

**To:** City Executive Board  
**Date:** 16 October 2017  
**Report of:** Head of Planning, Sustainable Development and Regulatory Services  
**Title of Report:** Annual Monitoring Report 2016/17

<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 2016/17 for publication.</li> <li>2. <b>Authorise</b> the Head of Planning, Sustainable Development and Regulatory Services to make any necessary additional minor corrections not materially affecting the document prior to publication.</li> </ol>	

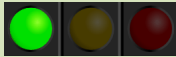


<b>Appendices</b>	
Appendix 1	Annual Monitoring Report 2016/17
Appendix 2	Risk Assessment

## Introduction and background

1. The Annual Monitoring Report (AMR) 2016/17 assesses the effectiveness of planning policies contained within Oxford's Local Plan as well as the implementation of the Local Development Scheme, Statement of Community Involvement and the Duty to Cooperate. The AMR also includes Community Infrastructure Levy (CIL) reporting. The AMR covers the period 1st April 2016 to 31st March 2017 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 2016/17 Annual Monitoring Report

4. The performance of planning policies is monitored using a traffic-light approach. Performance in 2016/17 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	3	3	0
Meeting Housing Needs	5	3	0
Strong and Active Communities	3	0	0
A Clean and Green Oxford	7	1	1
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 2016/17**

5. Overall performance in 2016/17 is positive, with the majority of indicators scoring green ratings for meeting or making considerable progress towards targets.

### A Vibrant and Sustainable Economy

6. AMR indicators show that current policies are providing strong protection for existing protected key employment sites.
7. 20,773m<sup>2</sup> of new B1 employment floorspace was permitted during the 2016/17 monitoring year. This exceeds the Corporate Plan target of 15,000m<sup>2</sup>. There has also been continued investment in new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 60,228m<sup>2</sup> of new floorspace

permitted during 2016/17. Oxford's employment land supply will be reviewed further as part of the work on the emerging Oxford Local Plan 2036.

8. With the new Westgate expected to open in October 2017, Oxford's city and district centres have entered a period of change. The [Retail and Leisure Study for Oxford \(Carter Jonas, 2017\)](#) assesses the success, vibrancy and opportunities in the city centre and confirms that there are a significant number of retailers who are looking for a presence in Oxford that have not yet got premises. This provides confidence that there are further retailers who are looking for vacant units within Oxford. These are important issues that the emerging Local Plan 2036 is considering, particularly in relation to the roles and character of Oxford's district centres.

#### Meeting Housing Needs

9. In 2016/17 373 (net) new homes were completed in Oxford. This is close to the 400 dwellings per year annualised target set in the Core Strategy. The cumulative number of dwellings completed in the 11 years since the start of the Core Strategy period (2006/07 to 2016/17) is 4,216 dwellings (net). The cumulative number of completions that might have been expected during this period is 4,400 dwellings. Therefore at the end of 2016/17 there were just 184 fewer completed dwellings than might have been expected which is very positive considering that this period includes the start and entire 2007/08 financial crisis which had a dramatic impact on the housebuilding industry for several years. It is anticipated that this shortfall will be addressed within the next few years as major schemes such as Barton Park Phase 1 (237 dwellings), Littlemore Park (270 dwellings) and Land North of Littlemore Healthcare Trust (140 dwellings) are built out. The City Council is also working in partnership with Nuffield College to develop the Oxpens site which will ultimately deliver 300-500 new homes. Another 500 new homes are also planned for the Northern Gateway site and a further 648 homes will be delivered through Barton Park Phases 2 and 3. These schemes will all include a significant proportion of affordable housing.
10. Planning permission was granted for four developments of 10 or more C3 residential dwellings in 2016/17 where the provision of 50% affordable housing was required under Policy HP3. Three of these developments met the full 50% requirement. One development (Jericho Canalside) had a slightly reduced level of on-site provision (40% affordable housing) due to economic viability issues resulting from the provision of a new bridge and public open space.
11. 20 affordable homes were completed in 2016/17 on the site of the Former Cowley Community Centre, Barns Road. As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford. However, as mentioned above, affordable housing delivery is expected to increase in future monitoring years.
12. In addition, £183,450 was received in financial contributions towards affordable housing during 2016/17.
13. Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford and all increases in academic floorspace that would facilitate an increase in student numbers at the two Universities should be matched by an equivalent increase in student accommodation. Applications for new academic floorspace by the University of Oxford, or its colleges, were permitted in 2016/17 because the

University was below its 3,000 target at 2,932 in 2015/16. No planning applications for new academic floorspace were received from Oxford Brookes University during the 2016/17 monitoring year.

14. In 2016/17, the University of Oxford had 2,777 students living outside of university provided accommodation in Oxford. Oxford Brookes University had 4,180 students living outside of university provided accommodation in Oxford in 2016/17. This information was provided to the City Council in late August/early September 2017. This information would be a key consideration in determining any planning applications for new or redeveloped academic floorspace that may be submitted by the universities.
15. Oxford Brookes University has commented that they have continued to exceed the 3,000 target due to an increasingly volatile higher education market and changes in student behaviour since the introduction of the £9,000 undergraduate fee in 2012. Oxford Brookes has identified that the proportion of students who decide to live in Oxford has increased from around 64% in 2010 to well over 70% in 2016, meaning that their residential halls (including university owned and those under nomination agreements) cannot meet this increased demand. 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.
16. In the 2016/17 monitoring year 295 (net) units of student accommodation were completed in Oxford. Planning permission was granted for a further 390 (net) units of student accommodation in 2016/17. In addition, a number of other student accommodation schemes have been considered by the City Council during the monitoring year:
  - In March 2017 the West Area Planning Committee resolved to grant planning permission for 500 student accommodation units on the site of the Oxford Business Centre, Osney Lane pending the completion of a s106 legal agreement which would include a financial contribution towards the provision of affordable housing elsewhere in Oxford (16/02945/FUL). This is a speculative development by Student Castle which is not tied to a specific institution, although a planning condition would restrict occupation to full time students on a course of an academic year or more.
  - Planning permission was granted in April 2017 for 117 student rooms for Wadham College on Iffley Road (16/02687/FUL). Works have since commenced on site.
  - Planning permission was granted in May 2017 for a net increase of 146 student rooms for Balliol College at Balliol College Sports Ground (16/03056/FUL). Works commenced on site in July 2017.
  - Planning permission was granted in August 2017 for 144 student rooms on land at Swan Motor Centre on Between Towns Road (16/01752/FUL). This is a speculative development by the Watkins Jones Group which is not tied to a specific institution, although a planning condition restricts occupation to full time students on a course of an academic year or more.
  - There is also a current planning application which was received in November 2016 and is pending determination for the British Telecoms site on James Wolfe Road for 885 student accommodation units (17/02140/FUL). This is a

development by Unite Students which, if planning permission were granted, would be occupied by Oxford Brookes University students. However this planning application has not yet been determined.

There are also a number of other student accommodation developments that are expected to be completed in 2017/18 such as 167 student rooms on London Road/Latimer Road to be occupied by Oxford Brookes University students, 133 student rooms on Queen Street/Aldate's (79 of which would provide accommodation for Christ Church College students with the remainder available for occupation by others) and 78 student rooms at Canterbury House, Cowley Road to be occupied by Oxford Brookes University students. In 2016/17 the City Council has only granted planning permission for additional purpose-built student accommodation on sites that meet the locational requirements of the Sites and Housing Plan.

### Strong and Active Communities

17. Significant progress has been made towards delivering new homes at Barton Park. Phase 1 of the development (237 dwellings) commenced on site in January 2017 and it is anticipated that dwellings will begin to be occupied towards the end of 2017. Phase 1 includes 40% affordable housing (95 units), all of which will be provided as social rent. Two further reserved matters applications for community sports facilities and a community sports pavilion were approved in April and December 2016. Work is on-going to bring forward the subsequent phases of development. The delivery of Barton Park will help to support the regeneration of the wider Barton and Northway areas.
18. A health impact assessment to identify retrospective enhancements at Barton Park and proactive recommendations for Underhill Circus and the Barton Healthy Living Centre was completed in January 2017. Barton Healthy New Town is part of the Town and Country Planning Association's Developer and Wellbeing national programme.
19. Pre-application discussions relating to the Northern Gateway development are at an advanced stage. A masterplan is being produced for the overall outline scheme, as well as more detailed plans for Phase 1a of the development. It is anticipated that an outline planning application may be submitted by the end of 2017.
20. Significant progress has been made on key projects in the West End during 2016/17. This includes the redevelopment of the Westgate Centre and the production of the Oxford Station Supplementary Planning Document (SPD). The City Council is also working with Nuffield College (OXWED) to bring forward the Oxpens development.

### A Clean and Green Oxford

21. Planning policies are continuing to protect and enhance Oxford's natural environment. There has been no loss of public open space or areas of biodiversity importance during 2016/17.
22. Planning permission was granted for new sports facilities on Horspath Road which are to replace those on Roman Way (the former Rover Sports and Social Club) to allow for the expansion of the BMW factory. The re-provision of sports facilities has been funded through a Section 106 legal agreement with BMW and represents a significant improvement of facilities.

23. Planning policies are effectively ensuring onsite renewable energy generation on qualifying schemes with 20% on-site renewable energy generation being achieved on all qualifying sites in 2016/17.
24. The only indicator where the target has not been met relates to planning appeals where conservation areas were cited as a reason for refusal. In 2016/17 there were only two such appeals, which is good, however because the indicator seeks 80% to be dismissed then in effect it would have required both of them to have been dismissed (ie 100%) to have met the target.

#### An Effective and Efficient Council

25. Work on the emerging Oxford Local Plan 2036 has continued during 2016/17. The Local Plan will provide a long-term planning framework to deliver the managed growth of Oxford 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. An initial 'first steps' consultation was undertaken during summer 2016. The City Council then reviewed the comments received alongside other evidence to develop preferred policy options which were consulted on during summer 2017. The consultation responses received at the preferred options stage will help to inform the production of the Draft Local Plan.
26. The City Council has continued to engage in on-going, constructive collaboration with neighbouring authorities and other statutory bodies as required under the Duty to Cooperate. This includes engagement in relation to the new Oxford Local Plan 2036 and active involvement in a number of on-going joint-working and partnership relationships. The Growth Board is working to address Oxford's unmet housing (and affordable housing) need. A 'working assumption' of 15,000 unmet need for Oxford has been agreed, as has an apportionment of how this should be divided between the Oxfordshire districts by 2031. A memorandum of understanding was agreed with the participating councils through the Growth Board in September 2016.

#### **Environmental Impact**

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

#### **Financial implications**

28. 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**

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

#### **Level of risk**

30. 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**

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

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**Background Papers:** None

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