

**To:** City Executive Board  
**Date:** 17 November 2016  
**Report of:** Head of Planning and Regulatory Services  
**Title of Report:** Annual Monitoring Report 2015/16

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To approve the Annual Monitoring Report for publication.
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Alex Hollingsworth, Planning and Regulatory Services
<b>Corporate Priority:</b>	A Vibrant and Sustainable Economy Meeting Housing Needs Strong and Active Communities A Clean and Green Oxford An Efficient and Effective Council
<b>Policy Framework:</b>	The Annual Monitoring Report is a statutory requirement providing information as to the extent to which the policies set out in the Local Plan are being achieved and the implementation of the Local Development Scheme. The scope of those policies is wide and encompasses all of the Council's corporate priorities.
<b>Recommendation(s): That the City Executive Board resolves to:</b>	
<ol style="list-style-type: none"> <li>1. <b>Approve</b> the Annual Monitoring Report 2015/16 for publication.</li> <li>2. <b>Authorise</b> the Head of Planning and Regulatory Services to make any necessary additional minor corrections not materially affecting the document prior to publication.</li> </ol>	




<b>Appendices</b>	
Appendix 1	Annual Monitoring Report 2015/16
Appendix 2	Risk Assessment

## Introduction and background

1. The Annual Monitoring Report (AMR) 2015-16 assesses the effectiveness of planning policies contained within Oxford's Local Plan as well as the implementation of the Local Development Scheme and Duty to Cooperate. The AMR covers the period 1st April 2015 to 31st March 2016 and is a factual document.
2. Section 35 of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to publish monitoring reports at least yearly in the interests of transparency.
3. The AMR provides feedback to Members, stakeholders and residents on the performance of planning policies and whether the objectives of those policies are being achieved. In doing so, monitoring enables the City Council to respond more quickly to changing priorities and circumstances. In addition, statutory plans are assessed at independent examination on whether the policies are founded on robust and credible evidence, and whether there are clear mechanisms for implementation and monitoring.

## Findings of the 2015/16 Annual Monitoring Report

4. The performance of planning policies is monitored using a traffic-light approach. Performance in 2015/16 is summarised in Table 1.

	 Targets and objectives have been met / data indicates good progress towards meeting targets.	 Limited progression towards meeting targets / insufficient information to make an assessment.	 Data indicates under-performance against targets and objectives.
A Vibrant and Sustainable Economy	4 (67%)	2 (33%)	0 (0%)
Meeting Housing Needs	6 (67%)	3 (33%)	0 (0%)
Strong and Active Communities	3 (75%)	1 (25%)	0 (0%)
A Clean and Green Oxford	7 (78%)	1 (11%)	1 (11%)
An Efficient and Effective Council	N/A – Traffic lights are not used to monitor progress in this section as there are no fixed targets.		

**Table 1: Summary of performance against targets 2015/16**

5. Overall performance in 2015/16 is positive, with the majority of indicators scoring green ratings for meeting or making considerable progress towards targets.
6. In the 2015/16 monitoring year, 383 (net) dwellings were completed in Oxford. This represents an increase in comparison to recent years.
7. The dwelling completions in the 10 years since the start of the Core Strategy period (2006/07 to 2015/16) totalled 3,843 (net). The forecast figure was 4,000 dwellings. This is just 157 fewer completed dwellings than had been planned. This is very positive considering that this period included the recession in 2008 and the impacts that this had on the housebuilding market. This shortfall is expected to be made up within the next few years when completion rates are forecast to increase with a

number of large sites being developed, including Barton Park and the two Littlemore sites.

8. 164 (net) affordable dwellings were completed in the 2015/16 monitoring year. This includes 107 (net) affordable dwellings provided through the City Council's own housebuilding programme. The total number of affordable homes completed since the start of the Core Strategy period (2006/07 to 2015/16) is 1,157 dwellings. These homes have mainly been delivered through a combination of developer contributions from qualifying developments (either provision onsite or financial contributions towards off-site provision) and the City Council's own housebuilding programme. The City Council also received £375,619 towards affordable housing provision through s106 agreements in 2015/16. This money will be used to provide affordable homes in Oxford in line with the City Council's Housing Strategy.
9. Core Strategy Policy CS25 encourages each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford. The policy is intended to reduce the pressures from students on the private rental market. To avoid worsening the situation, all increases in academic floorspace that would facilitate an increase in student numbers at the two Universities should be matched by an equivalent increase in student accommodation. Applications for new or redeveloped academic floorspace will be assessed on this basis.
10. In the 2015/16 monitoring year, the University of Oxford had 2,932 students living outside of university provided accommodation in Oxford. This is within the Core Strategy Target.
11. In 2015/16 Oxford Brookes University had 3,747 students living outside of university provided accommodation in Oxford, an increase on the previous monitoring year when there were 3,451 Oxford Brookes students living outside of university provided accommodation in Oxford. It is disappointing that Oxford Brookes has not met the Core Strategy target in 2015/16, particularly when the University had indicated to us that the number of students living outside of university provided accommodation in Oxford would decrease during the monitoring year. Oxford Brookes University has commented that recent trends in students living outside of university provided accommodation in the city are a result of an increasingly volatile higher education market and changes in student behaviour since the introduction of the £9,000 undergraduate fee in 2012. It is anticipated that these trends are set to continue. Oxford Brookes University is therefore currently working on a fully revised student accommodation strategy, taking into account these fundamental shifts in the makeup of the student body and the consequential impact on the accommodation the University needs to provide to ensure it can meet the 3,000 target.
12. The approach set out in Core Strategy Policy CS25 will be a key consideration in determining any planning applications from Oxford Brookes University. Core Strategy Policy CS25 and its supporting text is clear that planning permission will only be granted for any additional academic/administrative accommodation (including redeveloped academic floorspace) for use by Oxford Brookes and the University of Oxford where it can be demonstrated that the number of students living outside of university provided accommodation is less than 3,000 students for that institution.
13. The City Council has continued to grant planning permissions for additional purpose-built student accommodation (not specific to the universities' use) and there are several major proposals for further student accommodation which we

expect to see coming forwards in the next few years. In the 2015/16 monitoring year 125 (net) units of student accommodation were completed. Planning permission was also granted for a further 225 (net) units of student accommodation.

14. Significant progress has been made on key projects in the West End during 2015/16. This includes the completion of remodelling works at Frideswide Square, the redevelopment of the Westgate Centre and the commencement of a mixed use development to include 133 student rooms on St Aldate's/Queen Street. A Supplementary Planning Document is also being prepared to guide the redevelopment of the railway station site. The City Council is also working with Nuffield College (OXWED) to bring the Oxpens development forward which will deliver a substantial number of new homes and new B1 office and research and development floorspace. These developments will bring about significant positive change in this part of the city centre.
15. Significant progress has also been made towards delivering new homes at Barton Park, with reserved matters approval being granted for Phase 1 of the development (237 dwellings) in March 2016. Good progress has been made by the City Council/Grosvenor joint venture Barton Oxford LLP in delivering the strategic infrastructure necessary to enable development. Developers Hill started work on constructing new homes under Phase 1 in October 2016.
16. Progress is also being made in bringing the Northern Gateway development forward and an outline planning application is currently being prepared.
17. The Council is also partnering the University of Oxford and colleges in the preparation of a spatial development plan for the University. Masterplans are being progressed for the Osney Mead area and the Churchill Hospital campus.
18. The only indicator to score red due to under-performance against targets was Indicator 30: Appeals allowed where conservation policies are cited as a reason for refusal. Oxford's conservation policies are the saved Local Plan 2001-16 historic environment policies. Four appeals were determined in 2015/16 where these policies had been cited as a reason for refusal and only one of these appeals (25%) was dismissed. In all three cases where the appeals were allowed the Inspector considered that, on balance, material considerations meant that the proposed developments were acceptable. Whilst performance in 2015/16 was well below the 80% target, only four appeals were determined where the historic environment policies applied, meaning that all would have had to have been dismissed to score a green rating in the AMR. In previous monitoring years there have been higher numbers of appeals determined where the historic environment policies applied and the Core Strategy monitoring target has been met. We will need to monitor this closely in future monitoring years to understand if this is a short term fluctuation or a longer term trend and to ensure that the monitoring target remains relevant.
19. In January 2016 the City Council adopted a new Local Development Scheme which sets out the work programme for producing a new Oxford Local Plan that will provide a long-term planning framework to deliver the managed growth of the city to 2036. This is an exciting opportunity to review planning policy aspirations and strategies to best meet the current and future needs of the city. One of the biggest challenges that the new Local Plan will need to consider will be the shortage of housing and the unaffordability of housing in Oxford. An initial 'first steps' consultation has been undertaken during Summer 2016 and the City Council will be reviewing the comments received alongside other evidence to develop policy

options which will be consulted on in Summer 2017. The Local Plan will be submitted for examination in 2018.

### **Environmental Impact**

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

### **Financial implications**

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

### **Legal issues**

22. The preparation and publication of the AMR is a statutory requirement.

### **Level of risk**

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

### **Equalities impact**

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

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**Background Papers:** None

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