29. Opting to begin further discussions with Government on devolution would allow the Council to lead the definition of the strategic authority for our region. This will provide choice over the geography and the ability to determine the key priorities for our area.

### **Financial implications**

30. During the Budget process 2025/26 Oxfordshire County Council set aside a budget of £10m to cover the costs of LGR and devolution. Subject to Cabinet decision, Oxford City Council will consult on a proposed £2m provision in its 2026/27 Budget as its contribution towards the costs of LGR and devolution. To date the costs of devolution have been limited to the costs of the Programme Director role and consultants advising on the economic analysis. These costs are shared amongst the councils participating in discussions on devolution.
31. There are no direct financial implications arising from the submission of the Expression of Interest. As discussions with Government proceed the opportunity will arise to explore how growth in our economy could create significant social and economic uplift for our area and indeed, for the whole country. The Thames Valley is a positive contributor to Treasury.
32. Devolution and Local Government Reorganisation offer an opportunity to reset local government finances. In this context, the EOI submission seeks discussions with Government on developing innovative fiscal solutions to support investment into the Thames Valley Region. This reference to investment funding will also look to develop a more self-sufficient strategic authority that is not reliant on revenue gainshare and

seeks inward investment through the private sector and funding institutions, as part of any regional investment strategy.

### **Legal issues**

33. The submission of an EOI to open discussions with Government on Devolution is an executive decision of Oxfordshire County Council as the upper-tier authority. The Levelling Up and Regeneration Act 2023 allows for areas to collaborate to create new Strategic Authorities. The Act requires constituent councils to consent to Devolution, however 'constituent council' is defined in the Act as including only upper-tier councils. While Oxford City Council has participated in all discussions regarding devolution for Oxfordshire and the wider region, its role is to consider whether it supports the decision by the County Council.
34. The Cabinet has the authority to formulate the Council's overall policy objectives and priorities, which permits it to make this endorsement.
35. The English Devolution White Paper sets out the Government's intention that where the geographies of new Mayoral Strategic Authorities align with Police areas and Fire and Rescue Authorities, Mayors will, by default, be responsible for those services. Where those boundaries do not currently align Government has said that it will look to align public sector boundaries to strategic authority boundaries.
36. Through the English Devolution Bill, the Government will introduce a new bespoke duty for Strategic Authorities in relation to health improvement and health inequalities. Strategic Authorities will support partners in driving public service reform and the new devolution framework will set clearer expectations for Mayors' roles in local health systems and in improving population health.

### **Level of risk**

37. Risks associated with not seeking to progress Devolution are considered in this report. However, as the decision to submit an EOI rests with Oxfordshire County Council, with or without this Council's support.

### **Equalities impact**

38. There are no immediate equalities implications arising from this report. However, the purpose of forming an MSA is to bring an inclusive growth strategy to the Thames Valley Region. A strategy that ensures no one is left behind in the ambition to bring economic growth.
39. The expected benefits of devolution are to drive growth, enable housing delivery, and empower local leaders to place more focus on inequality and living standards. An Equalities Impact Assessment will be developed against the different elements of devolution, as proposals progress.

### **Carbon and Environmental Considerations**

40. There are no immediate sustainability implications arising from these decisions. Government has indicated it will give strategic authorities a meaningful role in planning for our future energy system, establishing heat network zoning in England and leading on local nature recovery. The detail of these various policies are to follow as the English Devolution and Community Empowerment Bill proceeds through Parliament.

## Engagement

41. The EOI was developed collaboratively, with input from local authority Leaders, Chief Executives and other council officers.
42. The EOI is a strategic step to initiate formal discussions with Government, with public and stakeholder engagement planned should the Government accept the Council onto the devolution programme.
43. Devolution is a collaborative process which will require continuous engagement and collaboration between local authorities and with residents, public sector institutions including the NHS, Police and Fire Authorities, businesses, and further and high education providers and other key local organisations and businesses.
44. It is also vital that residents are involved at the earliest opportunity to inform and shape the process. It will not be possible to carry out resident engagement prior to submitting an EOI but it is expected that resident engagement would begin after Government agrees to further discussions.

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<b>Background Papers:</b>	
1	English Devolution White Paper
2	English Devolution and Community Empowerment Bill

## Appendix 1

### Thames Valley Devolution EOI Letter

VERSION AND DATE	DESCRIPTION
VERSION 6 11 <sup>TH</sup> NOVEMBER 2025	Sixth draft with minor amends following Devolution Board

#### **This EOI aims to...**

Proactively position Thames Valley at the front of the queue for future devolution by submitting a compelling case ahead of formal process, as an input for new ministerial briefings

Set out a clear and focused pitch, explicitly aligned to current Government priorities, making it easy for ministers and officials to see how their goals can be achieved through Thames Valley's proposals

Demonstrate the existing strength of partnership and delivery across the region, and readiness for devolution

Demonstrate proactive thinking around how Level 3 MSA powers will be used to drive benefits in this region and its specific conditions and opportunities

#### **This EOI is not...**

A longform prospectus

For a broad range of audiences – we are in this instance aiming to convince Government and the Thames Valley Members of the case for devolution

An exhaustive application form with all questions answered – emerging ideas and thinking is helpful

When submitted to each local authority Council for approval, this letter will be accompanied by a cover report setting out the context and rationale for the EOI, and addressing regional and individual local authority issues or concerns. This aims to support constructive Council discussions and approval.

The EOI letter will also be accompanied by supplementary document for use by local authority Leaders and CEOs in discussions with Government and other national and regional stakeholders. It will set out more information on the economic context, growth challenges, and opportunities facing the Thames Valley; the rationale for devolution and a Mayoral Strategic Authority; the proposed objectives and mechanisms for regional growth; and anticipated next steps in engagement with government and stakeholders. We are in the process of collating a list of projects and ideas to include in this document and the EOI itself.

## EOI

Dear Secretary of State,

We, the Leaders of the local authorities in the Thames Valley, are writing to you in your capacity as Secretary of State for Housing, Communities and Local Government regarding our desire for devolution and our inclusion on a future Devolution Programme.

We have carefully considered our rationale and case for devolution to this region and see a significant opportunity to drive growth and prosperity as a Mayoral Strategic Authority. Our £97 billion economy is already a core contributor to the national economy and will continue to add economic value through our highly productive and innovative businesses, constituting the sectors prioritised in the Modern Industrial Strategy and a large part of the Ox-Cam Corridor, a key national growth proposition. However, the region's post-pandemic recovery has been slower than the national trajectory, and our globally recognised clusters face increasingly strong competition. We will use the powers, investment and platform as an MSA to unlock constraints on growth, with the potential for the Thames Valley economy to be up to £18.7 billion a year larger by 2040, which corresponds to a £7 billion annual uplift in tax revenue contributions to the exchequer.

We have come together as strong local Leaders to pursue the significant opportunities of devolution for our communities. Whilst we acknowledge and respect our differing political and local priorities, together we recognise and collectively support the core economic rationale and strategic intention for delivering inclusive growth within a Thames Valley MSA. We stand ready with the strength of relationships, trust, track record, collective governance and ways of working required to work with Government and implement a successful MSA. We would like to work towards a first mayoral election in May 2027, in line with the current timeline for local government reorganisation.

### **Importance of the Thames Valley for the UK Economy**

The Thames Valley serves as an innovation-driven and export-focused catalyst for UK economic growth, accounting for approximately 5% of England's total economy while comprising just 3.4% of its population. Our economy comprises world-renowned universities, respected research centres, and leading science parks filled with forward-thinking companies, driving innovation ecosystems that spur new ideas and growth across UK supply chains. Oxford University is a jewel in the UK's global research offer, and our partnerships with Reading University creates value for residents, businesses, and investors through key assets such as the Thames Valley Science Park, which hosts research facilities and archives for the Natural History Museum, British Museum and Kew Gardens. Our region is a globally compelling investment case, with major global companies such as Microsoft, Oracle, Redwood Technologies, Virgin, Vodafone, and Hewlett-Packard located in the UK's Silicon Valley along the M4 corridor, with direct links to London and Heathrow Airport. From the region that gave the world the Oxford–AstraZeneca COVID-19 vaccine, the Ellison Institute of Technology in Oxford is now investing over £10 billion in research and development to facilitate further globally significant advancements in artificial intelligence, robotics, and life sciences. Major investment in AI infrastructure has been secured across the region, with the second largest concentration of data centres in the world in Slough and the first AI Growth Zone in Culham. We have high-performance manufacturing capabilities along the M40 corridor, exemplified by Plant Oxford, home to BMW Mini, extending into Banbury and the UK Motorsports Valley into the Midlands. We are home to world-famous tourist attractions, from Windsor to the Cotswolds, Oxford, Blenheim Palace and Bicester Village. We are



known world-over as a great place to visit, live, innovate and invest. Our investment proposition is already backed by Government, with continued global promotion of the Oxford-Cambridge corridor, of which we are a core part, investment in East-West Rail, high-profile support through the Oxford Growth Commission and recent investment in the Cowley branch line.

The industrial composition of the Thames Valley directly aligns with almost all the sector strengths outlined in the Industrial Strategy – our economy is anchored by professional and business services, with notable capabilities in digital technologies, life sciences, advanced manufacturing and a prominent finance sector. The strength of the region's visitor economy not only supports our foundational sectors but also positively impacts our creative industries, especially our growing film and television cluster around Shinfield Studios. Proposed visitor economy investments, including the Puy du Fou Bicester, together with significant heritage landmarks would remain substantial contributors to export growth. Importantly, the Thames Valley demonstrates a strong orientation towards export activities: approximately 48% of the workforce is employed in exporting industries, and 40% hold positions within tradable sectors, both figures exceeding national averages. Exceptional productivity and economic complexity facilitate the dissemination of innovation across key sectors and strengthen supply chains nationwide. Furthermore, growth in GVA and household income in the Thames Valley has surpassed national rates, thereby improving local living standards and contributing positively to Exchequer revenues.

### **Signs of risk and stagnation**

Despite the Thames Valley's underlying strength, the region has not re-established its pre-pandemic growth path. Post-Covid productivity indicators show mixed fortunes, even as the UK aggregate edged up through 2023, evidence that recovery here has been shallower than the national trend. If the region were to return to the pre-pandemic growth trajectory from 2027 onwards the Thames Valley economy would be up to £18.7bn a year larger by 2040. This matters for residents: a weaker trajectory means fewer high-value job opportunities and slower wage progression than would otherwise have been the case. Slower growth in the Thames Valley reverberates through national supply chains and weakens spillovers to other regions, putting at risk delivery of the Industrial Strategy's IS-8 ambitions on productivity, exports and business investment. It limits the pace at which discoveries are commercialised, dampens the pipeline of high-value FDI into the UK, and slows diffusion of technologies across the wider economy. Crucially, restoring the Thames Valley's growth trajectory would result in an estimated £7 billion increase in tax revenue contributions from residents and businesses, directly strengthening the Government's ability to fund essential services and invest in long-term national priorities.<sup>1</sup>

### **Scale and agglomeration to drive growth**

To address these risks and realise our full economic potential, we need to leverage our potential for scale and agglomeration across our economic geographies. While each authorities' economy is individually strong, travel-to-work analysis reveals largely self-contained labour markets with currently limited cross-boundary matching and knowledge transfer across the region. In this current fragmentation lies a clear opportunity: given the region's complementary sector strengths the absence of integrated governance and coordinated connectivity means the Thames Valley is under-leveraging innovation adoption

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<sup>1</sup> This estimate is based off the ratio of GDP to national taxation (UK taxation as 37% of GDP) established by [Institute for Fiscal Studies](#) research

and diffusion and the opportunity to create a more unified labour market to scale economic growth.

### **Establishing an MSA with a growth mission at its core**

We propose the establishment of a Thames Valley Mayoral Strategic Authority (MSA) as a decisive step towards realising inclusive growth across our region. By harnessing devolved powers, the MSA will transform thriving yet separate labour markets into a unified innovation economy, ensuring that prosperity is accessible to all communities. Through the implementation of a Local Growth Plan, we can extend and enhance the efforts of the Oxford Growth Commission to systematically address housing quantity, quality, and affordability across the Thames Valley, one of the key constraints on inclusive growth and a key driver of deprivation. MSA powers would enable accelerated delivery of affordable and social homes, around employment hubs. Integrated multi-modal, low carbon transport solutions could be expanded and expedited along the M4/M40 corridors, into Heathrow and across the Ox-Cam corridor, and critical investment in digital, water and energy infrastructure facilitated, strengthening connections between urban and rural residents and key economic growth nodes, and beyond. This infrastructure delivery would align with targeted skills and employment initiatives, developed with spatial awareness of our IS-8 strengths and a commitment to tackling deprivation and untapped potential within our communities. Enhanced collaboration and coordination enabled by the MSA would also position the region to more effectively address environmental priorities, including climate change and biodiversity.

Collectively, these measures would result in improved job opportunities, reduced commute times, and provide greater access to affordable housing for residents, supported by an aligned skills programme and transport system that matches talent to opportunity. For the UK, it means the Thames Valley driving national growth through faster innovation, stronger exports, and a bigger boost to the public purse.

We recognise the highly interconnected nature of the Thames Valley, with London, across the Ox-Cam Corridor and into the Midlands. A Thames Valley MSA will be a strategic platform from which to go further and faster on pan-regional collaboration with our neighbours, including working on joint projects, spatial development and investment to drive wider economic growth. We are determined to use our Thames Valley partnership to further capitalise on economic scale and complementarity and compete across the globe.

If granted MSA status, the Thames Valley would be a fundamentally different kind of strategic authority – the largest by GVA outside of London, the MSA will be focused on unlocking constraints on an already high-performing economy so that all areas of the Thames Valley, and indeed beyond, benefit. We are therefore actively exploring innovative approaches to securing private investment and financing. Work is already underway to develop robust and viable propositions that match the scale and ambition for a Thames Valley MSA, and we look forward to working with Government to shape this more sustainable growth financing model.

### **Next steps**

A Thames Valley MSA would unlock constrained, high-value growth, accelerate innovation diffusion across IS-8 sectors, and strengthen national fiscal headroom. We therefore ask that the Thames Valley be considered for inclusion in the next Devolution Programme, and we would welcome an early meeting to discuss this opportunity. We are ready to work in open dialogue with MHCLG and your officials to implement a new phase of devolution and make the best impact for our businesses, communities, and the country.



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**To:** Cabinet  
**Date:** 10 November 2025  
**Report of:** Scrutiny Committee  
**Title of Report:** Recommendations from the Scrutiny Committee relating to the Local Government Reorganisation

Summary and recommendations	
<b>Decision being taken:</b>	To submit the recommendations of the Scrutiny Committee for Cabinet's consideration regarding the Local Government Reorganisation.
<b>Key decision:</b>	No
<b>Lead Member:</b>	Councillor Alex Powell, Chair of the Scrutiny Committee
<b>Corporate Priority:</b>	Good, affordable homes Strong, fair economy Thriving communities Zero carbon Oxford A well-run council
<b>Policy Framework:</b>	None

<b>Recommendation(s): That Cabinet:</b>
1. <b>Considers and responds</b> to the recommendations made by the Scrutiny Committee as set out in the report.

Information Exempt From Publication	
N/A	N/A

Appendix No.	Appendix Title	Exempt from Publication
N/A	N/A	N/A

## Overview

1. The Scrutiny Committee convened a Special meeting on 5 November 2025 to consider the proposals for the local government reorganisation. 3 models were

reviewed including the Three Unitary Authorities (“3UA”), Two Unitary Authorities (“2UA”), and Single Unitary Authority (“1UA”).

2. Cabinet, at its Special meeting on 10 November 2025, will consider the three proposals developed by Oxfordshire and West Berkshire councils for the creation of unitary local government and to agree Oxford City Council's preferred proposal for submission to Government by 28 November 2025.
3. Section 9F of the Local Government Act 2000 grants the Scrutiny Committee to make reports or recommendations to Cabinet with respect to the discharge of any functions which are the responsibility of the Executive; and on matters which affect the authority's area or the inhabitants of that area.

### **Summary of discussions**

4. Councillor Susan Brown, Leader of the Council and Cabinet Member for Partnership Working, together with Caroline Green, Chief Executive and Mish Tullar, Transition Director, presented Oxford City Council's developed proposal for the creation of three unitary authorities in Oxfordshire and West Berkshire.
5. The Committee posed a wide range of questions and reflected a number of concerns raised by communities likely to be affected by the proposed reorganisation.
6. Firstly, on representation and democratic voice, members explored how Oxford's influence would be maintained within a wider Mayoral Strategic Authority (“MSA”). It was acknowledged that the 3UA model would ensure both urban and rural voices are heard equitably – a marked improvement on the largely rural-dominant alternatives under which Oxford's voice risked being diluted. The Committee also heard that this model aligns well with the MSA framework by allowing strategic issues such as transport and regional development to be managed regionally, while keeping local decision-making rooted in communities. Whereas the MSA's voting arrangements could otherwise marginalise Oxfordshire's main urban area, the 3UA proposal offers a measure of structural balance and parity.
7. Recognising that voluntary organisations are vital to civic life, members raised concerns about the pressures faced by these groups, particularly outside Oxford and Banbury, and whether the 3UA model could better support these groups. The Committee was informed that the place-based approach inherent in 3UA offers opportunities for closer collaboration at local levels while still supporting county-wide voluntary initiatives. This, in turn, would help enable stronger partnerships between authorities and the voluntary sector and ensure smaller organisations are not left isolated from wider strategic support.
8. Touching on place-based identity, members questioned how the proposed boundaries had been drawn and to what extent they reflected existing community identities. The Committee was informed that boundaries were chosen to preserve a genuine sense of place and to avoid destabilising established communities. Whilst alternative border configurations were explored, further expansion of boundaries risked undermining local coherence. The 3UA proposal respects historic district boundaries while allowing the Boundary Commission to review and refine details at a later stage. Furthermore, enabling high density development of 2.6% of the Green Belt for housing and business close to Oxford was a highlighted key principle in the 3UA model, distinguishing it from rival models that could open the door to more

dispersed greenfield development, with a higher overall land take. Lastly, 3UA presents opportunities to strengthen parish and neighbourhood governance within each unitary area, deepening grassroots engagement which addresses one of the essential criteria.

9. The Committee then examined issues of staff transitions, job losses and financial management associated with the reorganisation. It was explained that the transition from seven to three authorities will involve restructuring, though redundancies are expected to be minimal and focused largely at senior management levels. Staff would be protected under TUPE regulations to ensure pay and conditions are preserved. The transition is expected to unfold over several years, with implementation targeted for 2028, following Government consultation which is anticipated for 2026. Financially, the transition would be self-funded, as no direct Government support is expected. However, Oxfordshire County Council has set aside £10m to cover mobilisation costs regardless of which proposal is ultimately approved, and Oxford City Council and other districts were expected to make provisions for contributions to these costs within their 2026/27 Budgets.
10. In discussion of implementation and next steps, the Committee learned that shadow authorities will receive transitional funding from existing council reserves, with cost-sharing across all current authorities. The Committee acknowledged the complexity of the transition but expressed confidence that the 3UA model is deliverable and sustainable over the long term.
11. With respect to the other models, the Committee noted that while both the Two Unitary Authorities and Single Unitary Authority proposals envisaged collaborative approach with neighbouring areas, the 1UA is characterised by a drive toward a full administrative merger – a position that diverges sharply from the more localised philosophies underpinning the 3UA proposal.
12. The Committee expressed strong concern that the 1UA proposal risks losing local identity and accountability, noting its lack of references to regional distinctions, community needs, or demographic diversity. The Committee warned that this centralisation could overlook critical opportunities to tailor policies and service delivery to Oxfordshire's varied urban and rural contexts, thereby weakening local democratic engagement and representation.

### **Final reflections and recommendation**

13. Throughout its consideration of the proposals, the Committee's discussion reflected a strong desire for a model of local government that is both ambitious in scope and grounded in local realities. The Committee consistently returned to the need for a structure that delivers meaningful local representation, protecting community identity and ensures sustainable service delivery over the long term.
14. Overall, the Committee expressed confidence that the 3UA proposal embodies the principles of place-based governance, local empowerment and practical deliverability. It was affirmed that this model represented the most practical, community-led and balanced path forward.
15. Accordingly, the Scrutiny Committee agreed to put to Cabinet its support for this model and recommend that the **Three Unitary Authorities proposal be formally submitted as Oxford City Council's preferred model for local government reorganisation to Government.**

## **Acknowledgements**

16. The Scrutiny Committee would like to thank the Cabinet for the cross-party way in which the proposals were developed and the opportunity benefitted to Council members to feed into the process at various points, and again the discussions with Scrutiny at this meeting, with particular thanks to Councillor Susan Brown (Leader, Partnership Working). The Committee is also grateful to Caroline Green (Chief Executive), Mish Tullar (Transition Director), Nigel Kennedy (Group Finance Director), Bill Lewis (Financial Accounting Manager), Emma Jackman (Director of Law, Governance & Strategy) (Monitoring Officer), Lucy Cherry (Policy and Partnerships Officer), Clare Keen (Policy and Partnerships Officer), and Jonathan Malton (Committee and Member Services Manager) and all involved for their contributions in this process.
17. Minutes of the Special Scrutiny meeting on 5 November 2025 can be viewed [here](#).

## **Financial implications**

18. Financial implications for the reports listed above were outlined within the reports presented at Scrutiny Committee or Working Group.
19. Where appropriate, any further financial implications were reviewed when considering the recommendations.

## **Legal issues**

20. Legal implications for the reports listed above were outlined within the reports presented at Scrutiny Committee or Working Group.
21. Where appropriate, any further legal implications were reviewed when considering the recommendations.

## **Level of risk**

22. Risk Registers, where appropriate, were linked to the reports presented at Scrutiny Committee or Working Groups.
23. Where appropriate, the risk register was reviewed when considering the recommendations.

## **Equalities impact**

24. Equalities Impact Assessments, where appropriate, were linked to the reports presented at Scrutiny Committee or Working Groups.
25. Where appropriate, the Equalities Impact Assessments was reviewed when considering the recommendations.

## **Carbon and Environmental Considerations**

26. Consideration for Carbon and Environmental impacts, where appropriate, were linked to the reports presented at Scrutiny Committee or Working Groups.
27. Where appropriate, the Carbon and Environmental impacts were reviewed when considering the recommendations.



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**Table 1 – Draft Cabinet response to recommendations of the Scrutiny Committee –  
Local Government Reorganisation**

The table below sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee at their Special meeting on 5 November in respect of the proposals to be submitted by Oxford City Council for the local government reorganisation. The Cabinet is asked to amend and agree a formal response as appropriate.

<b><i>Recommendation</i></b>	<b><i>Agree?</i></b>	<b><i>Comment</i></b>
1) The Scrutiny Committee recommends that the Three Unitary Authorities proposal be formally submitted as Oxford City Council's preferred model for local government reorganisation to Government.	Yes	This is line with officers' recommendation, that Cabinet submits the 3UA LGR proposal to Government.

**To:** Cabinet  
**Date:** 19 November 2025  
**Report of:** Scrutiny Committee  
**Title of Report:** Recommendations from the Scrutiny Committee

Summary and recommendations	
<b>Decision being taken:</b>	To submit the recommendations of the Scrutiny Committee for Cabinet's consideration.
<b>Key decision:</b>	No
<b>Lead Member:</b>	Councillor Alex Powell, Chair of the Scrutiny Committee
<b>Corporate Priority:</b>	A Well-Run Council
<b>Policy Framework:</b>	None

<b>Recommendation(s): That Cabinet:</b>
1. <b>Considers and responds</b> to the recommendations made by the Scrutiny Committee as set out in the report.

Information Exempt From Publication	
N/A	N/A

Appendix No.	Appendix Title	Exempt from Publication
N/A	N/A	N/A

## Overview and Summary

- The Scrutiny Committee met on 11 November 2025 and reviewed the following items:
  - Hackney Carriage Vehicle Emission Standards Amendment
- Working Group meetings were also held to consider a range of reports:

### Finance and Performance Working Group on 29 October 2025

- Payments System Update

3. Section 9F of the Local Government Act 2000 grants the Scrutiny Committee to make reports or recommendations to the Cabinet with respect to the discharge of any functions which are the responsibility of the Executive; and on matters which affect the authority's area or the inhabitants of that area.
4. Following the meetings, Cabinet Members, in consultation with the relevant Officers were asked to agree, agree in-part, or disagree with the recommendations.
5. The tables below detail the recommendations made by the Committee for each report, which Cabinet will consider at their meeting on 19 November 2025. Cabinet has provided a commentary on each recommendation to inform the Committee of the rationale behind its decision. No table was produced for items where no recommendations were suggested.
6. The recommendation from the meeting of the Finance and Performance Working Group was considered at the Shareholder and Joint Venture Group on 6 November 2025.
7. Minutes of the Scrutiny Committee on 11 November 2025 can be viewed [here](#).
8. The Committee would like to put on record:
  - The impact of Local Government Reorganisation is not used to stop the Cabinet and Council to stop pursuing long-term plans or strategies.
9. The Scrutiny Committee would like to thank Councillor Anna Railton (Deputy Leader and Cabinet Member for a Zero Carbon Oxford for their contributions). The Committee was also grateful to Emma Jackman (Director of Law, Governance and Strategy (Monitoring Officer)), Richard Adams (Community Safety Services Manager), and Joshua Curnow (Supervising Senior Licensing Officer) for their participation in presenting reports and responding to questions.

### **Financial implications**

10. Financial implications for the reports listed above were outlined within the reports presented at Scrutiny Committee or Working Group.
11. Where appropriate, any further financial implications were reviewed when considering the recommendations.

### **Legal issues**

12. Legal implications for the reports listed above were outlined within the reports presented at Scrutiny Committee or Working Group.
13. Where appropriate, any further legal implications were reviewed when considering the recommendations.

### **Level of risk**

14. Risk Registers, where appropriate, were linked to the reports presented at Scrutiny Committee or Working Groups.
15. Where appropriate, the risk register was reviewed when considering the recommendations.

### **Equalities impact**

16. Equalities Impact Assessments, where appropriate, were linked to the reports presented at Scrutiny Committee or Working Groups.

17. Where appropriate, the Equalities Impact Assessments was reviewed when considering the recommendations.

### **Carbon and Environmental Considerations**

18. Consideration for Carbon and Environmental impacts, where appropriate, were linked to the reports presented at Scrutiny Committee or Working Groups.

19. Where appropriate, the Carbon and Environmental impacts were reviewed when considering the recommendations.

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**Table 1 – Draft Cabinet response to recommendations of the Scrutiny Committee –  
Hackney Carriage Vehicle Emission Standards Amendment**

The table below sets out the draft response of the Cabinet Member to recommendations made by the Scrutiny Committee on 11 November 2025 concerning the Hackney Carriage Vehicle Emission Standards Amendment. The Cabinet is asked to amend and agree a formal response as appropriate.

<i><b>Recommendation</b></i>	<i><b>Agree?</b></i>	<i><b>Comment</b></i>
1) To have consistency with emissions standards policies for both Private Hire Vehicles and Hackney Carriage Vehicles.	No	Given the wider context of the recommendation for Hackneys, the same uncertainty lies with LGR for decisions around harmonising PHV standards with those of Hackneys. It would therefore not be a good use of a (large amount) of officer time to undertake this work at this time.
2) In the event that Cabinet approves the delay to the implementation of the Hackney Carriage Vehicle Emission Standards Amendment to align with Local Government Reorganisation, they will review this once the timescale been defined.	Yes	If no clear timetable for Local Government Reorganisation decision for Oxfordshire is made by Government by the end of 2026, the General Purposes Licensing Committee could review the policy ahead of the decision being taken by the appropriate decision-making body at that time, either Cabinet or Council.