

# Annual Monitoring Report

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## Introduction

### Building a world-class city for everyone

- 1.1 The City Council's ambition, developed with partners including local businesses, community organisations, the health and education sectors and the County Council, is to make Oxford a world-class city for everyone. Planning plays a key role in helping to deliver this, by encouraging and facilitating positive improvements in the quality of Oxford's built and natural environments. Planning is essential in ensuring that Oxford has the homes, jobs and infrastructure necessary to make this vision a reality. The Annual Monitoring Report (AMR) reviews how effective our planning policies and processes are in helping to achieve this vision.
- 1.2 Regularly reviewing the effectiveness of Oxford's planning policies (Appendix A) helps to ensure that progress is being made towards achieving objectives. Monitoring also helps to identify when policies may need adjusting or replacing if they are not working as intended or if wider social, economic or environmental conditions change. The City Council also has a legal duty to monitor certain aspects of planning performance (Appendix B).
- 1.3 This is Oxford's thirteenth AMR. It monitors the implementation of policies in the Core Strategy 2026 and the Sites and Housing Plan 2011-2026 (Appendix C). Performance against Core Strategy Sustainability Appraisal targets is also assessed (Appendix D).
- 1.4 The AMR is based on the City Council's five corporate priorities, as set out in the Corporate Plan: A Vibrant and Sustainable Economy; Meeting Housing Needs; Strong and Active Communities; A Clean and Green Oxford; and An Efficient and Effective Council.

### How performance is assessed

- 1.5 Throughout the AMR traffic light symbols are used to summarise performance in relation to targets and to highlight where action may need to be taken:



**Explanation:** Targets and objectives have been met or data indicates good progress towards meeting them.

**Action:** Continue policy implementation as normal.



**Explanation:** Limited progress towards meeting targets or where there is insufficient information to make an assessment.

**Action:** The policy requires close attention in the next monitoring year.



**Explanation:** Data indicates under-performance against targets.

**Action:** Monitor the policy closely during the following monitoring year. Consecutive red scores may indicate that policies require adjusting or replacing because they are not working as intended or are no longer relevant.

## Summary of Performance 2016/17

### A Vibrant and Sustainable Economy



- 1.6 Oxford makes a significant contribution to the national economy and is a global centre for education, health, bioscience, digital and car manufacturing. AMR indicators show that current policies are providing strong protection for existing protected key employment sites (Indicator 1). Oxford's employment land supply will be reviewed further as part of the work on the emerging Oxford Local Plan 2036.
- 1.7 Indicators show that 20,773m<sup>2</sup> of new B1 floorspace was permitted during the 2016/17 monitoring year. This exceeds the Corporate Plan target of 15,000m<sup>2</sup> (Indicator 2). There has also been continued significant investment in new medical research and hospital healthcare facilities in the city, with 60,228m<sup>2</sup> of new floorspace permitted during 2016/17.
- 1.8 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

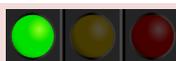


- 1.9 There is a severe housing crisis in Oxford. A growing population means that there is high demand for housing, but the supply of new homes is limited by the constrained nature of the city. The average house price in Oxford is now sixteen times the average wage, making Oxford the least affordable place to live in England.
- 1.10 Tackling the housing crisis is one of the City Council's top priorities. The City Council is actively working to build as many affordable homes as possible, to unlock a series of major development sites, to work with private landlords to raise standards in rented homes, to retain a significant stock of social housing and to work with neighbouring councils and central Government to meet our housing need.
- 1.11 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 (Indicator 7).
- 1.12 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 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 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.

- 1.13 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. On balance, it was considered that reduced on-site provision of affordable housing was acceptable in this case given the public benefits of providing a new bridge and public open space.
- 1.14 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.

**Strong and Active Communities**



3 (100%)



0 (0%)



0 (0%)

- 1.15 Not only is Oxford's population growing, it is also becoming increasingly diverse. It is important that all groups in the community have opportunities to engage in city life and to achieve their potential.
- 1.16 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.
- 1.17 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.
- 1.18 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 will be submitted by the end of 2017.

- 1.19 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 the Oxpens development.

## A Clean and Green Oxford



7 (78%)



1 (11%)



1 (11%)

- 1.20 Long term environmental sustainability is key to ensuring Oxford's future. The City Council's vision is for Oxford to be a city that is energy efficient, rich in biodiversity and with a growing resource of fossil-free energy and a demonstrably lower environmental footprint.
- 1.21 Oxford's planning policies are continuing to protect and enhance the city's natural environment. There has been no loss of public open space (Indicator 32) or areas of biodiversity importance (Indicator 25) during 2016/17.
- 1.22 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.
- 1.23 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 (Indicator 26).
- 1.24 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. Only two 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 had been met. This issue occurred in the AMR 2015/16 also and suggests that a percentage based target may not be the most accurate measurement of the success of the policy when there is a reduced rate of appeals. This shows that, in the upcoming Local Plan 2036, an alternative method of measuring comparable heritage policies should be explored.

## An Efficient and Effective Council

- 1.25 Work on the emerging Oxford Local Plan 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.

- 1.26 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 signed in September 2016.

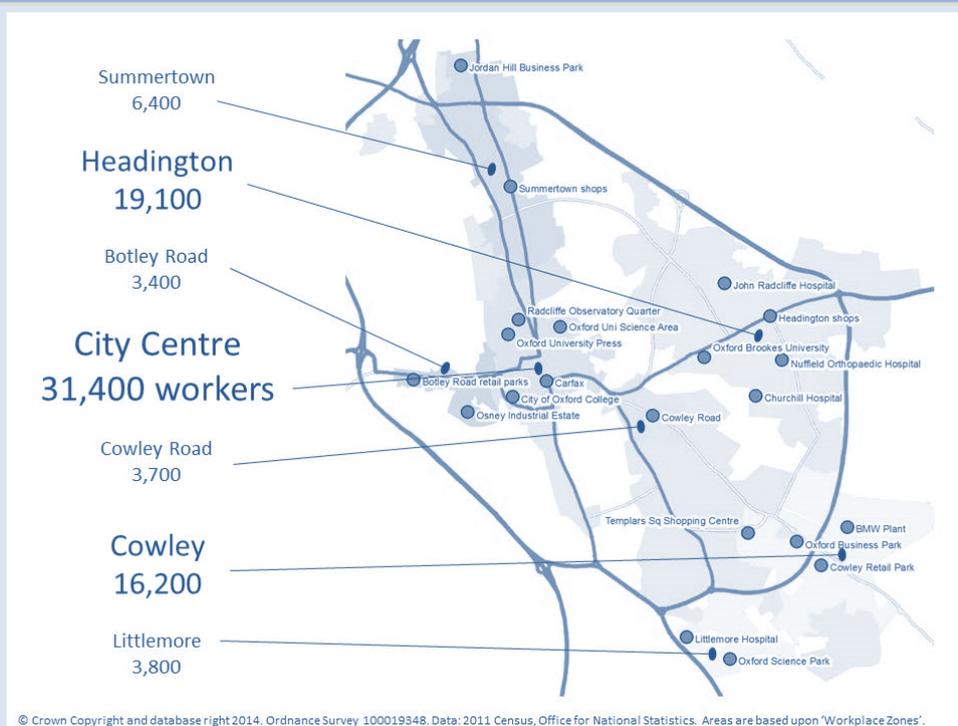
## A Vibrant and Sustainable Economy

**Ambition: A smart and entrepreneurial city with a thriving local economy supported by improved infrastructure, training and skills.**

### Snapshot of Oxford's Economy:

<b>Number of businesses:</b>	4,750 businesses were based in Oxford in 2015 <sup>1</sup> (+3.5% on 2014)
<b>Total number of jobs:</b>	133,000 jobs in Oxford in 2015 <sup>2</sup>
<b>People travelling into Oxford for work:</b>	46,000 people commute into Oxford for work. <sup>3</sup>
<b>Education and skills:</b>	In 2016, 60.9% of Oxford's residents between the ages of 16-64 had degree level qualifications or above, whilst 19.2% had low or no qualifications. <sup>4</sup>
<b>Unemployment:</b>	3,800 people in Oxford were considered unemployed in 2015. This represents 2.4% of Oxford's population. <sup>5</sup>
<b>Contribution to the National Economy:</b>	Oxford is ranked 7 <sup>th</sup> out of 55 English cities for its contribution to the national economy (£58,150 GVA per worker) <sup>6</sup> . Oxfordshire has also been named the most innovative business location in the UK by the Enterprise Research Centre <sup>7</sup> .
<b>Contribution of the universities:</b>	The University of Oxford contributes £2 billion GVA to the economy. Oxford Brookes University generated an income of £192.6 million in 2015/16.
<b>Annual number of visitors:</b>	Oxford attracts approximately 7 million visitors per year, generating £600 million of income for local businesses. Oxford is the seventh most visited city in the UK by international visitors. <sup>8</sup>

### Spatial distribution of jobs in Oxford:



<sup>1</sup> Nomis (2016) [UK Business Counts](#)

<sup>2</sup> Nomis (2015) [Job Density](#)

<sup>3</sup> Office of National Statistics (2011) Census Data

<sup>4</sup> Nomis (2015) Qualifications January December 2016 and Population Aged 16-64

<sup>5</sup> Nomis (2016) [Employment and Unemployment January 2016 - December 2016](#)

<sup>6</sup> Centre for Cities (2016) [Oxford Fact Sheet](#)

<sup>7</sup> Enterprise Research Centre [Benchmarking Local Innovation: The innovation geography of the UK](#)

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

**Indicator 1: EMPLOYMENT LAND SUPPLY**

**Target: Strengthen and diversify the economy and provide a range of employment opportunities**  
(Oxford Core Strategy Policy CS27)

**Performance against target 2016/17:**



**Performance in previous two years:**



2.1 The Core Strategy seeks to support economic growth up to 2026 by allocating land for employment development and by protecting existing key employment sites. Table 1 shows the amount of land allocated for employment development in Oxford over the whole plan period, as well as total protected key employment sites in the city.

Employment Development Sites	B1a Office	B1b Research + development	B1c Light industry	B2 General industry	B8 Storage or distribution	Total
Sites and Housing Plan Allocated Sites (ha)	27.56	11.53	2.16	9.92	-	<b>51.17</b>
West End and Northern Gateway Allocated Sites (ha)	-	-	-	-	-	<b>14.90</b>
Existing Protected Key Employment Sites (ha)	27.42	-	26.01	109.56	11.00	<b>173.99</b>
<b>Total Gross Employment Land Supply (ha)</b>						<b>240.06</b>

**Table 1:** Oxford's gross employment land supply up to 2026 (allocated sites and those currently in use)<sup>9</sup>

2.2 There has been no change in the total gross employment land supply in 2016/17 when compared to the previous monitoring year. A thorough review of Oxford's employment land supply is being undertaken as part of the evidence base for the new Local Plan 2036.

### Protected Key Employment Sites

2.3 Policy CS28 of the Core Strategy states that changes of use away from B1, B2 or B8 business uses within protected key employment sites will not be supported.

2.4 There were five applications in the 2016/17 monitoring year that resulted in the loss of Class B floorspace within protected key employment sites. Three of these applications were for changes of use of parts of protected key employment sites from Class B uses to Sui Generis uses which would continue to have an economic function as taxi and minibus administration offices:

- Application 15/03594/FUL related to a very small (30m<sup>2</sup>) unit within a larger block of modern serviced offices on the Oxford Business Park. The proposed Sui Generis use is compatible with the wider use of the building and maintains the overall employment function. B1a office uses are maintained within the vast majority of the building and therefore there was no overall loss of a protected key employment site.
- Application 16/00338/FUL proposed the change of use of Oxford Chilled Distribution Centre, Ferry Hinksey Road. The proposal would make use of a currently vacant site and

<sup>9</sup> Estimates for the West End and Northern Gateway have been included in the totals column as the exact breakdown between uses is unknown at present.

includes an employment function in the form of ancillary offices. Planning permission was granted for a temporary period only.

- Application 16/01882/FUL proposed the change of use of part of Unit 1 Isis Business Centre, Pony Road. Due to the nature and scale of the proposed use as a taxi operating business, this would not conflict with the remaining B1 uses in the building. A condition was attached to the planning permission requiring the unit's return to B1 use when the proposed occupier vacates the premises. Therefore the employment use would be maintained and there is no permanent loss of a protected key employment site.

2.5 A fourth application (16/00499/FUL), proposed the change of use of part of Humphris Oxford Ltd, Watlington Road from B2 industrial to A3 restaurant/café. The proposal involved the erection of a separate trailer for A3 use, with only one room of B2 floorspace being converted to food storage. The proposal, which would make use of an under-utilised area of land, was granted temporary planning permission. Therefore there would not be a permanent loss of B2 floorspace.

2.6 Finally, planning permission was granted for the partial change of use of Orion House, Sandy Lane West to bring 12,579m<sup>2</sup> of employment floorspace back into use (16/02878/FUL). The site had been vacant since 2014 and the scheme would bring back into use a significant portion of the East Point Business Park protected key employment site. The scheme involved a 50/50 split of floorspace between B1 and D1 uses to provide a private Cancer Care Centre.

2.7 Significantly, Policy CS27 was cited as the reason for refusal for several applications during the monitoring year, including refused application 16/01726/FUL which would have resulted in the loss of 464m<sup>2</sup> of B8 warehousing to a D2 gymnastics centre. This is an example of how the City Council's planning policies continues to protect key protected employment sites.

2.8 During the 2016/17 monitoring year, planning permission was also granted for new Class B floorspace within protected key employment sites (see Indicator 2).

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

**Target: Strengthen and diversify the economy and provide a range of employment opportunities**  
(Oxford Core Strategy Policy CS27)

**Performance against target 2016/17:** 

**Performance in previous two years:**

2015/16: 

2014/15: 

Monitoring Year	B1a Office	B1b Research + development	B1c Light industry	B1 General/ mixed B1 use	Total B1 floorspace permitted
2016/17	13,060m <sup>2</sup>	4,139m <sup>2</sup>	Nil	3,574m <sup>2</sup>	20,773m <sup>2</sup>
2015/16	513m <sup>2</sup>	48,458m <sup>2</sup>	Nil	-	48,971m <sup>2</sup>
2014/15	1,069m <sup>2</sup>	810m <sup>2</sup>	Nil	-	1,879m <sup>2</sup>

**Table 2:** New additional B1 floorspace (GIA) permitted 2014/15-2016/17

2.9 Table 2 shows that planning permission was granted for 20,773m<sup>2</sup> of new B1 floorspace in 2016/17. Much of this is attributed to planning permission being granted for a new four storey office building in the Oxford Science Park which would provide 6,974m<sup>2</sup> of new B1a floorspace (16/01945/FUL). Reserved matters permission was also granted for a new detached B1a office building on the Oxford Business Park, providing 766m<sup>2</sup> of office space (16/01578/RES). These substantial additions of B1 floorspace will strengthen the role of these key protected employment sites.

2.10 An additional 1,475m<sup>2</sup> of B1a floorspace was also granted planning permission at 42-43 Park End Street (16/01956/FUL). This is not included in Table 2 as planning permission was only granted for a temporary period for five years. However, the change of use of a former Sui Generis nightclub to B1a office space will contribute to the provision of office space in the city centre during this period.

2.11 There is no specific target in the Local Plan for new B1 floorspace, however the Corporate Plan 2016-2020 sets a target of permitting 15,000m<sup>2</sup> of employment floorspace each year from 2016/17 onwards. In this context, permissions for new employment floorspace granted in 2016/17 exceeded expectations.

**Indicator 3: PLANNING PERMISSIONS GRANTED FOR KEY EMPLOYMENT USES (hospital healthcare, medical research and university academic teaching and study)**

**Target: Majority (more than 50%) of new hospital healthcare and medical research development to focus on Headington and Marston. 100% of new academic (teaching and study) development to focus on existing sites under the control of the universities.**

(Oxford Core Strategy Policies CS25, CS29 & CS30)

**Performance against target 2016/17:**



**Performance in previous two years:**



2.12 Oxford is home to world-class hospital healthcare and medical research facilities. The hospital trusts based in Oxford and University medical schools also provide significant employment opportunities within the city.

2.13 Table 3 shows that planning permission was granted for 60,228m<sup>2</sup> of new hospital healthcare and medical research floorspace in 2016/17. This demonstrates the on-going investment in medical research and hospital healthcare facilities in the city.

2.14 The majority (89.73%) of hospital healthcare and medical research development permitted in Oxford during 2016/17 was on existing sites in Headington and Marston in accordance with the Core Strategy target. The only development which was not located on an existing site was a private cancer care centre (16/02871/FUL).

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Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing sites in Headington and Marston?
16/01595/RES	Reserved matters for 48,000m <sup>2</sup> of D1 research floorspace and ancillary facilities at the University of Oxford Old Road Campus.	48,000 m <sup>2</sup>	<b>Located on existing site</b> (Old Road Campus)
16/00859/FUL	Provision of 62 bedrooms including communal areas, admin facilities, plant and store rooms (Ronald McDonald House).	3,741m <sup>2</sup>	<b>Located on existing site</b> (John Radcliffe Hospital)
16/02695/FUL	Demolition of temporary office building. Erection of two storey research building (Botnar 3).	1,855m <sup>2</sup>	<b>Located on existing site</b> (Nuffield Hospital)
15/03466/FUL	Erection of two storey extension to the Clinical Bio-Manufacturing Facility.	445m <sup>2</sup>	<b>Located on existing site</b> (Churchill Hospital)
16/02878/FUL	Partial change of use of ground floor from B1a office to mixed use B1a/D1 private cancer care centre and office.	6,187m <sup>2</sup>	<b>Not located on existing site</b> (East Point Business Park, Littlemore)
16/02485/FUL (Temporary)	Erection of theatre unit for a temporary period of 28 weeks.	N/A – not permanent floorspace	<b>Located on existing site</b> (John Radcliffe Hospital)
<b>TOTAL:</b>		<b>60,228m<sup>2</sup></b>	<b>(89.7% located on existing sites)</b>

**Table 3:** Location of new hospital healthcare and medical research developments permitted in 2016/17

2.15 Oxford is also a global centre for education and the city benefits significantly from the presence of the two Universities both in terms of the skills emerging from them and employment and investment opportunities.

2.16 Table 4 shows planning permissions granted in 2016/17 for new university academic teaching and study floorspace. University of Oxford developments were permitted as the University had met the requirements of Core Strategy Policy CS25, which requires each university to have no more than 3,000 students living outside of university provided accommodation in Oxford (Indicator 17). All of the developments permitted would be located on existing sites under the control of the University in accordance with the Core Strategy target.

Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing university site?
<b>The University of Oxford</b>			
16/01457/FUL	Erection of four storey building. Refurbishment of the ground floor, insertion and replacement of doors and windows of Chavasse Building.	482m <sup>2</sup>	<b>Located on existing site</b> (St. Peter's College)
16/00641/FUL (Temporary)	Erection of a marquee in college grounds for a temporary period.	N/A – not permanent floorspace	<b>Located on existing site</b> (St. Anne's College)
16/02556/FUL (Temporary)	Retention of the existing temporary buildings for a temporary period of three years or until occupation of the Amenities and Bio	N/A – not permanent floorspace	<b>Located on existing site</b> (Old Road Campus)
<b>Oxford Brookes University</b>			
No planning applications received.			
<b>TOTAL:</b>		<b>482m<sup>2</sup></b>	<b>(100% on existing sites)</b>

**Table 4:** University academic (teaching and study) development permitted 2016/17

**Indicator 4: LOCATION OF NEW A1 RETAIL DEVELOPMENT**

**Target: 100% of new A1 retail development to be located within city, district and neighbourhood centres** (Oxford Core Strategy Policy CS31)

**Performance against target 2016/17:**



**Performance in previous two years:**

**2015/16:**

**2014/15:**

2.17 The Core Strategy aims to focus land uses that attract a large number of people (such as retail) in the city centre, primary district centre, four other district centres and neighbourhood centres. These are highly accessible locations, reducing the need to travel by car. This also encourages the reuse of previously developed land and helps to maintain the vitality of Oxford's centres. Table 5 outlines planning permissions granted for new A1 retail development in 2016/17 and whether they complied with the locational requirements of Policy CS31.

Application Reference	Site	Proposed Retail Development	Net Additional A1 floorspace (GIA)	Within the six areas of Oxford's retail hierarchy?
16/00416/FUL	The Cricket Pavilion University Parks	Part change of use of Rhodes Pavilion from office and storage area to A1 retail	149m <sup>2</sup>	<b>Not located within the retail hierarchy</b> A sandwich shop intended to serve those visiting University Parks. Minor convenience function.
16/01576/FUL	109, 110 And 111 Walton Street	Erection of extensions. Change of use of ground floor of 109 Walton Street from A5 hot food take-away to A3 restaurant/cafe and A1 retail, change of use of ground floor of 110 Walton Street from A1 retail to A3 restaurant/cafe and change of use of first floor of 109 Walton Street and 110 Walton Street to C1 hotel.	18m <sup>2</sup>	<b>Not located within the retail hierarchy</b> Supports 50% A1 retail on Walton Street in accordance with Saved Local Plan Policy RC6.
17/00450/FUL	Unit 7 Oxford Retail Park Ambassador Avenue	Erection of single storey pod for use as A1 dry cleaning, key cutting, shoe and watch repairs.	17m <sup>2</sup>	<b>Not located within the retail hierarchy</b> Located on existing retail park.
<b>Total:</b>			<b>184m<sup>2</sup></b>	<b>(0% located within city, district and neighbourhood centres)</b>

**Table 5: New A1 retail floorspace permitted in 2016/17**

2.18 Table 5 shows that planning permission was granted for three developments that would result in new A1 retail floorspace in 2016/17. All of these applications were located on sites that do not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31. However, the three applications combined represent a total net increase in A1 floorspace of 184m<sup>2</sup> which is unsubstantial. This indicator is intended to help

monitor whether developments which attract substantial numbers of people are suitably located; in this instance, clearly, these developments will not attract a significant number of people. Therefore, the indicator for this year is amber.

- 2.19 Several reserved matters applications for Westgate were also permitted during the 2016/17 monitoring year for an array of aspects of the scheme, including the configuration of internal floorscape (17/00719/RES). Upon the completion of the Westgate Shopping Centre, expected October 2017, it will significantly enhance the retail offer in the city’s commercial centre, while also creating additional jobs in the city’s commercial centre. This will reinforce the retail attraction of the city centre and will thereby support the retail hierarchy.

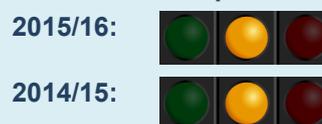
**Indicator 5: DESIGNATED RETAIL FRONTAGES**

**Target: Local Plan targets for A1 uses on designated frontages in the city and district centres should be met** (Saved Oxford Local Plan Policies RC3 & RC4)

**Performance against target 2016/17:**



**Performance in previous two years:**



**Vitality**

- 2.20 Saved Local Plan Policies RC3 and RC4 identify a number of designated retail frontages and set targets for the proportion of A1 retail units each should contain at ground floor level. The city centre is identified as being the main location for new retail development, with district centres identified as being suitable for retail serving local level needs. The targets for district shopping frontages are therefore slightly lower than for the city centre.

	Target	2016/17	2015/16	2014/15	2013/14	2012/13	2011/12
<b>City Centre</b>							
<b>Primary shopping frontage</b>	75%	74.30%	75.29%	78.19%	77.73%	78.57%	79.15%
<b>Secondary shopping frontage</b>	50%	49.24%	50.00%	50.00%	52.27%	51.88%	-
<b>District Shopping Frontages</b>							
<b>Cowley Primary district Centre</b>	65%	74.00%	72.04%	73.91%	74.73%	74.71%	74.42%
<b>Cowley Road</b>	65%	58.00%	56.60%	58.49%	50.33%	58.49%	58.49%
<b>Headington</b>	65%	63.00%	62.50%	63.39%	64.29%	63.40%	63.72%
<b>Summertown</b>	65%	63.00%	63.00%	63.00%	64.00%	64.36%	64.36%
<b>Blackbird Leys<sup>10</sup></b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Table 6:** Designated Retail Frontages - Percentage of A1 retail units at ground floor level 2011/12-2016/17<sup>11</sup>

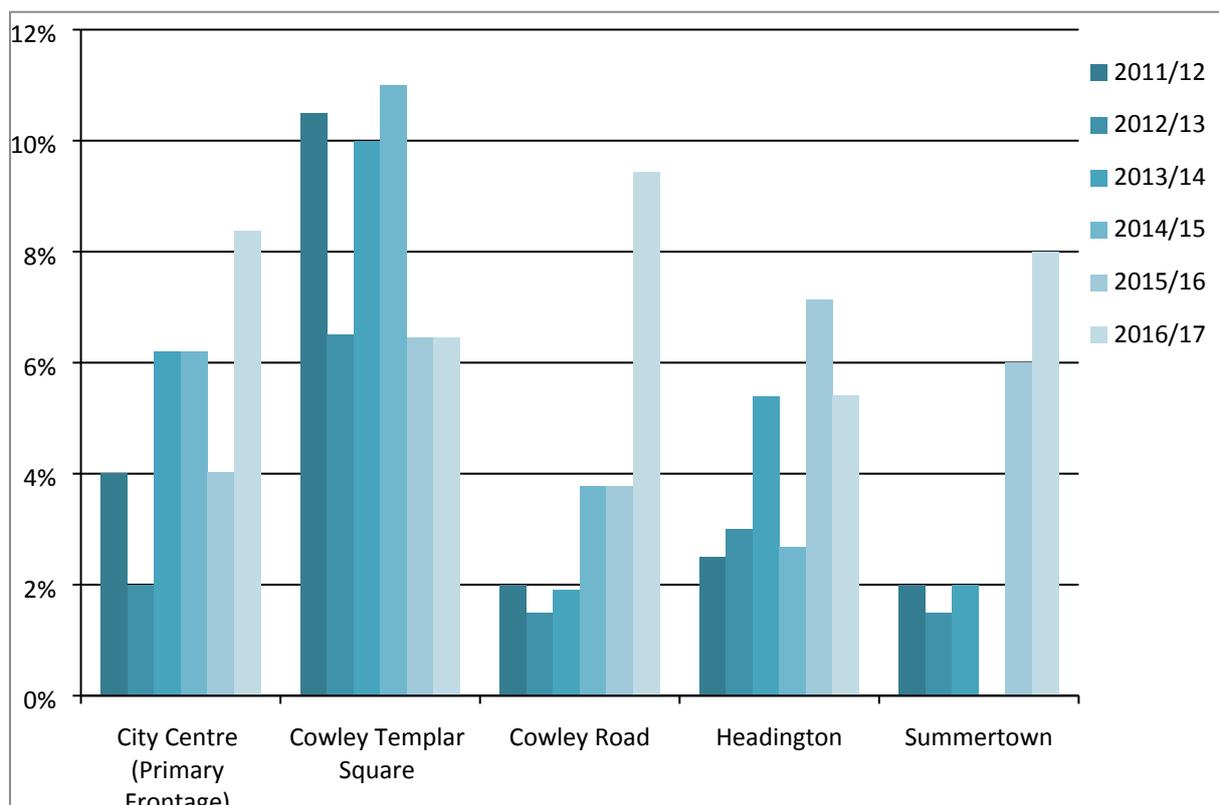
<sup>10</sup> Blackbird Leys is a new district centre designated by the Core Strategy and therefore targets from Saved Local Plan Policies do not apply.

<sup>11</sup> 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude the Westgate Centre as this was being redeveloped during this period.

- 2.21 As Table 6 shows, there have been slight decreases in the proportion of A1 retail uses at ground floor level in the city centre during the 2016/17 monitoring year. It should be noted that the 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude Westgate as this was being redeveloped during this period. Once the new Westgate is completed, and as part of city centre primary shopping frontage as proposed in the Oxford Local Plan 2036 Preferred Options, then the proportion of A1 retail in the city centre will be strengthened.
- 2.22 The majority of Oxford’s district centres saw slight increases in the proportion of A1 retail uses at ground floor level during the 2016/17 monitoring year.
- 2.23 In recent years, additional permitted development rights have been introduced by central Government allowing A1 retail uses to change, temporarily or permanently, to other specified uses without the need for planning permission (although prior approval is required in some cases). This means that it is slightly more difficult to control the proportion of A1 retail uses on Oxford’s designated street frontages through the planning system. However, Table 6 indicates that this has not had a significant impact on Oxford’s designated frontages to date.

**Vacancy Rates**

2.24 The proportion of vacant units is a key market indicator used to measure the vitality and viability of city and district centres (Figure 1).



**Figure 1:** Designated retail frontages – proportion of vacant units 2011/12-2016/17<sup>12</sup>

<sup>12</sup> 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude the Westgate Centre as this this was being redeveloped during this period.

- 2.25 While the doubling of vacancy rates within the city centre may seem a retrogressive step for the vibrancy of Oxford’s city centre, the city centre is undergoing a period of significant change with the Westgate development and the development of a mixed use retail and student accommodation scheme nearby on Queen Street and St. Aldate’s (14/02256/FUL). Retail trends cannot be reasonably assessed until these developments are complete and the resultant disruptions from the building works removed. The opening of the new Westgate is likely to result in changes to Cornmarket Street, the Clarendon Centre and Queen Street, with occupiers shifting around. However, there is high demand for retail in Oxford as it is a regional shopping centre, drawing people in from surrounding towns and villages. The new Westgate was permitted with the evidence with there was a demand for significant new retail floorspace in Oxford.
- 2.26 Vacancy rates in Oxford’s district centres continue to fluctuate (Figure 1). It is notable that vacancy rates in Headington district centre were slightly lower in 2016/17 than in the previous monitoring year, which is a positive change.
- 2.27 There was an increase in the proportion of vacant units in the Cowley Road district centre in 2016/17. This seems congruent with a slow trend of increasing vacancy rates in the area over the course of the last five years. However the year 2016/17 saw a spike in vacancy rates. This will need further monitoring in subsequent years to understand whether this is a fluctuation of an existing trend or whether it marks the acceleration in vacancy rates in the area.

**Indicator 6: SUPPLY OF SHORT STAY ACCOMMODATION**

**Target: Net growth in short-stay accommodation bedrooms** (Oxford Core Strategy Policy CS32)

**Performance against target 2016/17:**



**Performance in previous two years:**



- 2.28 Tourism is a key part of Oxford’s economy and the city receives a large number of visitors each year. The Core Strategy seeks to support sustainable tourism by encouraging longer stays and greater spend in the city by increasing the amount and range of short-stay accommodation available. In the 2016/17 monitoring year planning permission was granted for 167 (net) additional short stay accommodation bedrooms in Oxford, mostly delivered via the proposal for 140 bedrooms at Unither House, Paradise Street (16/02689/FUL). This is a significant increase upon last monitoring year in which permission was granted for a net 70 rooms and highlights general trend towards a greater net increase in short-stay rooms. The possibility of future years yielding even higher permissions for short stay accommodation bedrooms is already evident, with a significant quantity of accommodation recently completed (over 200 rooms), notably 87 bedrooms at the Holiday Inn on Grenoble Road, or with outstanding permission (over 120 rooms), of which an extension to an existing Premier Inn in Cowley constitutes the majority, 63 bedrooms.<sup>13</sup>

<sup>13</sup> The figures for completions and outstanding permissions come from the soon to be published Hotel Background Paper, which is a background paper for the upcoming Local Plan 2036.

## Meeting Housing Needs

**Ambition: Improving Oxford residents' access to affordable and high-quality homes in good environments that are close to jobs and facilities.**

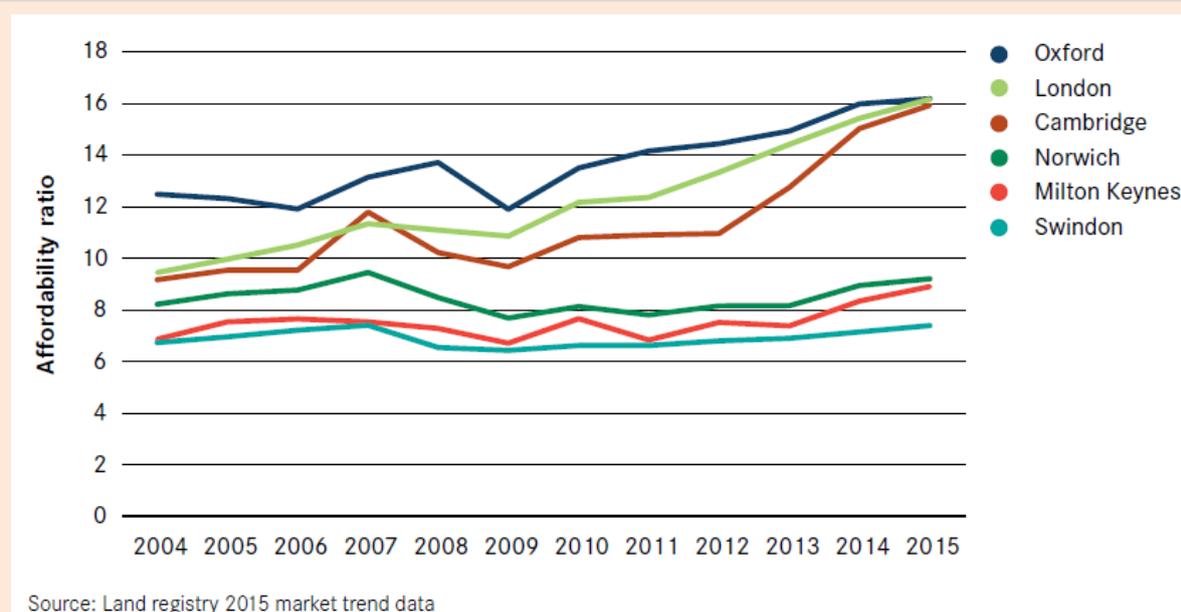
### Snapshot of Oxford's Housing Needs

<b>Total number of households:</b>	55,400 households in Oxford <sup>14</sup>
<b>Total students at Oxford University:</b>	23,179 students (December 2016)
<b>Total students at Oxford Brookes:</b>	17,069 students (December 2016)
<b>Housing Register:</b>	3,455 households <sup>15</sup> (March 2017)
<b>Households in temporary accomodation:</b>	96 households in temporary accommodation (March 2017). This is a 16% decrease from March 2016.
<b>Homeless households:</b>	125 households were accepted as statutory homeless in 2016/17. This is an 11% decrease from 2015/16. <sup>16</sup>

### Housing tenure changes over time:

Whilst the proportion of households who live in social rented property (rented from the City Council or a housing association) has declined since 1981, the proportion of households living in private rented homes has almost doubled from 16% to 28%, meaning that as of 2011 more households now rent than own their home in Oxford. Over the last 20 years the proportion of Oxford households who own their home has declined from 55% in 1991 to 47% in 2011. This is well below the national average of 63% homeownership.

### Housing affordability (Ratio of average income to average house price):



Average house prices in Oxford are 16 times the average wage, making it the least affordable place to live in England<sup>17</sup>. This has many impacts on families and communities, as well as employers and services that struggle to attract and retain staff.

<sup>14</sup> Office of National Statistics (2011) UK Census data

<sup>15</sup> Oxford City Council (2017) [Housing Needs Performance – how did we do in 2016/17?](#)

<sup>16</sup> Oxford City Council (2017) [Housing Needs Performance – how did we do in 2016/17?](#)

<sup>17</sup> Centre for Cities (2016) <http://www.centreforcities.org/data-tool/#graph=map&city=show-all>

**Indicator 7: HOUSING TRAJECTORY**

(Planned housing and provision, net additional dwellings in previous years, the reporting year and in future years plus the managed delivery target)

**Target: 8,000 dwellings between 2006 and 2026** (Oxford Core Strategy Policy CS22)

**Performance against target 2016/17:**



**Performance in previous two years:**



**Housing Completions**

- 3.1 The Core Strategy provides for a minimum of 8,000 dwellings from 2006 to 2026, with an average annual completion target of 400 dwellings per year.
- 3.2 Table 7 shows net dwellings completed since the start of the Core Strategy period. This takes into account dwellings gained and lost through new build completions, demolitions, changes of use and conversions.
- 3.3 In the 2016/17 monitoring year, 373 (net) dwellings were completed in Oxford. This is close to the 400 dwellings per year annualised target set in the Core Strategy.
- 3.4 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 (net). Therefore at the end of 2016/17 there were just 184 fewer completed dwellings than might have been expected. This should be considered in the context of the 2007/08 financial crisis which had a dramatic impact on the house building industry for several years. Since 2014/15 the number of completions has steadily been increasing, and it is anticipated that any shortfall will be further addressed within the next few years, particularly as planning permissions for 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 (Figure 2).

Year	Dwellings Completed (net)
2006/07	821
2007/08	529
2008/09	665
2009/10	257
2010/11	200
2011/12	228
2012/13	213
2013/14	215*
2014/15	332*
2015/16	383*
2016/17	373*
<b>Total:</b>	<b>4,216</b>

**Table 7:** Net additional dwellings completed since the start of the Core Strategy period

\*Note: Total completions for the year 2013/14 and later include C3 residential dwellings plus a dwelling equivalent figure for C2 student accommodation and care home rooms to reflect changes introduced in the Planning Practice Guidance in 2014.

Year	Dwellings permitted (net)
2006/07	501
2007/08	653
2008/09	348
2009/10	283
2010/11	148
2011/12	235
2012/13	102
2013/14	1,113
2014/15	184
2015/16	855
2016/17	304
<b>Total:</b>	<b>4,726</b>

**Table 8:** Net additional C3 dwellings permitted since the start of the Core Strategy period

Note: This does not include dwelling equivalent figures for C2 student accommodation and care home rooms.

### Housing Permissions

- 3.5 Whilst housing completions are important for considering housing supply and delivery, they only show part of the picture. It is also relevant to consider planning permissions to understand the number of dwellings that the City Council is permitting (Table 8).
- 3.6 Table 8 shows C3 self-contained dwellings permitted (net) since the start of the Core Strategy period. This takes into account C3 dwellings gained and lost through new build completions, demolitions, changes of use and conversions. It excludes outline permissions where reserved matters have subsequently been permitted to avoid double counting. Table 8 shows that planning permission was granted for 304 C3 residential dwellings in 2016/17.
- 3.7 The Corporate Plan 2016-2020 set a target of permitting 400 dwellings each year from 2016/17 to 2019/20. Whilst the number of dwellings permitted in 2016/17 falls below this target, this should be considered in the context of permissions granted in recent monitoring years. In particular, 2015/16 saw planning permission granted for major schemes such as Barton Park Phase 1<sup>18</sup> (237 dwellings), Littlemore Park<sup>19</sup> (270 dwellings) and Land North of Littlemore Healthcare Trust<sup>20</sup> (140 dwellings). It is normal for completion and permission figures to vary annually and to fluctuate, particularly for an urban authority such as Oxford that is so heavily reliant on small housing sites. However, if an average is taken based on the cumulative total of 4,726 dwellings being permitted over the 11 year period, it is equivalent to 430 dwellings being permitted each year.
- 3.8 In addition, Table 8 only counts C3 dwellings. It does not include dwelling equivalent figures for C2 student accommodation and care home rooms. If these permissions are also included, the total number of homes permitted in 2016/17 would be equivalent to 394 dwellings.

### Boosting housing supply

- 3.9 The City Council has taken the lead in promoting new housing development in the city through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The City Council is directly involved in bringing forward over 80% of all significant housing schemes in Oxford in the next five years. For example, the City Council has secured funding for new infrastructure for schemes such as Oxpens (expected to deliver 300-500 new homes) and the Northern Gateway (planned to deliver 500 new homes). The City Council is also working actively with the universities, colleges and hospitals to bring forward land they own for housing. On top of this, the City Council is involved bringing forward dozens of smaller development projects across the city, including City Council owned sites.

### Student Accommodation and Housing Numbers

- 3.10 In 2013/14 the Planning Practice Guidance (PPG) introduced that student accommodation can be counted in housing land supply figures. It states '*All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of*

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<sup>18</sup> Phase 1 reserved matters permission granted March 2016 (planning application reference 15/03642/RES).

<sup>19</sup> Outline planning permission granted March 2016 (planning application reference 14/02940/OUT).

<sup>20</sup> Reserved matters permission granted March 2016 (planning application reference 15/02269/RES).

*accommodation it releases in the housing market*<sup>21</sup>. In Oxford, where there are large numbers of students, provision of purpose-built student accommodation can have a significant impact on the housing market.

- 3.11 The question of the ‘amount of accommodation it releases in the market’ is not defined in the PPG and it is up to local authorities to determine based on local circumstances. It is estimated that houses in Oxford, when occupied by students that house share, may contain between four and six students per house. Many houses in Oxford are inter-war semi-detached properties or Victorian terraces with three bedrooms plus a living room/dining room sometimes used as a fourth bedroom. There are also many larger properties, particularly in North Oxford, that may house six or more students each. Taking the mid-point of five, it is reasonable to assume that developing five student rooms would release the equivalent of one dwelling in the housing market. For example, a site being proposed for 100 student rooms will be assessed as delivering 20 ‘equivalent dwellings’ as those 100 students would have, on average, occupied 20 houses in the open market. Data about the occupancy rates of HMOs across Oxford affirms that an average of 5 people sharing an HMO property (which are often occupied by students) was observed in 2015. This was also supported following the ‘check and challenge’ of the City Council’s Housing and Employment Land Availability Assessment (HELAA) 2016.

Monitoring year	Number of student rooms completed	Number of equivalent ‘dwellings’
2013/14	720	144
2014/15	312	62
2015/16	125	25
2016/17	295	59

**Table 9:** Student housing completions and ‘equivalent dwellings’ 2013/14-2016/17

- 3.12 Table 9 shows the number of student accommodation rooms completed since the guidance was introduced and the equivalent number of dwellings that have been counted alongside C3 residential dwellings and C2 care home rooms to calculate the total residential completions shown in Table 7.
- 3.13 It should also be noted that in 2016/17 planning permission was granted for 390 (net) student accommodation rooms in Oxford. Using this approach, this will provide a further 78 ‘equivalent dwellings’ towards Oxford’s housing supply.

### Care Homes and Housing Numbers

- 3.14 In 2013/14 the PPG also introduced that care homes can be counted in housing land supply figures. It states: “*Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement*”<sup>22</sup>.

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<sup>21</sup> Planning Practice Guidance: Housing and economic land availability assessment: [Methodology – Stage 5: Final evidence base: Paragraph 037 Reference ID: 3-037-20150320: How should local planning authorities deal with student housing?](#)

<sup>22</sup> Planning Practice Guidance: Housing and economic land availability assessment: [Methodology – Stage 5: Final evidence base: Paragraph 037 Reference ID: 3-037-20150320: How should local planning authorities deal with housing for older people?](#)

- 3.15 The City Council has always counted housing for the elderly in its housing supply if it consists of C3 self-contained dwellings. The Guidance widens this to include potentially non self-contained C2 care home rooms as well. The Guidance does not provide any methodology as to how they should be counted. A reasonable approach would be to consider it in a similar way to student accommodation above as in how many dwellings it releases in the housing market.
- 3.16 The City Council has taken the approach that one room in a C2 care home would on average release one dwelling in the housing market. Therefore where a residential care home is likely to be developed on a site, or where one has been completed, a 1:1 ratio of rooms to dwellings delivered will be applied.
- 3.17 In 2016/17 there was a net loss of six care home rooms through re-development completions in Oxford. This figure has been counted alongside C3 residential dwellings and C2 student accommodation 'equivalent dwellings' to calculate the net total completions shown in Table 7.
- 3.18 Meanwhile in 2016/17 planning permission was granted for 16 (net) additional care home rooms in Oxford.

**Housing Trajectory**

- 3.19 The housing trajectory is a tool used to estimate the number of homes likely to be built in Oxford during the rest of the Core Strategy period up to 2026 (Figure 2).

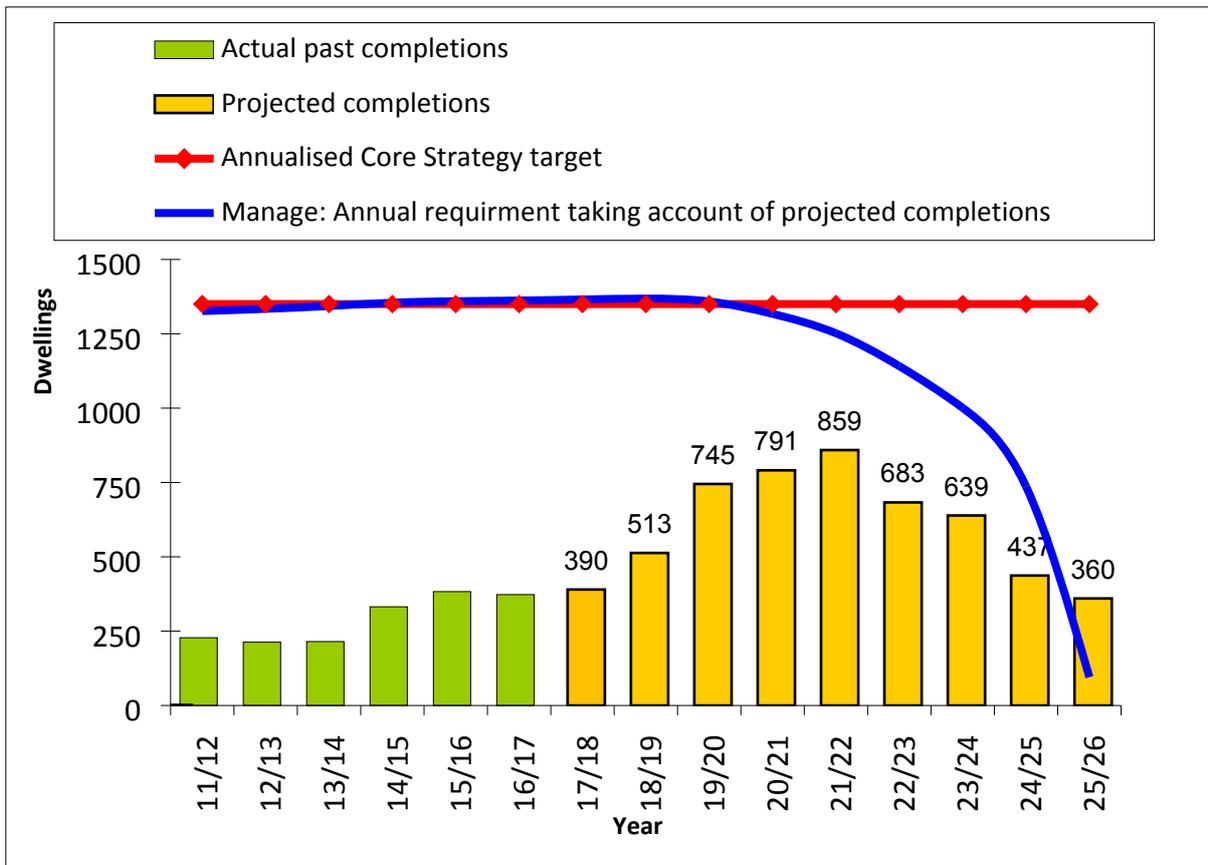


Figure 2: Housing trajectory to 2026

- 3.20 The blue 'manage' line of the trajectory graph (Figure 2) shows that, on the basis of the current pipeline of planning permissions and other sites expected to come forward during the plan

period (such as allocated sites, sites identified through the Housing and Employment Land Availability Assessment and windfalls), we are on target to meet the Core Strategy housing target of 8,000 new homes (Policy CS22) by 2023/24, prior to the end of the Core Strategy period in 2026. Indications are that housing completions will be boosted in the next five to six years as major schemes including Barton Park, two sites in Littlemore, Northern Gateway, and Oxpens are expected to be implemented.

### Housing Land Supply

3.21 Taking into account residential permissions and completions, at 31 March 2017 Oxford’s housing land supply was 6.95 years (Table 10).

	Methodology	Figure
A	Housing target in the adopted local plan (Whole plan period 2006/7 to 2025/26)	8,000
B	Annual housing target across plan period (2006/7 to 2025/26) (A/20 years)	400
C	Five year target, no adjustment (B x 5 years)	2,000
D	Completions during the plan period to date (2006/07 to 2016/17)	4,216
E	Shortfall of housing provision during the plan period to date (2006/07 to 2016/17)	184
F	Five year target incorporating shortfall (C + E)	2,184
G	Buffer (5% x C)	100
H	Five year target incorporating buffer (F + G)	2,284
J	Annual target for next five years (2016/17 to 2020/21) (H / 5)	457
K	Expected five year deliverable supply (2016/17 to 2020/21)	3,178
L	Gap between target and supply (H – K)	894 surplus
	<b>Years supply equivalent (K / J)</b>	<b>6.95 years</b>

Table 10: Oxford’s housing land supply at 31 March 2017

### Indicator 8: AFFORDABLE HOUSING COMPLETIONS (TENURE)

**Target: Tenure split of affordable housing should be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental)** (Oxford Core Strategy Policy CS24, Sites and Housing Plan Policy HP3 & Affordable Housing and Planning Obligations SPD)

Performance against target 2016/17:

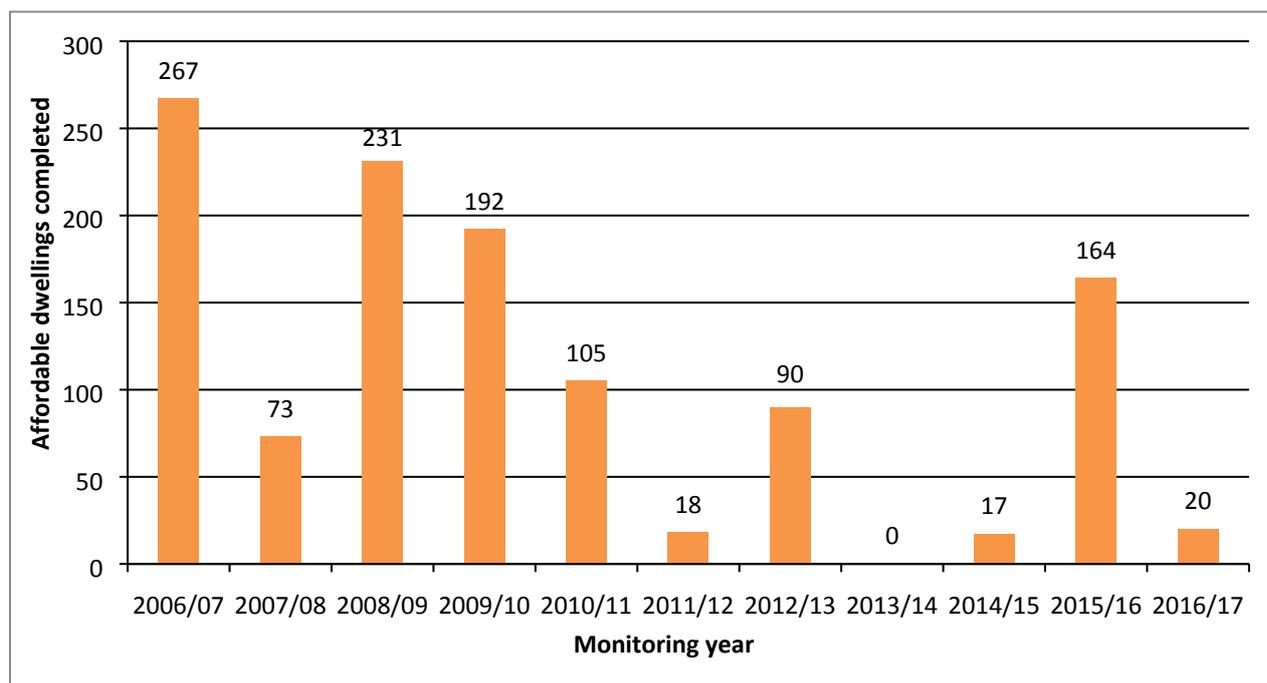


Performance in previous two years:



3.22 Providing more affordable housing in Oxford is essential to ensure mixed and balanced communities, for the health and well-being of residents, and for the vibrancy of the local economy.

### Affordable Housing Completions



**Figure 3:** Net affordable dwellings completed 2006/07-2016/17

- 3.23 Figure 3 shows that 20 affordable dwellings were completed in 2016/17. This is because very few large sites where the on-site provision of affordable housing would be required were completed during the monitoring year.
- 3.24 The total number of affordable homes completed since the start of the Core Strategy period (2006/07 to 2016/17) is 1,177 dwellings. These homes have mainly been delivered through a combination of developer contributions from qualifying developments (either provision onsite or financial contributions towards off-site provision) and the City Council’s own housebuilding programme. The supply of affordable housing in Oxford is expected to be further boosted in future monitoring years as major schemes are built out. This includes Barton Park (354 affordable homes), land north of Littlemore Healthcare Trust (70 affordable homes) and Littlemore Park (135 affordable homes expected). It is expected that new homes at Barton Park (Phase 1) will start to be completed in autumn 2017 and will begin to be counted in the AMR 2017/18. As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford.

### Affordable Housing Tenure

- 3.25 The 20 affordable homes completed in 2016/17 were all delivered on the site of the Former Cowley Community Centre, Barns Road (12/03278/FUL). All 20 homes are available on a shared ownership basis through a registered social landlord. It should be noted that this development is part of a larger scheme covering three sites, providing 69% affordable housing in total (40% social rent and 29% intermediate affordable tenures). The mix and distribution of the affordable housing is spread across all three sites. The other sites are the Northway Centre/Dora Carr Close (12/03280/FUL) and Westlands Drive (12/03281/FUL), both of which

are expected to be completed in 2017/18 or 2018/19. There was one joint s106 agreement covering all three developments.

**Indicator 9: AFFORDABLE HOMES BUILT ON CITY COUNCIL LAND**

No set target. The City Council is committed to delivering more affordable housing in Oxford and is one of the few authorities in England building its own council housing. The City Council has been identifying land in its ownership capable of delivering affordable homes and is bringing this forward wherever possible. The AMR will now report on the number of affordable units built on City Council land.<sup>23</sup>

3.26 Of the 20 affordable dwellings completed in Oxford in 2016/17, all were delivered on City Council land (Table 11).

City Council owned site	Planning application reference	No. homes for social rent completed	No. homes for affordable rent completed	No. of intermediate homes completed	Total number of affordable homes completed
Former Cowley Community Centre, Barns Road	12/03278/FUL	0	0	20	20
				<b>Total:</b>	20

**Table 11:** Affordable homes completed on City Council land (by tenure) 2016/17

3.27 In 2016 the City Council set up its own housing company. The housing company is wholly owned by the City Council and will be used to deliver new affordable homes in Oxford. It is proposed that the housing company will purchase and manage the affordable rented homes at Barton Park, develop new build housing on City Council land and buy affordable housing from developers on private land, as well as undertaking estate regeneration schemes. The City Council could also compulsorily purchase land allocated for housing from landowners reluctant to develop and sell it to the housing company to bring forward development more quickly. The City Council’s decision to set up a housing company follows changes introduced by the Housing and Planning Act 2016 which would make it more difficult for the City Council to continue building and maintaining its own affordable housing stocks.

**Indicator 10: PROPORTION OF AFFORDABLE HOUSING WHERE THERE IS A POLICY REQUIREMENT (PERMISSIONS)**

**Target: 50% provision of affordable housing on qualifying sites.**  
(Oxford Core Strategy Policy CS24 & Sites and Housing Plan Policy HP3)

**Performance against target 2016/17:**



**Performance in previous two years:**

2015/16:



2014/15:



3.28 Sites and Housing Plan Policy HP3 states that planning permission will only be granted for residential development on sites with capacity for 10 or more dwellings, or which have an area

<sup>23</sup> This indicator was added to the AMR in 2015/16 following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on [12 November 2015](#).

of 0.25 hectares or greater, if generally a minimum of 50% of the dwellings on the site are provided as affordable homes. At least 80% of the affordable homes must be provided as social rented housing.

3.29 The majority of housing permissions in 2016/17 were small scale developments that did not meet the thresholds for applying Policy HP3. There were five applications that met the threshold for applying Policy HP3 during 2016/17 as shown in Table 12.

Application	Site	Qualifying Development	Affordable Housing Provision (as agreed in the planning permission)
15/03328/FUL	Part of Former Travis Perkins site, Collins Street	Demolition of existing building. Erection of four storey building consisting of B1a offices at ground floor level and 24x C3 flats above.	<b>50% Affordable Housing</b> 11 social rent, 1 shared ownership and 12 market homes.
16/03108/RES <sup>24</sup>	Jack Russell, 21 Salford Road	Demolition of public house, erection of 16 flats on three floors.	<b>50% Affordable Housing</b> 8 affordable (at least 50% social rent) and 8 market homes.
15/02512/FUL	1 Abbey Road	Demolition of existing buildings. Erection of 6 houses and 6 flats on three levels.	<b>50% Affordable Housing</b> 5 social rent, 1 intermediate affordable and 6 market homes.
14/01441/FUL	Land at Jericho Canalside	Mixed use scheme to include 23 C3 residential units, a new community centre, restaurant and boatyard.	<b>40% Affordable Housing</b> 9 social rent and 14 market homes. It was demonstrated that it was not financially viable to provide 50% affordable housing due to the costs of providing a new bridge and public open space as part of the development scheme. On balance, it was considered that reduced on-site provision of affordable housing was acceptable given the public benefits of providing a new bridge and public open space. All the affordable housing provided is to be social rent.
16/02678/B56	Nielsen House London Road	Change of use from B1a office to C3 residential to provide 30x 1-bed flats and 63x 2-bed flats.	<b>0% Affordable Housing</b> Prior approval application. The City Council was therefore unable to apply Policy HP3.
16/00744/FUL	39 & 41 Waynflete Road, Land to the Rear & off Bayswater Farm Road, Waynflete Road	Demolition of existing pair of semi-detached houses (39 and 41 Waynflete Road). Erection of 52 houses and flats.  Note: The two dwellings to be demolished fall within Oxford City. The 52 dwellings proposed fall within South Oxfordshire.	The loss of two dwellings in Oxford is compensated by the provision of 2x affordable (shared ownership) units with Oxford City Council nomination rights within the main scheme. These two dwellings are counted towards meeting Oxford's housing need as they would be located close to the city boundary and occupied by people on Oxford's Housing Register.

**Table 12:** Proportion of affordable housing where there is a policy requirement (permissions) 2016/17

<sup>24</sup> The s106 was signed with the outline planning permission (15/02282/OUT).

- 3.30 Table 12 shows that three of the four qualifying developments met the full 50% requirement for on-site provision of affordable housing. One development (Jericho Canalside) had a slightly reduced level of on-site provision due to economic viability issues resulting from the provision of a new bridge and public open space. On balance, it was considered that reduced on-site provision of affordable housing was acceptable in this case given the public benefits of providing a new bridge and public open space.
- 3.31 In 2016/17 prior approval was also granted for the change of use of Neilson House from B1a office to C3 residential which would provide a total of 93 homes. However, whilst developers must seek prior approval from the City Council to undertake the change of use, the only issues that can be considered are flooding, contamination, highways and transport, and noise. This means that this application was not assessed against the full range of policies in Oxford's Local Plan and that compliance with Policy HP3 could not be secured in this permission. Under normal circumstances, 46 affordable homes would have been sought in this scheme.

#### **Indicator 11: FINANCIAL CONTRIBUTIONS TOWARDS AFFORDABLE HOUSING**

**Target: No set target. AMR to include a report on financial contributions collected towards affordable housing provision from residential, student accommodation and commercial developments** (Sites and Housing Plan Policies HP3, HP4 and HP6)

- 3.32 Oxford's Local Plan policies require developers to make a financial contribution towards the provision of affordable housing in the city from smaller developments of 4-9 dwellings or from student accommodation.
- 3.33 On 28 November 2014 the Government made changes to the Planning Practice Guidance (PPG) which exempted developments of 10 or fewer dwellings from making financial contributions towards affordable housing provision. The City Council therefore temporarily suspended the application of Policy HP4 and stopped seeking financial contributions from developments of 10 or fewer dwellings. Affordable housing contribution requirements also began to be assessed on the basis of net additional units resulting from development (rather than the gross figure) in line with the changes to Government policy.
- 3.34 The City Council anticipated that the combined effect of these changes was likely to result in a significant reduction in financial contributions towards affordable housing, particularly given the proportion of smaller residential developments taking place in the city. The City Council therefore endorsed the West Berkshire District Council and Reading Borough Council legal challenge against these changes. On 31 July 2015 the High Court ruled in their favour, quashing the changes to the PPG. The City Council then reverted back to requiring full financial contributions for affordable housing in line with adopted Local Plan policies.
- 3.35 The Government subsequently appealed against the High Court decision. On the 11 May 2016 the Court of Appeal found in the Government's favour and the changes to the PPG were reinstated. In making this determination, the Court of Appeal was clear that national policy is a material consideration to which great weight should be attached. However, the Court of Appeal also stated that whilst the policy is expressed in absolute terms, it must allow for exceptions. It was said in court, on behalf of the Secretary of State, that *"In the determination of planning applications the effect of the new national policy is that although it would normally*

*be inappropriate to require any affordable housing or social infrastructure contributions on sites below the thresholds stated, local circumstances may justify lower (or no) thresholds as an exception to the national policy. It would then be a matter for the decision-maker to decide how much weight to give to lower thresholds justified by local circumstances as compared with the new national policy."*

- 3.36 On the 25 July 2016 a [report](#) was taken to a meeting of full Council, setting out the City Council's response to the Court of Appeal decision. The report referenced the extreme nature of the local need for affordable housing and evidence showing that Oxford is the most unaffordable area of the country. The report also referenced Oxford's reliance on smaller sites of fewer than 10 dwellings given the city's highly constrained geographical area, with very few large housing sites available. Therefore whilst the Written Ministerial Statement is a material consideration in the determination of planning applications, on balance there is substantial evidence that local circumstances justify continuing to apply the lower thresholds set out in the adopted Local Plan for seeking developer contributions. This approach has been supported by Inspectors at appeals<sup>25</sup>.
- 3.37 In 2013, the Government also made changes to permitted development rights which allow the conversion of B1a office space to C3 residential dwellings without Oxford's full range of Local Plan policies being applied. This means that financial contributions towards affordable housing cannot be required from these developments. (See Indicator 12 for further information on these applications.)
- 3.38 In the 2016/17 monitoring year the City Council received £183,450 through s106 agreements towards affordable housing provision (Table 13). This money will be used to support the delivery of affordable housing elsewhere. The programme for s106 spending is set out on page 67.

Application	Site	Qualifying Development	Financial contribution towards affordable housing
11/02594/FUL	Fox and Hounds Public House, 279 Abingdon Road	Demolition of public house. Erection of 3 storey building to provide retail unit on the ground floor and 4x flats above.	£183,450
<b>Total amount received:</b>			<b>£183,450</b>

**Table 13:** Financial contributions towards affordable housing received from all development types 2016/17

<sup>25</sup> APP/G3110/W/16/3162804: Site of Former Quarry Gate Public House, Oxford, OX3 8AL (16/01737/FUL)  
APP/G3110/W/16/3165091: 8 Hollybush Row, Oxford, OX1 1JH (16/01541/FUL)

**Indicator 12: CHANGES OF USE FROM NON-RESIDENTIAL TO RESIDENTIAL (COMPLETIONS)**

**No set target. AMR to report on the number of market and affordable dwellings delivered (completed) through changes of use from non-residential to C3 residential.<sup>26</sup>**

3.39 Of the 373 dwellings completed in Oxford in 2016/17, 35 dwellings were delivered through the change of use of existing buildings from non-residential to C3 residential (Table 14).

Type of change of use	No. market dwellings completed (net)	No. affordable dwellings completed (net)
Change of use from non-residential to C3 residential requiring full planning permission	4 dwellings	0 dwellings
Change of use from B1a office to C3 residential under permitted development rights requiring the prior approval of the City Council	29 dwellings	0 dwellings
Change of use from A1 retail to C3 residential under permitted development rights requiring the prior approval of the City Council	2 dwellings	0 dwellings
<b>Total:</b>	<b>35 market dwellings</b>	<b>0 affordable dwellings</b>

**Table 14:** Dwellings completed through non-residential to C3 residential changes of use 2016/17

3.40 All of the dwellings delivered through changes of use from non-residential to residential in 2016/17 were market housing. No affordable dwellings were delivered through non-residential to residential changes of use during the 2016/17 monitoring year. All the changes of use requiring full planning permission fell below the policy thresholds for requiring onsite provision of affordable housing or financial contributions towards affordable housing. Local Plan policies requiring affordable housing or financial contributions towards affordable housing cannot be applied in the determination of prior approval applications.

#### **B1a office to C3 residential prior approval applications**

3.41 On 30 May 2013 the Government brought into force new permitted development rights which allow the conversion of B1a office space to C3 residential without the need for planning permission<sup>27</sup>. Table 15 shows the number of applications and the number of dwellings granted and refused prior approval since this system was introduced, and for which the city council could only consider flood risk, land contamination, highways and transport, and noise, and could not apply other normal local plan policies in determining the applications<sup>28</sup>.

<sup>26</sup> This indicator was added to the AMR following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on [12 November 2015](#).

<sup>27</sup> This was originally a temporary change introduced by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013. It was then made permanent by The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016.

<sup>28</sup> The consideration of noise impacts from surrounding commercial premises on the intended occupiers of the proposed dwelling(s) is a new requirement introduced by the 2016 amendments to the GPDO.

Monitoring year	Prior approval required and granted		Prior approval required and refused	
	No. Applications	No. dwellings proposed	No. Applications	No. dwellings proposed
2013/14	9	167	4	70
2014/15	9	64	1	1
2015/16	10	39	1	3
2016/17	9	113	2	96
<b>Totals</b>	<b>35</b>	<b>376</b>	<b>8</b>	<b>170</b>

**Table 15:** B1a office to C3 residential prior approval decisions 2013/14- 2016/17

3.42 As table 15 shows, the number of dwellings permitted through B1a office to C3 residential prior approval applications has fluctuated since the system was introduced in 2013/14. This is normal for a urban area such as Oxford.

**Indicator 13: CHANGES OF USE FROM EXISTING HOMES (PERMISSIONS)**

**Target: 100% of planning permissions granted in Oxford to result in no net loss of a whole self-contained residential unit to any other use.** AMR to report only on the number of known cases not complying with the policy. (Sites and Housing Plan Policy HP1)

**Performance against target 2016/17:**

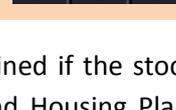


**Performance in previous two years:**

**2015/16:**



**2014/15:**



3.43 The benefits of building new homes in the city would be undermined if the stock of existing housing were to be reduced through loss to other uses. Sites and Housing Plan Policy HP1 therefore seeks to protect existing homes within the city.

3.44 In the 2016/17 monitoring year, four planning applications were granted permission where development would result in a total net loss of five C3 residential dwellings. All applications were assessed against Policy HP1, taking into account other material considerations such as the quality of the residential accommodation or space standards.

**Indicator 14: RESIDENTIAL DEVELOPMENT COMPLETED ON PREVIOUSLY DEVELOPED LAND**

**Target: 90% or more of new dwellings on previously developed land (2009-2014)  
75% or more of new dwellings on previously developed land (2014-2026)**  
(Oxford Core Strategy Policy CS2)

**Performance against target 2016/17:**



**Performance in previous two years:**

**2015/16:**



**2014/15:**



3.45 There is limited land available for development in Oxford. It is important that we re-use previously developed (brownfield) sites to make the best use of this limited resource.

3.46 The NPPF defines previously developed land (PDL) as “Land which is or was occupied by a permanent structure, including the curtilage of the developed land... and any associated fixed surface infrastructure”. The NPPF is clear that private residential gardens cannot be considered PDL. However, the Core Strategy target for the proportion of new homes to be delivered on PDL was set before garden land was removed from the definition. The target of 75% of new dwellings to be delivered on PDL therefore includes both PDL and garden land.

3.47 Figure 4 shows that 65.5% of housing completions in 2016/17 were on PDL and 33.5% of housing completions were on garden land. These figures combined exceed the Core Strategy target of 75%. Only 1% of housing completions were on greenfield land.

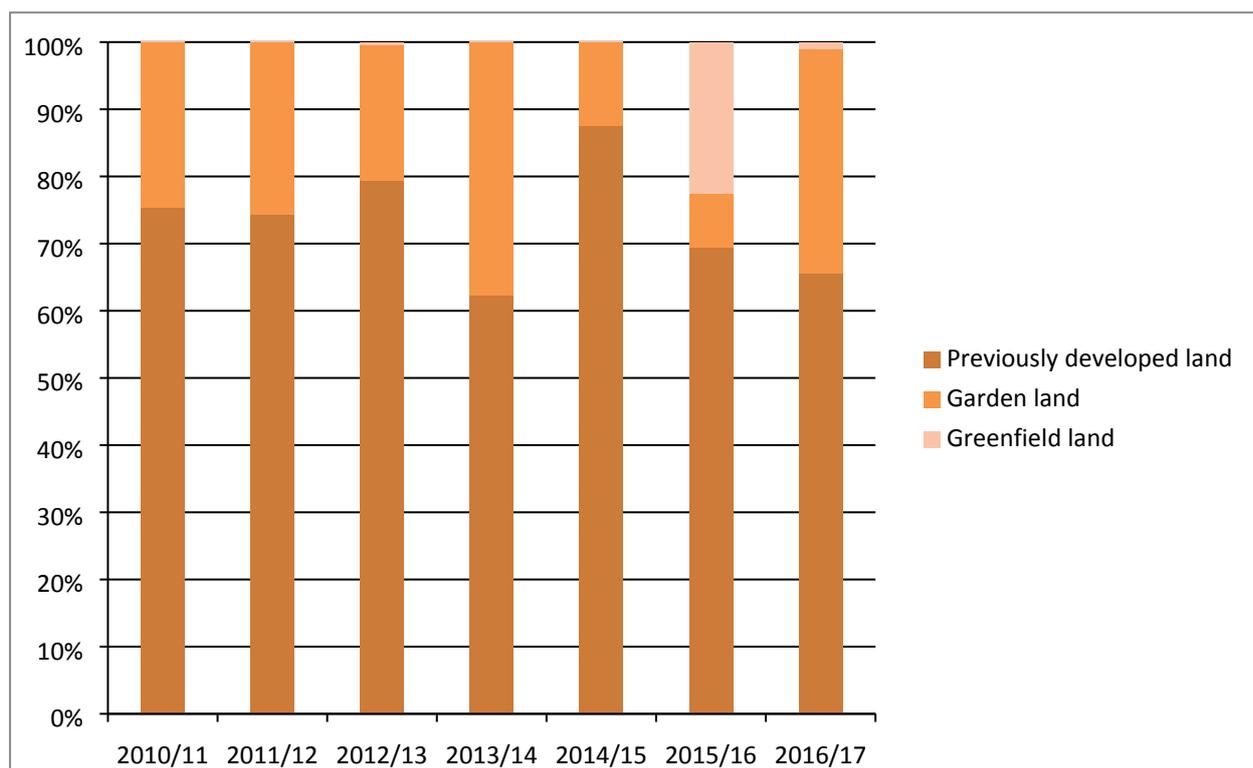


Figure 4: Dwellings completed by land type 2010/11 - 2016/17

**Indicator 15: MIX OF HOUSING (DWELLING SIZE)**

**Target: 95% of schemes to comply with the Balance of Dwellings SPD**  
(Oxford Core Strategy Policy CS23)

**Performance against target 2016/17:**



**Performance in previous two years:**



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

**Overall Mix of Housing Delivered**

3.49 In previous years there have been concerns that increasing proportions of smaller homes (one or two bedrooms) were being completed in Oxford and that this was limiting the supply of new family-sized homes. However, in recent years this trend has started to change. Figure 5 shows that a good mix of dwellings of different sizes were completed in 2016/17.

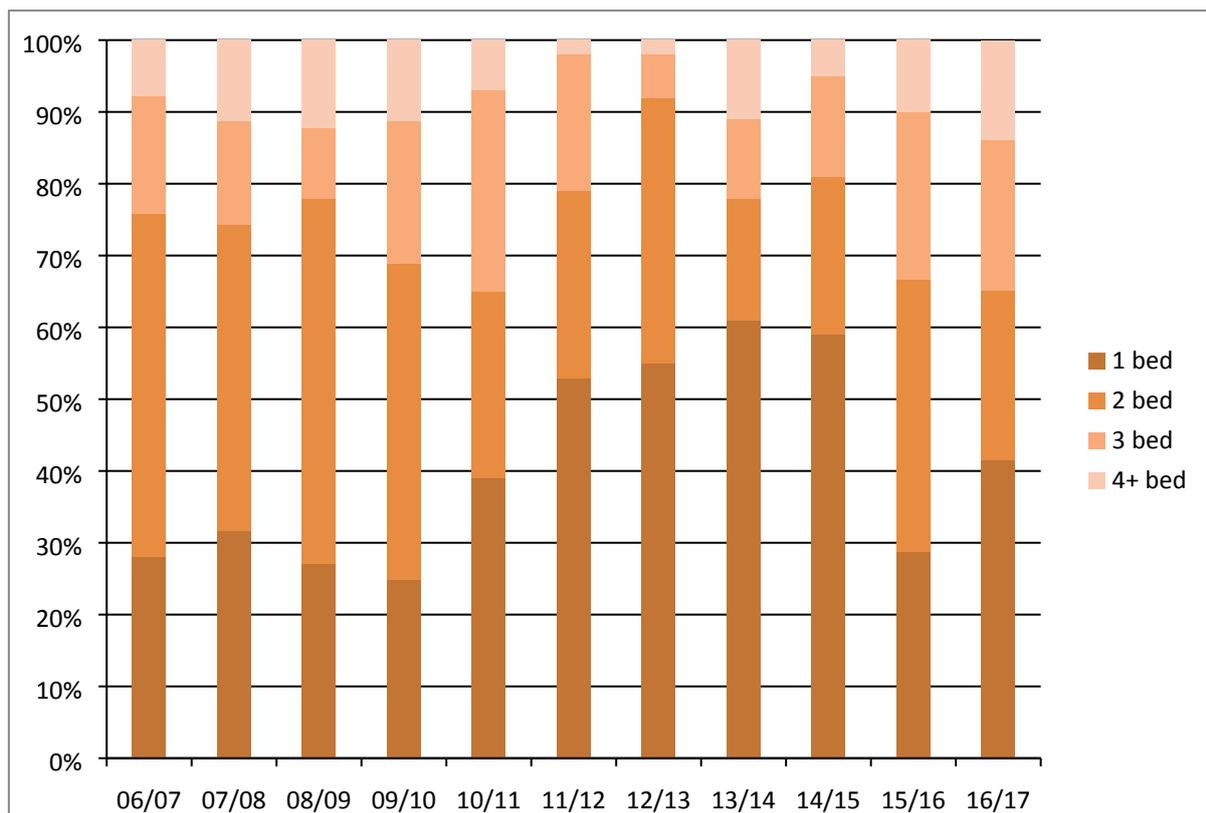


Figure 5: Mix of dwellings completed 2006/07-2016/17

**Compliance with the Balance of Dwellings (BoDs) Supplementary Planning Document (SPD)**

3.50 The Balance of Dwellings SPD sets out the appropriate mix of housing for strategic sites, developments of ten or more dwellings in the city centre and district centres, and developments of 4-24 new homes in other areas of the city taking into consideration local pressures on family housing. Table 16 shows qualifying completed developments' compliance with the requirements of the BoDs SPD in 2016/17.

Application	Site	Qualifying Development	Compliance with BoDs SPD
15/00684/FUL	Jack Howarth House, 75 Hill Top Road	Demolition of existing building. Erection of 9 flats, (5 x 3-bed, 2 x 2-bed and 2 x 1-bed)	<b>Compliant with BoDs SPD</b>
15/00209/FUL	312 London Road	Demolition of existing building. Erection of 9 flats (3 x 3-bed, 4 x 2-bed and 2 x 1-bed)	<b>Compliant with BoDs SPD</b>
12/03278/FUL	Former Cowley Community Centre, Barns Road	Erection of 4 storey building comprising community centre, retail and workshop unit on ground floor together with 40 residential flats (19 x 1-bed, 21 x 2-bed).	<b>Non-compliant with BoDs SPD</b> The site is of an unusual and elongated shape making it unsuitable to provide any meaningful number of family sized houses.
13/01648/VAR	21 and 23 Temple Road	Variation of conditions 1 (approved plans) and 2 (materials) of planning permission 13/00356/VAR (Variation of conditions 3 (samples of materials), 4 (vision splays) and 7 (landscape plan) of planning permission 05/00066/FUL).	<b>Non-compliant with BoDs SPD</b> Application to vary conditions. The development was originally granted planning permission prior to the adoption of the BoDs SPD.

10/00406/FUL	Land To The Rear Of 25 27 And 29 Abberbury Road Oxford Oxfordshire	Erection of 4x4 bedroom houses.	<b>Non-compliant with BoDs SPD</b> At the time that planning permission was granted, there was an extant permission for a similar scheme granted prior to the BoDs SPD being adopted.
16/03035/CEU	326 Banbury Road	Application to certify that the existing use of property as 8x 1-beds flats (Use Class C3) is lawful.	<b>Non-compliant with BoDs SPD</b> Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
16/02908/CEU	334 Banbury Road	Application to certify that the existing use of property as 8x 1-beds flats (Use Class C3) is lawful.	<b>Non-compliant with BoDs SPD</b> Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
16/02907/CEU	330 Banbury Road	Application to certify that the existing use of property as 7x 1-beds flats (Use Class C3) is lawful.	<b>Non-compliant with BoDs SPD</b> Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
16/02886/CEU	311 Cowley Road Oxford OX4 2AQ	Application to certify that the existing use of the property as 3x 1-bed and 2x studio flats (Use Class C3) is lawful.	<b>Non-compliant with BoDs SPD</b> Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
16/02887/CEU	355 Cowley Road Oxford OX4 2BP	Application to certify the existing use of the property as 5x 1-bed flats (Use Class C3) is lawful.	<b>Non-compliant with BoDs SPD</b> Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
13/02120/B56	28-31 Little Clarendon Street	Change of use from B1a office to C3 residential (4 x 1 bed and 4 x 2 bed flats)	<b>Non-compliant with BoDs SPD</b> Prior approval application. The City Council was therefore unable to apply Policy CS23.
15/00189/B56	Kennett House, 108 - 110 London Road	Change of use from B1a office to C3 residential to provide 12 residential flats (7x 1-bed, 5x 2-bed)	<b>Non-compliant with BoDs SPD</b> Prior approval application. The City Council was therefore unable to apply Policy CS23.

**Table 16:** Compliance with the Balance of Dwellings SPD (qualifying completions) 2016/17

3.51 The BoDs SPD remains a key tool in ensuring that housing provision meets the needs of a wide range of households.

#### **Indicator 16: DEMAND FOR SELF-BUILD AND CUSTOM HOUSEBUILDING PLOTS**

The City Council is required to keep a register of individuals and groups who are seeking to acquire serviced plots of land in the city on which to build their own homes<sup>29</sup>. The Planning Practice Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.

3.52 Table 17 provides headline information from Oxford's Self-build and Custom Housebuilding Register. This information will be used to help the City Council understand the demand for serviced self and custom build plots in Oxford.

<sup>29</sup> This is a requirement of the Self-build and Custom Housebuilding Act 2015.

Number of individuals on the Oxford Self and Custom Build Register	27 Individuals
Number of associations of individuals on the Oxford Self and Custom Build Register	1 Association (20 association members)

**Table 17:** Oxford’s Self and Custom Build Register Headline Information (at 31 March 2017)

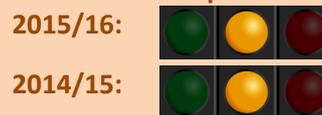
**Indicator 17: STUDENTS AND PURPOSE BUILT STUDENT ACCOMMODATION**

**Target: No increase in academic floorspace if there are more than 3,000 students outside of accommodation provided by the relevant university.** (Oxford Core Strategy Policy CS25)

**Performance against target 2016/17:**



**Performance in previous two years:**



3.53 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in the city. The policy is intended to reduce the pressures from students on the private rental market. To avoid worsening the situation, all increases in academic floorspace that would facilitate an increase in student numbers at the two universities should be matched by an equivalent increase in student accommodation provided by the relevant university. All applications for net increases in academic floorspace will be assessed on this basis.

3.54 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 2016.

**University of Oxford**

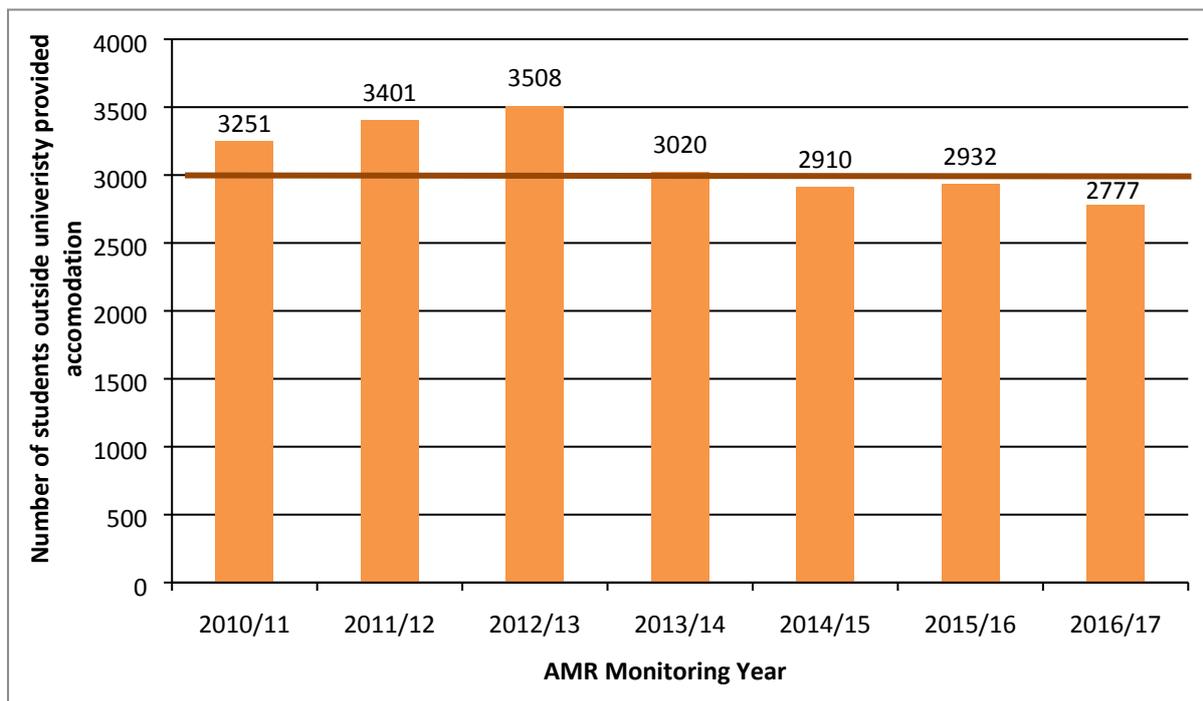
3.55 The University of Oxford states that there were 23,179 students attending the University (and its colleges) at 1 December 2016.

3.56 A number of agreed exclusions apply to the data:

- Students with a term-time address outside of the city (289 students)
- Students living within the city prior to entry onto a course (731 students)
- Visiting students (525 students) or those not attending the institution (nil students)
- Part-time students (2,535 students)
- Postgraduate research students past year four of study or assumed to be writing up (434)
- Students working full time for the NHS (DClinPsyc Students) (49 students)
- Specific course exclusions (BTh Theology and MTh Applied Theology) (39 students)
- Students who are also members of staff (246 students)
- Students living with their parents (119 students)
- Students on a year abroad (459 students)

3.57 Taking into account these exclusions, there were 17,753 full-time University of Oxford students with accommodation requirements. At 1 December 2016 there were 14,976 accommodation places provided across the collegiate University. This leaves a total of 2,777 students living

outside of university provided accommodation in Oxford, which meets the Core Strategy target (Figure 6).



**Figure 6:** University of Oxford students living outside of university provided accommodation 2010/11-2016/17

3.58 At 1 December 2016 there were also 933 student accommodation places under construction across the collegiate University and extant planning permissions for a further 218 student accommodation places.

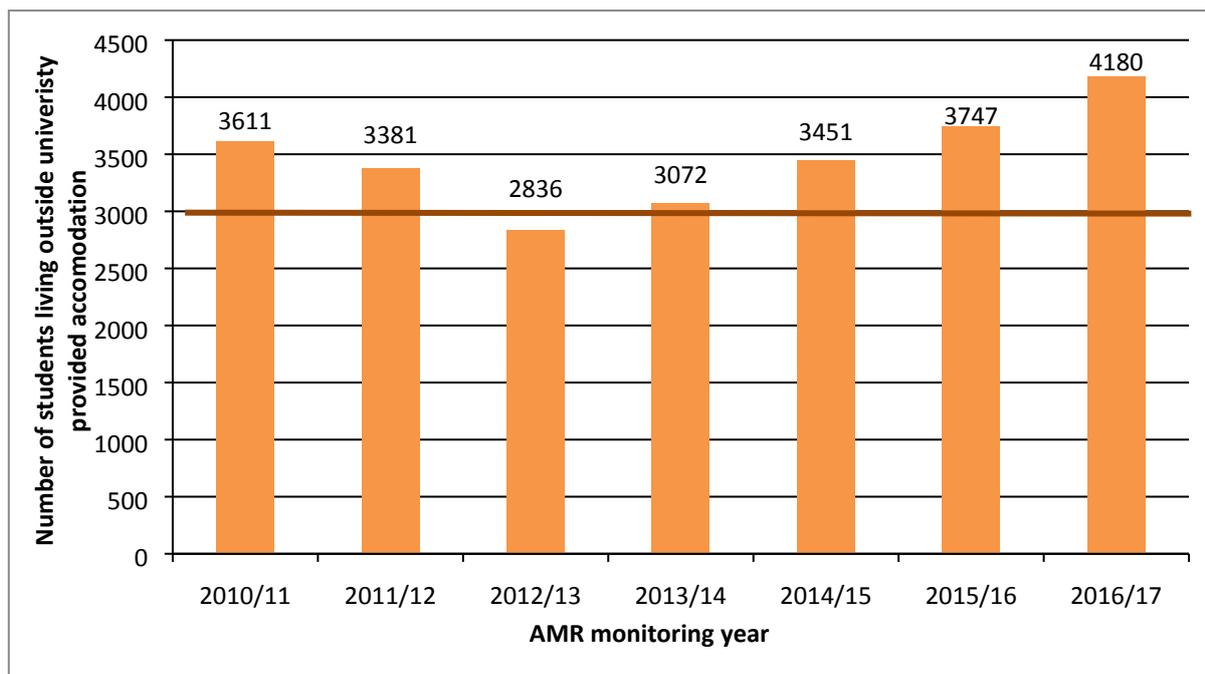
**Oxford Brookes University**

3.59 Oxford Brookes University states that there were a total of 17,069 students attending the university at 1 December 2016.

3.60 A number of agreed exclusions apply to the data:

- Part-time students (2,626 students)
- Students studying at franchise institutions (1,367 students)
- Students studying outside Oxford (i.e. Swindon campus) (420 students)
- Placement students away from the university (393 students)
- Students living at home or outside of Oxford (2,759 students)

3.61 Taking into account these exclusions, there were 9,504 full-time Oxford Brookes University students with accommodation requirements. At 1 December 2016 there were 5,324 accommodation places provided by Oxford Brookes University. This leaves a total of 4,180 students without a place in university provided accommodation living in Oxford, exceeding the Core Strategy target (Figure 7).



**Figure 7:** Oxford Brookes students living outside of university provided accommodation 2010/11 – 2016/17

3.62 When compared to the previous monitoring year, there were an additional 433 Oxford Brookes students living outside of university provided accommodation in the city in 2016/17. A more detailed breakdown of Oxford Brookes University's student numbers is provided in Table 18.

Monitoring year	Total Number of Students	Students needing accommodation in Oxford	Units of University provided student accommodation
2011/12	17,811	8,032	4,651
2012/13	17,115	7,909	5,073
2013/14	17,053	8,319	5,247
2014/15	16,553	8,489	5,038
2015/16	17,149	8,954	5,207
2016/17	17,069	9,504	5,324

**Table 18:** Oxford Brookes University's student numbers 2011/12 – 2016/17

3.63 Oxford Brookes University has commented that recent trends in students living outside of university provided accommodation in Oxford 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.

3.64 Oxford Brookes University is now seeing a trend, with different patterns of demand for student accommodation since 2012. Oxford Brookes has identified that the proportion of students who decide to live in Oxford has increased from around 64% in 2010 to well over 70% in 2016, meaning that their residential halls (including university owned and those under nomination agreements) cannot meet this increased demand. The University has identified the following underlying trends which explain this shift in demand:

- A decline in postgraduate students (who are more likely to live at home and, if they do live in university-provided accommodation, they often require the accommodation for shorter periods);
  - An increase in undergraduate students (who are less likely to live at home);
  - A decline in part-time students (with this shortfall being replaced with more full-time students); and
  - A decline in the proportion of students recruited from Oxfordshire (with a higher propensity to live at home).
- 3.65 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. It will take time for additional student accommodation to be planned and built out. However, in 2017/18 Oxford Brookes will have an additional 215 student accommodation places available (167 student rooms on London Road/Latimer Road and 48 student rooms at Canterbury House, Cowley Road).
- 3.66 The approach set out in Core Strategy Policy CS25 will be a key consideration in determining any planning applications submitted by Oxford Brookes University. Core Strategy Policy CS25 and its supporting text is clear that planning permission will only be granted for additional academic/administrative accommodation (including redeveloped academic floorspace) for use by Oxford Brookes and the University of Oxford where it can be demonstrated that the number of students living outside of university provided accommodation is less than 3,000 students for that institution. No planning applications for new or redeveloped academic floorspace were received from Oxford Brookes University during the 2016/17 monitoring year.
- 3.67 These policies are being reviewed as part of the work on the emerging Oxford Local Plan 2036. The City Council, jointly with Cambridge City Council, commissioned an Assessment of Student Housing Demand and Supply, which was undertaken by the Cambridge Centre for Housing and Planning Research. This piece of work was a detailed assessment of student housing demand in the city, designed to inform development of policies for the Oxford Local Plan 2036. It includes assessment of a broad range of students, including those at language schools. For the assessment Higher Education Statistics Agency (HESA) data was used as the basis of university student numbers data. The HESA data is a 'flow', which records all students of the course of the academic year. For the AMR, the universities publish 'snapshot' data for a point in time relevant to the AMR, and this dataset will not match the HESA data.
- 3.68 The preferred approach set out in the Oxford Local Plan 2036 Preferred Options is to continue to link new or redeveloped university academic accommodation to the delivery of associated residential accommodation, supporting institutions to meet their own accommodation needs by demonstrating that they have fewer than a set number of full-time taught degree students living outside of university provided accommodation (excluding students studying and working on placements such as teaching and nursing students and post-graduates on research based

courses). The policy threshold would be set based on existing student numbers (using a 2016 baseline), potentially reducing across the plan period and varying between each university.

**Other purpose built student accommodation**

3.69 The two Universities are not the only academic institutions that attract students to Oxford. There is an increasing demand to accommodate students from language schools and other academic organisations which also puts pressure on the private rental market. Whilst this is not addressed directly by Policy CS25, it is an important consideration in thinking about Oxford’s housing need. The Oxford Local Plan 2036 is considering an approach to restrict the expansion of language schools.

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

**Target: 95% of sites approved for uses including new student accommodation to be in one of the following locations:**

- On/adjacent to an existing university or college academic site or hospital and research site
- City centre or district centres
- Located adjacent to a main thoroughfare (Sites and Housing Plan Policy HP5)

**Performance against target 2016/17:**



**Performance in previous two years:**

2015/16:



2014/15:



3.70 In the 2016/17 monitoring year, planning permission was granted for eight new student accommodation developments which would provide a total of 390 (net) student rooms. Table 19 shows that the majority of the development permitted would be located on sites that meet the locational requirements of Sites and Housing Plan Policy HP5.

Application	Site	Development	Compliance with HP5 locational criteria
15/00858/FUL	36 38 40 London Road & 2 Latimer Road	Demolition of existing buildings. Erection of 167 student study rooms and 4 maisonettes.	<b>Policy HP5 Compliant</b> (Main thoroughfare)
15/03643/FUL	Florey Building St Clement's Street	Refurbishment and extension to provide 25 additional study bedrooms.	<b>Policy HP5 Compliant</b> (Main thoroughfare)
16/01973/FUL	Canterbury House 393 Cowley Road	Change of use from B1a office to 48 student study rooms. Erection of a further 30 student rooms.	<b>Policy HP5 Compliant</b> (Main thoroughfare)
16/02406/FUL	Canterbury House 393 Cowley Road	Change of use from B1a office to 48 student study rooms.	<b>Policy HP5 Compliant</b> (Main thoroughfare)
16/02772/FUL	77-83 Iffley Road 85 & 87 Iffley Road & 46 Stockmore Street	Erection of a four storey rear extension to provide 13 additional student study rooms.	<b>Policy HP5 Compliant</b> (Main thoroughfare)
16/03062/FUL	Somerville College, Woodstock Road	Erection of five storey building to provide 68 student rooms. Extension/refurbishment to provide 42 student rooms.	<b>Policy HP5 Compliant</b> (Main thoroughfare, Existing college campus)
16/03209/FUL	18-21 Longwall Street	Erection of a single storey building to provide 3 additional study rooms for students with disabilities.	<b>Policy HP5 Compliant</b> (Existing college campus)
15/00759/FUL	11 Winchester Road	Change of use from large House in Multiple Occupation to Student Accommodation.	Does not comply with the locational criteria set out in Policy HP5. Allowed at appeal.

**Table 19:** Planning permissions granted for new student accommodation 2016/17

### Indicator 19: HOUSES IN MULTIPLE OCCUPATION (HMOs)

**Target: No set target. AMR to include a report on the number of applications determined for the creation of new HMOs within each ward and of these the number approved.**

(Sites and Housing Plan Policy HP7)

- 3.71 A house in multiple occupation (HMO) is a shared house occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom. Shared properties can help to meet housing needs in some areas, although the conversion of family homes to HMOs can lead to a shortfall in family accommodation. HMOs form an unusually high percentage of housing in Oxford in comparison to other cities of a similar size. It is estimated that 1 in 5 of the resident population live in an HMO.
- 3.72 Planning permission is not usually required for the conversion of a C3 dwelling house to a C4 'small' HMO with three to six occupiers. However, on 25 February 2012 the City Council brought into force an [Article 4 Direction](#) that means planning permission is required for this change of use in Oxford. Planning permission is also required for the conversion of a C3 dwelling to a Sui Generis 'large' HMO with more than six occupiers. The change of use from a 'small' C4 HMO to a 'large' Sui Generis HMO also requires planning permission.

3.73 There is no Local Plan target for HMOs, however the AMR is required to report on the number of planning applications for new HMOs that are determined and approved during the monitoring year (Table 20).

Ward	HMO applications determined 2013/14	HMO applications approved 2013/14	HMO applications determined 2014/15	HMO applications approved 2014/15	HMO applications determined 2015/16	HMO applications approved 2015/16	HMO applications determined 2016/17	HMO applications approved 2016/17
Barton and Sandhills	0	0	2	2	3	2	5	5
Blackbird Leys	0	0	0	0	2	1	2	2
Carfax	0	0	0	0	6	6	0	0
Churchill	3	3	3	2	6	2	15	11
Cowley	3	2	2	2	8	7	12	11
Cowley Marsh	1	1	1	0	4	2	10	4
Headington	2	2	4	4	4	3	11	9
Headington Hill and Northway	0	0	1	1	5	5	6	5
Hinksey Park	0	0	0	0	8	7	2	1
Holywell	0	0	0	0	0	0	1	1
Iffley Fields	3	2	3	1	1	1	6	3
Jericho & Osney	1	1	3	3	2	2	3	3
Littlemore	0	0	1	1	4	4	3	2
Lye Valley	1	1	8	6	15	13	10	10
Marston	1	1	2	2	2	2	8	6
North	1	1	1	0	0	0	2	2
Northfield Brook	0	0	0	0	0	0	2	2
Quarry & Risinghurst	1	1	1	1	4	4	2	2
Rose Hill and Iffley	0	0	1	1	3	2	1	0
St. Clements	3	2	3	2	7	6	5	3
St. Margaret's	0	0	0	0	0	0	2	2
St. Mary's	0	0	0	0	5	2	6	3
Summertown	0	0	2	2	5	5	4	4
Wolvercote	0	0	1	0	2	2	1	1
<b>Total</b>	<b>20</b>	<b>17 (85%)</b>	<b>39</b>	<b>30 (77%)</b>	<b>96</b>	<b>78 (81%)</b>	<b>119</b>	<b>92 (77%)</b>

**Table 20:** Planning applications for new HMOs determined and approved 2013/14-2016/17

3.74 Table 20 shows that the number of planning applications received to create new HMOs has increased significantly over the past four years since the Sites and Housing Plan was adopted. The City Council has been actively working with HMO landlords to communicate the need for planning permission and therefore some of these applications may be regularising changes of use that have already taken place. The increase in applications may also reflect an increase in demand for this type of accommodation in the city given the high prices in the private rented sector in Oxford.

3.75 Given the exceptionally high concentration of HMOs in Oxford and the fact that HMOs often provide some of the poorest quality housing in the city, all HMO properties in Oxford require a licence. The City Council's HMO Licensing scheme has received national awards and recognition for its work providing protection for tenants against sub-standard conditions and supporting vigorous enforcement of tenants' legal rights.

**Indicator 20: RESIDENTIAL MOORINGS**

**Target: Nil applications approved that are subject to an unresolved objection by the body responsible for managing the relevant river channel or waterway.**

(Sites and Housing Plan Policy HP5)

**Performance against target 2015/16:**

N/A

**Performance in previous two years:**

**2014/15:**



**2013/14:** N/A

3.76 No applications for residential moorings were received during the monitoring year.

## Strong and Active Communities

### Ambition: Socially cohesive and safe communities

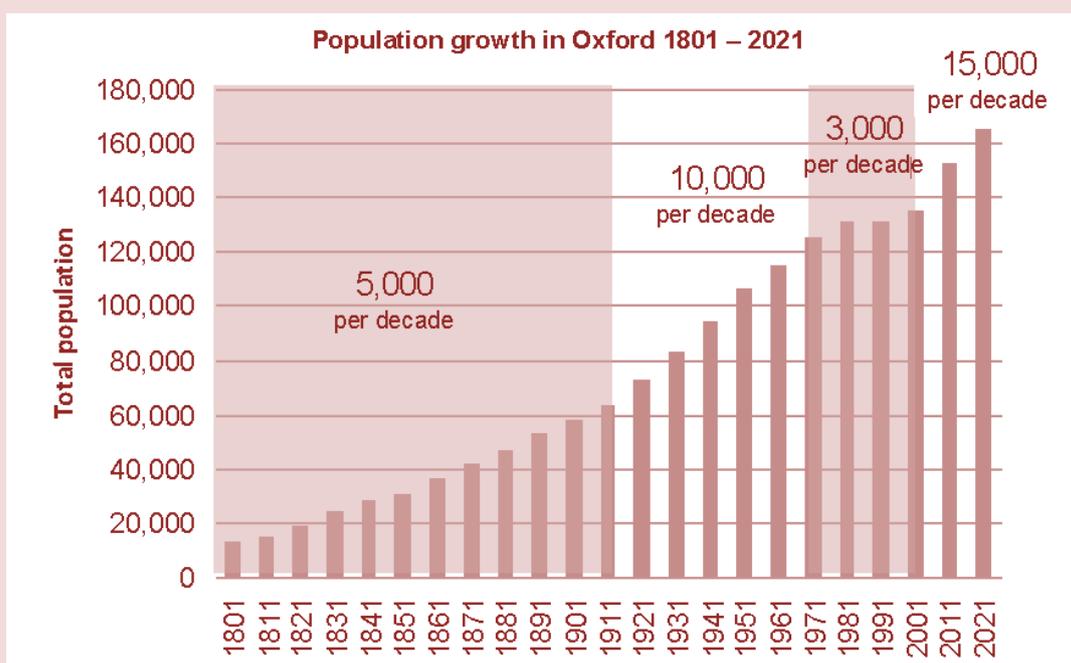
Our aim is that everyone in the city has the opportunity to:

- Be engaged in the diverse social and cultural life of the city
- Be active and engaged in leisure and sporting activities in the city
- Be protected from the risk of crime, exploitation and anti-social behaviour
- Have the support they need to achieve their potential

### Snapshot of Oxford's population

<b>Usual resident population:</b>	161,300 people <sup>30</sup>
<b>Annual population turnover:</b>	25% annual population turnover <sup>31</sup>
<b>Students as % of adult population:</b>	24% (approximately 32,800 full time university students)
<b>Non-white British population:</b>	22% from a black or minority ethnic background 14% from a white but non-British ethnic background <sup>32</sup>
<b>Life expectancy at birth:</b>	Men: 80.2 years Women: 84.3 years <sup>33</sup>
<b>% population in good or very good health:</b>	87% of Oxford's population in good or very good health <sup>34</sup>
<b>Areas of the city amongst the 20% most deprived parts of the country:</b>	Of 83 'super output areas' in Oxford, 10 are among the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton areas of the city. <sup>35</sup>

### Population changes over time



Oxford is currently in the middle of a new and distinct period of rapid population growth, adding around 15,000 people per decade. Oxford's population grew by 12% from 2001-2011, making it the sixth fastest growing English city. Oxford's population is projected to increase by another 13,000 people by 2021.

<sup>30</sup> Nomis (2017) [Total population](#)

<sup>31</sup> Office of National Statistics (2011) UK Census data

<sup>32</sup> Oxford City Council (2016) [Corporate Plan 2016-20](#)

<sup>33</sup> Public Health England (2015) [Health Profiles](#)

<sup>34</sup> Office of National Statistics (2011) UK Census Data

<sup>35</sup> Oxford City Council (May 2015) [Poverty and deprivation statistics](#)

**Indicator 21: REGENERATION AREAS**

**Target: Individual targets have been set for each priority regeneration area**

(Oxford Core Strategy Policy CS3)

**Performance against target 2016/17:**



**Performance in previous two years:**

**2015/16:**

**2014/15:**

4.1 The Core Strategy identifies five priority areas for regeneration: Barton; Blackbird Leys; Northway; Rose Hill; and Wood Farm. Physical regeneration is to be housing led, with a focus on improving the quality and mix of housing. Individual targets have been set for each of the priority areas based upon their specific circumstances (Table 21).

Regeneration Area Monitoring		
Indicator	Target	Progress to date
Extent of deprivation in Oxford relative to all areas nationally	Reduce number of super output areas (SOAs) in Oxford that fall amongst the 20% most deprived in England Baseline (2007) . . . . .10 SOAs Target 1 (2016) . . . . .Less than 10 SOAs Target 2 (2026) . . . Less SOAs than in 2016	The English Indices of Deprivation 2015 identified 10 SOAs in Oxford that are amongst the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton.
Timely progression of regeneration action plans for each area	Implement regeneration action plans in conjunction with other departments. (Timetable to be agreed corporately.)	To be taken forward by Neighbourhood/Community Partnerships.
<b>Barton</b>		
Reduce the sense of isolation from the rest of the city	Provision of new footbridge across the A40 and/or improvements to existing underpass by 2015/16.	To be delivered as part of the Barton Park development. See Indicator 23.
'Investing in Barton': improvements to blocks of flats and the Community Centre; enhancement of the street environment; improvements to security and redevelopment of Underhill Circus.	Three year programme of improvements to low rise blocks.	Permission was granted in December 2016 for improvements to flats on Stowford Road and Bayswater Road and work commenced in early 2017 <sup>36</sup> . Permission was granted in January 2017 for improvements to flats on Barton Road <sup>37</sup> .
	Improvements to Barton Neighbourhood Centre.	Improvement works to Barton Neighbourhood Centre will include extending the existing health centre to provide health facilities for residents of Barton and Barton Park. An application for change of use from offices to use as a health centre was prepared in Spring 2017 ready for submission in June 2017 <sup>38</sup> .

<sup>36</sup> Planning application references 16/02588/CT3 (2 to 24 Stowford Road), 16/02596/CT3 (26 to 60 Stowford Road), and 16/02597/CT3 (55 to 89 Bayswater Road).

<sup>37</sup> Planning application references 16/02802/CT3 (78-100 Barton Road), 16/02803/CT3 (102-112 Barton Road) and 16/02804/CT3 (114-136 Barton Road).

<sup>38</sup> Planning application reference 17/01507/CT3.

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	Redevelopment of Underhill Circus.	Work is in its early stages to work up proposals for the redevelopment of Underhill Circus. Initial design ideas have been drawn up and the City Council are working with the community to develop a proposal.
Barton Healthy New Towns Project.	Work with partners at Grosvenor, Oxfordshire Clinical Commissioning Group and Oxfordshire County Council Public Health towards delivering equal opportunities to good physical and mental health through the planning system.	A health impact assessment to identify retrospective enhancements at Barton Park and proactive recommendations for Underhill Circus and the Barton Healthy Living Centre was completed in January 2017. Barton Healthy New Town is part of the Town and Country Planning Association's Developer and Wellbeing national programme.
Blackbird Leys		
Improve the centre to create a mixed-use district centre	Provide approx. 3,000m <sup>2</sup> (gross) A1 non-food retail floorspace and 975m <sup>2</sup> (net) food retail floorspace by 2016.	In April 2017, the City Council appointed CBRE to go to market to seek a development partner for the regeneration of Blackbird Leys district centre. This follows the Council's successful bid for £745,000 from the government's Estate Regeneration Fund to support the feasibility and other preparatory work to deliver the Blackbird Leys and Barton regeneration schemes.
Investigate the future of Windrush and Evenlode tower blocks	Undertake an options appraisal by 2011.	Planning permission granted for upgrade works in November 2014 (14/02641/FUL & 14/02640/CT3). Work on both tower blocks commenced on site in early 2016 and is expected to be completed in early 2018.
Northway		
Access across the A40 linking safeguarded land at Barton to Northway, for use by buses, pedestrians and cycles	Implementation by substantial completion of residential development at Barton by 2013/14.	To be delivered as part of the Barton Park development. See Indicator 23.
Investigate the future use of Plowman tower block and the surrounding area, plus the possible redevelopment of the Northway offices	Options appraisal for Plowman tower block by 2010.  Redevelopment of Northway Offices starting by Dec 2009.	Planning permission granted for upgrade works to Plowman Tower in November 2014 (14/02642/CT3). Works commenced on site February 2017.  Sites and Housing Plan Allocation SP37. Planning permission granted in 2013 for 47 residential units and community centre

		(12/03280/FUL). The community centre and the first residential units were completed and occupied in Spring 2017.
<b>Rose Hill</b>		
Housing stock regeneration programme	Redevelopment of life-expired houses to provide 254 new residential units (113 market and 141 affordable) by 2012.	Development completed December 2011.
New Rose Hill Community Centre	Delivery of new Community Centre.	Development completed January 2016.
<b>Wood Farm</b>		
Redevelopment of the Wood Farm primary school/Slade nursery school site	Redevelopment of the Wood Farm primary school/Slade nursery school site to include enhanced facilities for the wider community by 2012.	Development completed October 2013.
Investigate the future use of Foresters Tower block and surrounding area	Options appraisal for Foresters tower block by 2011.	Planning permission granted for upgrade works to Foresters Tower in November 2014 (14/02643/CT3). Works commenced on site November 2016.

**Table 21:** Core Strategy monitoring framework for Policy CS3 Regeneration Areas

4.2 Regeneration work is also progressing outside of the targeted priority regeneration areas, for example in Cowley. Barns Place, a mixed-used development comprising 40 apartments (of which 50% are affordable housing), a new community centre, retail and workshops was completed in September 2016<sup>39</sup>. Barns Place was awarded a Royal Institute of British Architects (RIBA) South Regional Award in May 2017 (Image 1).



**Image 1:** The RIBA award winning Barns Place development

<sup>39</sup> Planning application reference 12/03278/FUL (Barns Place).

- 4.3 An application for redevelopment of Templars Square Shopping Centre was submitted in December 2016<sup>40</sup> and the East Area Planning Committee resolved to grant planning permission for this development subject to the conditions and s106 legal agreement being finalised and completed<sup>41</sup>. The proposals include 200 homes, new shops, restaurants and a hotel as well as improvements to Between Towns Road.

### Indicator 22: WEST END AREA ACTION PLAN

The West End Area Action Plan (AAP) guides development and change in Oxford's West End. It aspires to transform this key part of the City, which is currently under-utilised, raising it to the standard that Oxford's reputation deserves. The West End AAP identifies four key objectives to support this vision:

- An attractive network of streets and spaces
- A high quality built environment
- A strong and balanced community
- A vibrant and successful West End

The AAP monitoring framework is based around these objectives.

(Oxford Core Strategy Policy CS5, West End Area Action Plan)

Performance against target 2016/17:



Performance in previous two years:

2015/16:



2014/15:



- 4.4 The West End is a key part of the City Centre which is currently under-utilised and the City Council has produced an Area Action Plan (AAP) to guide its physical regeneration. This is a challenging part of the city to redevelop as it includes multiple sites, under various land ownerships, that will become available for development at different times. Significant progress has been made on key projects in the West End during 2016/17:

#### Westgate

- 4.5 Work to deliver the new Westgate Centre has continued on site throughout 2016/17 and the centre is expected to open on 24 October 2017. This is a really important development for Oxford and will significantly increase the city's retail offer through the delivery of 80,000m<sup>2</sup> of new A1 retail floorspace. The development will also deliver 27,000m<sup>2</sup> of restaurants, cafes and leisure uses and a five screen Curzon cinema, as well as 59 residential apartments. This will help to strengthen Oxford's position as a regional centre for retail, culture and leisure, as well as helping to attract and provide for the needs of tourists.

<sup>40</sup> Planning application reference 16/03006/FUL (Templars Square).

<sup>41</sup> This application was considered by the East Area Planning Committee on Wednesday 5 July 2017.



Image 2: Westgate development

#### 4-5 Queen Street and 114-119 St Aldate's

4.6 Planning permission was granted in August 2015 for the redevelopment of this site to deliver a mixed use scheme including A1 retail with A2 offices or A3 restaurants at ground floor level and 133 students on upper floors. Work commenced onsite in November 2015 and was completed and ready for occupation by students for the academic year 2017/18.



Image 3: 4-5 Queen Street

#### Oxpens

4.7 The Oxpens SPD was adopted in 2013. A joint venture between Oxford City Council and Nuffield College has been set up to deliver the development of this site, which will be taken to the market for potential developers in 2017. The site could deliver up to 500 new homes; retail; up to 10,000m<sup>2</sup> of B1a offices and B1b research and development floorspace; a hotel with around 150 bedrooms; and student accommodation. An application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units<sup>42</sup> went to planning committee in March 2107; planning committee resolved to grant permission subject to legal agreements.

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<sup>42</sup> Planning application reference 16/02945/FUL (Oxford Business Centre)

**Oxford Station SPD**

- 4.8 Work on bringing forward the redevelopment of Oxford train station continued during 2016/17, with the City Council producing a Draft Oxford Station Supplementary Planning Document (SPD) that was consulted on during summer 2017. The SPD builds on work carried out for the Oxford Station Masterplan and an architectural competition held in 2016. The SPD further develops the station masterplan and includes a new station, a multi-modal transport interchange and car park, as well as commercial and residential uses. It is anticipated that the SPD will be adopted in winter 2017.

**Indicator 23: BARTON AREA ACTION PLAN**

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

- Deliver a strong and balance community
- Bring wider regeneration of neighbouring estates
- Improve accessibility and integration
- Encourage a low-carbon lifestyle
- Introduce design that is responsive and innovative.

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS7, Barton Area Action Plan)

Performance against target 2016/17:



Performance in previous two years:



4.9 Policy CS7 of the Core Strategy, supported by the Barton AAP, allocates 36ha of land in the north of the city between Barton and Northway (known as land at Barton) for a predominately residential development of 800-1,200 new dwellings. This is the largest residential development opportunity in the city.

4.10 Outline planning permission was granted in September 2013 for means of access for the erection of a maximum of 885 residential units (Class C3); a maximum of 2,500 m<sup>2</sup> gross Class A1, A2, A3, A4 and A5 uses (with a maximum of 2,000m<sup>2</sup> gross food store Class A1); a maximum of 50 extra care housing units; a maximum of 7,350 m<sup>2</sup> GEA hotel (Class C1); and a maximum of 3,000 m<sup>2</sup> GEA Class D1, D2 floorspace (community hub) in development blocks ranging from 2 to 5 storeys with associated cycle and car parking, landscaping, public realm works, interim works and associated highway works<sup>43</sup>. A reserved matters application for works needed to prepare the site for development was approved in February 2015<sup>44</sup>; work commenced on site in Summer 2015. The new junction on the A40, connecting Barton Park to Northway, was completed in May 2107 and opened in August 2017.

4.11 A further reserved matters application for Phase 1 of the development (237 dwellings,) was approved in March 2016<sup>45</sup>, and construction began in January 2017. 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

<sup>43</sup> Planning application reference 13/01383/OUT (Barton Park outline planning permission).

<sup>44</sup> Planning application reference 14/03201/RES (Barton Park enabling works).

<sup>45</sup> Planning application reference 15/03642/RES (Barton Park Phase1).

April and December 2016<sup>46</sup>. Work is on-going to bring forward the subsequent phases of development.

**Indicator 24: NORTHERN GATEWAY AREA ACTION PLAN**

The Northern Gateway Area Action Plan (AAP) guides development and change at the Northern Gateway. It aspires to create a vibrant and successful extension to Oxford, with a flourishing community of knowledge-based industries and modern new homes. The Northern Gateway AAP identifies six key objectives to support this vision:

- Strengthen Oxford’s knowledge-based economy
- Provide more housing
- Improve the local and strategic road network and other transport connections
- Respond to the context of the natural and historic environment
- Create a gateway to Oxford
- Encourage a low-carbon lifestyle/economy

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS6, Northern Gateway Area Action Plan)

**Performance against target 2016/17:**

**N/A**

**Performance in previous two years:**

**2015/16: N/A**

**2014/15: N/A**

**2013/14: N/A**

4.12 The Northern Gateway AAP was adopted in July 2015. It is too early to monitor development at this site against the AAP’s monitoring framework as no planning application has been submitted, however it should be noted that the development consortium undertook initial public consultation in February 2015.

4.13 Pre-application discussions are at an advanced stage. These are working on the masterplan for the overall outline scheme, and for the detailed part of Phase 1a of the development. It is anticipated that an outline application will be submitted by the end of 2017.

4.14 The Northern Gateway is a key element of the Oxford and Oxfordshire City Deal, which was agreed to support innovation-led economic growth. The City Deal partners and Government have agreed to invest a total of £17.8m in highway infrastructure at the Northern Gateway to enable the development. Improvement works to both Wolvercote and Cutteslowe roundabouts were completed in September 2016. The next phase will include the provision of a link road between the A44 and A40 and new signalised junctions. This will be bought forward as part of the wider development at the Northern Gateway.

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<sup>46</sup> Planning application references 16/00067/RES (Barton Park community sports facilities) and 16/02002/RES (Barton Park Community Sports Pavilion).

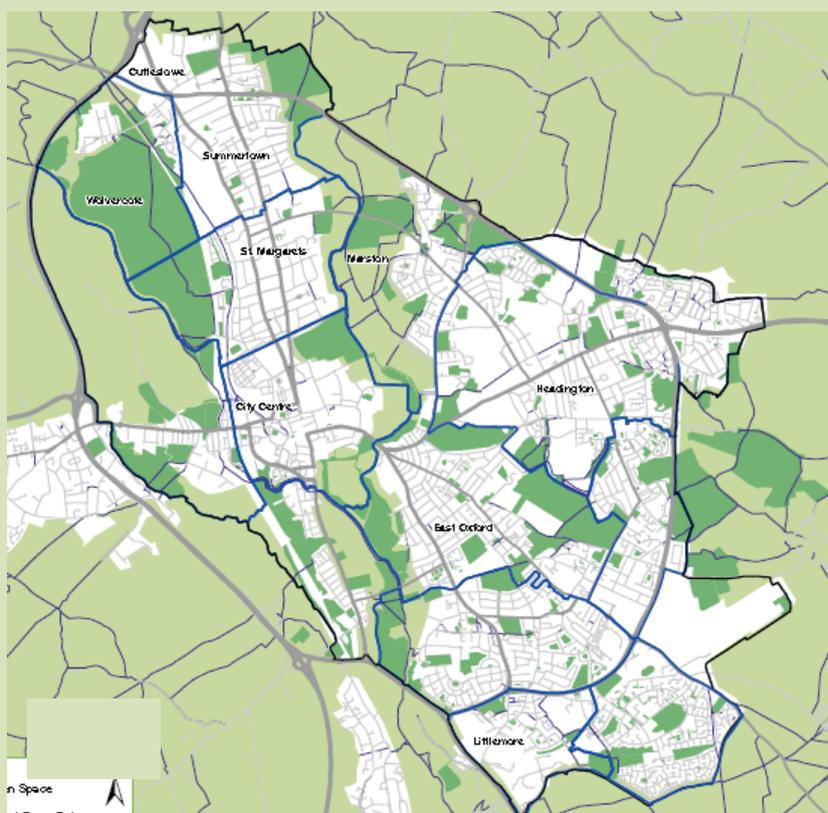
## Cleaner and Greener Oxford

**Ambition: An attractive and clean city that minimises its environmental impact by cutting carbon, waste and pollution**

### Oxford - Environmental Snapshot

<b>Total area:</b>	17.6 square miles / 46 square kilometres
<b>Green Belt (% of total area):</b>	27% of Oxford's total area
<b>Allotments:</b>	36 allotment sites across the city
<b>Listed Buildings:</b>	More than 1,600 listed buildings
<b>Conservation Areas:</b>	18 conservation areas
<b>Parks with Green Flag status:</b>	Five parks (Cuttislowe & Sunnymead Park, Blackbird Leys Park, Hinksey Park, Florence Park and Bury Knowle Park)
<b>Carbon emissions per capita:</b>	5.9 tonnes per resident The target is to reduce the city's emissions by 40% by 2020, compared to a 2005 baseline. <sup>47</sup>
<b>Cycling infrastructure per Km<sup>2</sup>:</b>	Per 1km <sup>2</sup> there is an average of 0.49 km of cycle infrastructure across Oxford. <sup>48</sup>
<b>Land area covered by grassland and forests:</b>	32% of the land within Oxford City Council's boundary is grassland or woodland. <sup>49</sup>
<b>Oxford Household Recycling Rate:</b>	Residual waste: 382.68 kg per household in 2016/17 Household waste recycled and composted: 49.60% in 2016/17

### Spatial distribution of parks and open spaces in Oxford:<sup>50</sup>



<sup>47</sup> Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 5)

<sup>48</sup> Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 8)

<sup>49</sup> Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 13)

<sup>50</sup> Oxford City Council (2013) [Green Spaces Strategy 2013-2027](#) (Appendix 1)

**Indicator 25: CHANGES IN AREAS OF BIODIVERSITY IMPORTANCE**

**Target:** No net reduction in areas designated for their intrinsic environmental value i.e. SAC, SSSI, RIGS and locally designated sites (Oxford Core Strategy Policy CS12)

**Performance against target 2016/17:**



**Performance in previous two years:**

**2015/16:** 

**2014/15:** 

- 5.1 Oxford has a diverse range of species and habitats and this is another part of what makes Oxford such a special place. It is important that Oxford's biodiversity is maintained as this is central to natural processes such as the maintenance of air, soil and water quality, and the regulation of climate and flooding. Biodiversity and good quality natural environments also contribute to health and wellbeing and are a key part of Oxford's character.
- 5.2 There are a number of sites in Oxford that are protected for their biodiversity and geological importance. This includes European designations (the Oxford Meadows Special Area of Conservation), national designations (Sites of Special Scientific Interest), and local level designations (local wildlife sites, local nature reserves and sites of local importance to nature conservation). Table 22 provides details of sites designated for their intrinsic environmental importance in Oxford. It shows that in 2016/17 there was no change in the area of any of these designated sites. This suggests that these sites are well protected by Local Plan policies.

Designation	2013/14	2014/15	2015/16	2016/17	Change
<b>Special Areas of Conservation (SAC)</b> (1 site)	177.1	177.1	177.1	177.1	<b>No change</b>
<b>Sites of Special Scientific Interest (SSSI)</b> (12 sites)	278.24	278.24	278.24	278.24	<b>No change</b>
<b>Regionally Important Geological or Geomorphological Sites (RIGS)</b> (2 Sites)	2.0	2.0	2.0	2.0	<b>No change</b>
<b>Local Nature Reserves</b> (3 Sites)	6.63	6.63	6.63	6.63	<b>No change</b>
<b>Local Wildlife Sites</b> (14 sites)	125.44	125.44	125.44	125.44	<b>No change</b>
<b>Sites of Local Importance for Nature Conservation (SLINCs)</b> (50 sites)	202.5	202.5	202.5	202.5	<b>No change</b>

**Table 22:** Area (ha) of sites designated for their environmental importance in Oxford (Natural England Data)

- 5.3 As work on the new Local Plan continues, the City Council is working with Thames Valley Environmental Records Centre to re-assess the biodiversity value of some locally designated sites to ensure that they have the correct designation and level of protection to cover the emerging Local Plan period up to 2036.

## Indicator 26: NATURAL RESOURCE IMPACT ANALYSIS (NRIA) AND ON-SITE RENEWABLE ENERGY GENERATION

**Target: 100% of qualifying planning permissions granted to comply with NRIA requirements**

**Minimum of 20% on-site renewable or low carbon energy from qualifying sites**

(Oxford Core Strategy Policy CS9, Sites and Housing Plan Policy HP11, Saved Local Plan Policy CP18)

**Performance against target 2016/17:**



**Performance in previous two years:**

**2015/16:**



**2014/15:**



- 5.4 Oxford City Council has a longstanding commitment to making Oxford more sustainable. This commitment can be realised by requiring sustainable design in planning policy. By requiring greater efficiency of resources and a proportion of energy from on-site renewable sources, we can mitigate the wider environmental effects of increasing urbanisation.
- 5.5 Core Strategy Policy CS9 and Saved Local Plan Policy CP.18 require non-residential developments of 2,000m<sup>2</sup> or more to submit a Natural Resource Impact Assessment (NRIA). The NRIA assesses a range of factors including energy efficient design, renewable energy generation, use of materials and water management, as set out in the NRIA SPD. Qualifying developments are required to meet 20% of their energy needs on site through renewable and low carbon technologies. Rarely is the City Council likely to approve a development where an NRIA checklist score of at least 6 out of 11 is not achieved, including at least the minimum standard in each section.
- 5.6 The requirement to undertake NRIsAs for residential developments of 10+ dwellings was removed when Part L of the Building Regulations was updated to require improved energy efficiency standards in all residential developments. Instead, Policy HP11 of the Sites and Housing Plan requires all applications for new residential or student accommodation development to include an energy statement explaining how energy efficiencies have been incorporated. Policy HP11 also requires developments of 10+ dwellings, 20+ student rooms or more than 500m<sup>2</sup> of student accommodation to meet at least 20% of their energy needs from on-site renewable or low carbon technologies.

Application Reference & Site	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
14/01441/FUL Land At Jericho Canal Side	Demolition of various structures including former garages and workshops. Erection of 23 residential units, together with new community centre, restaurant and boat yard.	10	<b>20% On-Site Renewable Energy Generation</b> (Photovoltaic Panels, Water Sourced Heat Pumps, and Combined Heat and Power)
16/01725/FUL St Edward's School , Woodstock Road	Demolition of existing school hall. Construction of a new hall, library and teaching accommodation.	8	<b>20% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)
13/01555/CT3 Land East of Warren Crescent	Erection of 10 x 3-bed dwellings.	7	<b>20% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)
16/00859/FUL John Radcliffe Hospital, Headley Way	Application to provide 62 bedrooms including communal areas, admin facilities, plant and store rooms.	6	<b>28% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)

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16/02618/FUL Stansfeld Outdoor Education Centre, Quarry Road	Demolition of redundant former outdoor education centre buildings; construction of a new science education centre and innovation centre.	6	<b>24% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)
16/01973/FUL Canterbury House, Cowley Road	Change of use of Canterbury House, Adams House and Rivera House from offices use to 48 student study rooms and ancillary facilities. Erection of 30 further student study rooms.	N/A	<b>20% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)
16/02406/FUL Canterbury House, Cowley Road	Change of use of Canterbury House, Adams House and Rivera House from use as offices to use as 48 student study rooms with ancillary facilities.	N/A	<b>20% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)
15/00858/FUL 36 38 40 London Road & 2 Latimer Road	Demolition of residential houses. Erection of 167 student study rooms and ancillary facilities	N/A	<b>23% On-Site Renewable Energy Generation</b> (Photovoltaic Panels and Combined Heat and Power)
16/03108/RES Jack Russell , 21 Salford Road	Demolition of public house, erection of 16 flats.	N/A	<b>28% On-Site Renewable Energy Generation</b> (Photovoltaic Panels)
15/02282/OUT Jack Russell , 21 Salford Road	Demolition of public house. Outline application for the erection of 16 flats.	N/A	N/A - Addressed at the reserved matters stage (16/03108/RES)

**Table 23:** Qualifying developments' compliance with NRIA requirements (permissions) 2016/17

5.7 Table 23 shows that planning policies are effectively ensuring onsite renewable and low carbon energy generation on qualifying schemes. Whilst the NRIA now only applies to qualifying non-residential developments, it remains a useful tool in ensuring sustainable design.

### Indicator 27: DEVELOPMENT IN THE GREEN BELT

**Target:** No inappropriate development in the Green Belt unless specifically allocated in Oxford's Local Plan (Oxford Core Strategy Policy CS4)

**Performance against target 2016/17:**



**Performance in previous two years:**



5.8 The Green Belt is designated in order to prevent urban sprawl by keeping land surrounding urban areas permanently open and undeveloped. The essential characteristics of Green Belts are their openness and their permanence.

5.9 Table 24 provides details of planning permissions granted for development in the Green Belt within the city boundary during the monitoring year. All applications were considered against Green Belt policies set out in the National Planning Policy Framework and Core Strategy. No inappropriate development was permitted during 2016/17.

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Location	Application Reference	Development	Reason for Approval
Oxford City Football Ground	16/00392/FUL	A new external Artificial Turf sports pitch to replace grassed football pitch.	It is considered that the proposals would not detract from the open appearance of the Green Belt.
The Cricket Pavilion, University Parks	16/00416/FUL	Part change of use from office and storage area to shop	This application relates to the partial conversion of a storage area to a shop for the takeaway sales of cold food and hot drinks, minimal effect on Green Belt.
Oxford University Parks	16/00597/FUL	Re-location of gates and railings from Science Area to Western boundary.	This is only a minor alteration to the fencing of University Parks and represents an unobtrusive change.
Land At Mill Lane, Marston	16/00843/FUL	Change of use of agricultural land to use for storage/processing of timber	Although the site is within the Green Belt there is limited impact in terms of physical development. The principle of forestry related activity in the Green Belt is considered acceptable in the context of the NPPF.
City Of Oxford Rowing Club, Meadow Lane	16/00930/FUL	Erection of two storey extension to rear of existing boat club.	This minor extension to an existing building would facilitate outdoor recreation. The scale of the extension does not make the resultant building significantly more obtrusive within the surrounding landscape.
Recreation Grounds At Boults Lane And Cherwell Drive	16/01782/FUL	Erection of sports pavilion. Provision of car parking and bin and cycle areas. Installation of 2 storage containers.	The building proposed would be required for a community use in conjunction with outdoor sporting activities. This would be acceptable in the context of national policy as set out in Paragraph 89 of the NPPF.
Wolvercote Bathing Place, Godstow Road	16/02305/FUL	Erection of stone memorial and display of 3 information boards.	The proposal is for a small memorial and accompanying signs and represents an unobtrusive addition to the Green Belt.
The Cricket Pavilion, University Parks, Parks Road	16/02323/FUL	Part change of use of Rhodes Pavilion from retail to restaurant/cafe	The proposal would not result in an increase of built up areas and does not detract from the landscape setting or character of Oxford. The proposal is also not considered to compromise the use of the area as an active recreational use.
Brasenose Farm Allotments, Eastern By-Pass Road	16/03065/CT3	Erection of shed for allotment storage.	The proposal represents an addition which would assist in the site's current use as allotment gardens.
Victoria Arms, Mill Lane	16/03116/FUL	Formation of a temporary overflow car park in paddock field.	The development would not lead to a physically distinct built-up area if only used on an occasional basis when there is peak demand.

**Table 24:** Planning permissions granted for development in the Green Belt in 2016/17

**Indicator 28: HERITAGE ASSETS AT RISK**

**Target: A decrease in heritage assets at risk or no net increase in heritage assets at risk**  
(Oxford Core Strategy Policy CS18)

**Performance against target 2016/17:**



**Performance in previous two years:**



5.10 Oxford has a long, rich history and the city benefits from a diverse range of heritage assets. It is important that Oxford’s heritage assets are protected and enhanced as they are an important part of the city’s character and should be maintained for the benefit of future generations.

5.11 Historic England’s ‘Heritage at Risk’ programme identifies the heritage assets that are most at risk of being lost as a result of neglect, decay or inappropriate development across England. In 2016/17 two of Oxford’s heritage assets were identified as being at risk (Table 25).

Heritage Asset	Condition	Priority Category
Church of St Thomas the Martyr St Thomas Street	Poor	C – Slow decay; no solution agreed.
Swing Bridge, Near Rewley Road	Very Bad	B – Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not yet implemented

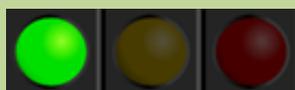
**Table 25:** Heritage assets at risk in Oxford (Historic England, October 2016)

5.12 The same heritage assets were identified as being at risk in previous monitoring years. There has been no notable change in their condition. This is a net decrease in the number of heritage assets at risk when compared to the Core Strategy baseline when there were three heritage assets at risk.

**Indicator 29: APPLICATIONS INVOLVING THE TOTAL, SUBSTANTIAL OR PARTIAL DEMOLITION OF A LISTED BUILDING**

**Target: 0% Listed Building Consents or planning permissions granted that involve the total, substantial or partial demolition of a listed building**  
(Oxford Core Strategy Policy CS18)

**Performance against target 2016/17:**



**Performance in previous two years:**



5.13 Listed buildings are irreplaceable heritage assets and as such should be protected from substantial harm which in the worst instance will include their total or substantial demolition. As such it is the City Council’s duty as custodians of Oxford’s unique, historic environment to resist such loss of heritage assets as far as possible.

5.14 Three applications were received in 2016/17 which involved the total, substantial or partial demolition of a listed building, two of which were refused and one permitted (Table 26).

Application	Decision	Location	Proposal
16/00370/LBD	Refused	Land Adjacent Barton Manor, 7 Barton Village Road	Demolition of section of boundary wall fronting Barton Village Road in association with new access.
16/01895/LBD	Refused	Grove House, 44 Iffley Turn	Demolition of Rotunda building connected to house. Replacement with two bedroom dwelling with basement and associated works to link main dwelling.
16/03047/LBD	Permitted	K6 Telephone Kiosk, Jowett Walk	Demolition of telephone kiosk (proposed to be relocated under planning application 16/03046/FUL).

**Table 26:** Applications involving the total, substantial or partial demolition of a listed building determined during 2016/17

5.15 While application 16/03047/LBD was permitted, despite the wording of the proposal, this did not involve the total demolition of a Listed Building but rather the careful dismantling and re-erection of the structure further along the same street to allow for vehicular access in accordance with Historic England’s advice. So, while this does technically constitute demolition, and the kiosk will no longer be listed once its dismantlement has taken place, in reality this is not an accurate description of the proposal. Historic England agreed, in their comments on the application, that while the kiosk is an important element in the special character of Jowett Walk, its re-location will not harm its significance, as its significance is not tied in with its specific location within the street. In addition, a condition of the Listed Building Consent requires the applicant to apply for the kiosk’s relisting.

**Indicator 30: APPEALS ALLOWED WHERE CONSERVATION POLICIES ARE CITED AS A REASON FOR REFUSAL**

**Target:** 80% of appeals dismissed where conservation policies are cited as a reason for refusal (Oxford Core Strategy Policy CS18)

**Performance against target 2016/17:**



**Performance in previous two years:**



5.16 Oxford has a rich heritage, spanning over one thousand years. While it is clear that modern development must happen for Oxford to successfully function as an urban space, this should not be at the expense of Oxford’s heritage assets. Oxford’s conservation policies are therefore intended to accommodate modernity and growth but manage their effect on the historic environment.

5.17 Oxford’s detailed conservation policies are the Saved Local Plan 2001-16 historic environment policies. Two appeals were determined in 2016/17 where these policies had been cited as a reason for refusal and only one of these appeals (50%) was dismissed, due to considerations other than conservation policies. In the case where the appeal was allowed, the Inspector considered that, on balance, the proposal had a neutral effect in heritage terms.

5.18 Whilst performance in 2016/17 was well below the 80% target, only two 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 had been met. This issue occurred in the AMR 2015/16 also and suggests that a percentage based target may not be the most accurate measurement of the success of the policy when there is a reduced rate of appeals. This shows that, in the upcoming Local Plan 2036, an alternative method of measuring comparable heritage policies should be explored.

**Indicator 31: TREE PRESERVATION ORDERS (TPOs)**

**Target: 0% of applications for felling trees that are the subject of a TPO to be approved by the City Council contrary to officers' recommendations** (Oxford Core Strategy Policy CS18)

Performance against target 2016/17:



Performance in previous two years:



5.19 There were no permissions granted for the felling of trees subject to a TPO contrary to officers' recommendations in 2016/17.

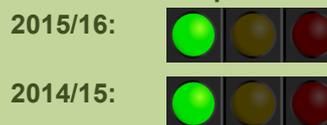
**Indicator 32: LOSSES OF PUBLIC OPEN SPACE, OUTDOOR SPORTS AND RECREATION FACILITIES**

**Target: No net loss to other uses of publically accessible open space, outdoor sports and recreation facilities** (Oxford Core Strategy Policy CS21)

Performance against target 2016/17:



Performance in previous two years:



5.20 Public open space, outdoor sports and recreation facilities provide a range of benefits including helping to support health and wellbeing. No planning applications were permitted where there would be a net loss of publicly accessible open space, outdoor sports or recreation facilities in 2016/17.

5.21 The City Council has continued to resist development on a protected outdoor sports facility at William Morris Close, in large part due to the loss of protected public open space (refused applications 16/00797/OUT and 16/02651/OUT). This demonstrates Policy CS21 is continuing to fulfill its function.

5.22 It should also be noted that during the 2016/17 monitoring year planning permission was granted for a number of applications that will provide improved public open space, leisure and recreational facilities in Oxford. This includes an application by the City Council in which planning permission was granted for the improvement of an existing sports pavilion on Margaret Road (16/00002/CT3). Four applications involving the development and

redevelopment of private sports pavilions, and thereby the enhancement of the associated green space, were also granted permission during the monitoring year.

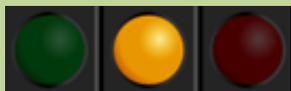
- 5.23 Planning permission was also granted for new sports facilities on Horspath Road which are to replace those on Roman Way to allow for the expansion of the BMW factory (16/03078/FUL, 17/00139/CONSLT). The re-provision of sports facilities has been funded through a Section 106 agreement with BMW and represents a significant improvement of facilities, as the existing facilities have recently fallen below an acceptable standard of quality.
- 5.24 The City Council has also secured planning permission for the Northway and Marston flood alleviation scheme, both Phase One at Northway Sports Ground (16/01320/CT3, 16/02224/VAR) and Phase Two at Court Place Farm recreational ground (16/01549/CT3). This scheme will make these green spaces more multi-functional and increase the resilience against flood in these areas which are prone to flooding. This will be achieved without any loss to publicly accessible green space and shows the City Council's policy of planning positively both in flood mitigation but also in the multi-functionality and retention of Oxford's green spaces.
- 5.25 Planning permission was also granted for the re-provision of sports facilities as part of the wider Barton Park development (16/00067/RES). The proposed facilities would exceed the existing in quality, as the existing was of poor quality in parts, while also providing a greater quantity of facilities which are also more versatile; one of the new pitches is synthetic grass and can therefore be used for longer periods of the year. A similar application for the wider Barton Park project (16/02002/RES) also saw the re-provision of facilities demolished; in this case a sports pavilion and children's play area.
- 5.26 An application for the change of use of a playground (16/00349/FUL) was given permission for use as a private residential garden, following its purchase from the City Council. The site was not protected under any Local Plan policy for its recreational use and the site has a covenant restricting it to residential garden use only. This, therefore, was not contrary to the Development Plan.
- 5.27 The planning applications in this monitoring year indicate that our policies offer robust protection to open space and outdoor sports and recreational facilities by ensuring no net loss. Development of these areas is permitted only when strict criteria are met which includes the re-provision of existing facilities. This also shows the City Council's commitment to guarding against loss of open space while also ensuring communities have continued access to these spaces and facilities, as required in the NPPF (paragraphs 73-74).

**Indicator 33: TRAFFIC GROWTH AT INNER AND OUTER CORDONS**

**Target: Inner Cordon - no more than 0% growth**

**Outer Cordon - no more than 0.2% average annual growth** (Oxford Core Strategy Policy CS14)

**Performance against target 2016/17:**



**Performance in previous two years:**

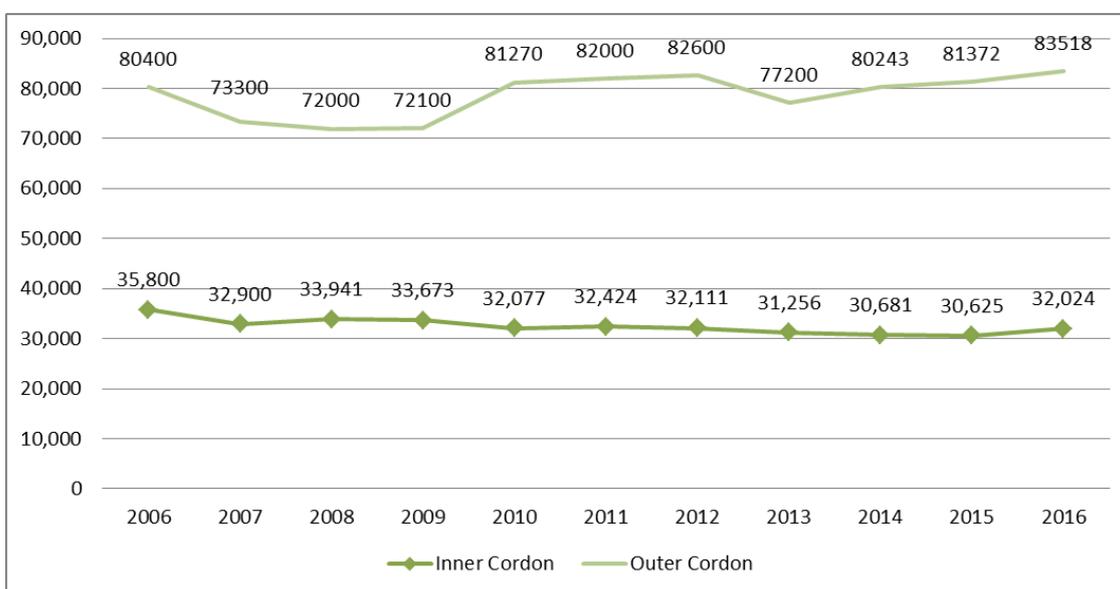
**2015/16:**



**2014/15:**



5.28 Oxfordshire County Council monitors traffic flows at two ‘cordons’ in Oxford. The inner cordon count provides an indication of the average number of vehicles entering the city centre on any given weekday, whilst the outer cordon count provides an indication of the number of vehicles entering Oxford from beyond the city boundary on any given weekday.



**Figure 8:** Average weekday inbound traffic at the Inner and Outer Cordons 2006 – 2016\*

\*Note: In 2010 an additional outer cordon monitoring location was added on Oxford Road, North of Bagley Wood. Data from two outer cordon monitoring locations (Oxford Road and Beaumont Road) was unavailable for 2013. Data from one outer cordon monitoring location (Beaumont Road) was unavailable for 2015.

5.29 Figure 8 shows that the number of vehicles travelling into the city centre (inner cordon) has decreased relatively consistently since the Core Strategy 2006 baseline (36,000 vehicles). However, while the number of vehicles measured in the traffic flow of the inner cordon has remained below the 2006 baseline, it has increased by 4.57% on the previous year. Further monitoring is required to determine whether this is a fluctuation, perhaps caused by roadworks, or an emerging trend.

5.30 The number of vehicles travelling into Oxford from across the city boundary (outer cordon) has shown a greater amount of fluctuation since the 2006 baseline. This is possibly due to the introduction of additional monitoring locations in 2010, resulting in a higher volume of traffic registered from that year, and a faulty receptor in 2013, meaning the data for that year shows less traffic. The average number of vehicles travelling into Oxford on any given weekday in

2016 has increased by 1.4% on the previous monitoring year. Whatever the fluctuations in the data since 2016 due to changes in monitoring methodology or technical difficulties, it is clear that the overall trend is towards a slow increase in these traffic patterns. Indeed the current traffic flow is roughly 3,000 cars above the 2006 baseline level.

- 5.31 This data shows that the outer cordon has not met the target. However, despite this year's fluctuation, the inner traffic cordon remains on target. While it is disappointing not to have met both traffic cordon targets, this remains a difficult issue for the City Council to manage in the context of rapid population growth both within the city and the surrounding area, with many people commuting into Oxford from the wider city-region for work, leisure, health and education services. The City Council is taking various measures to encourage more sustainable travel options than private cars. These include proposed upgrades to Oxford Train Station, most notably increasing its capacity, as well as enhancing the active travel network such as through the now completed Cycle City Project.<sup>51</sup> A City Centre Movement and Public Realm Study is also being commissioned in partnership with the County Council to support work on the emerging Local Plan 2036.

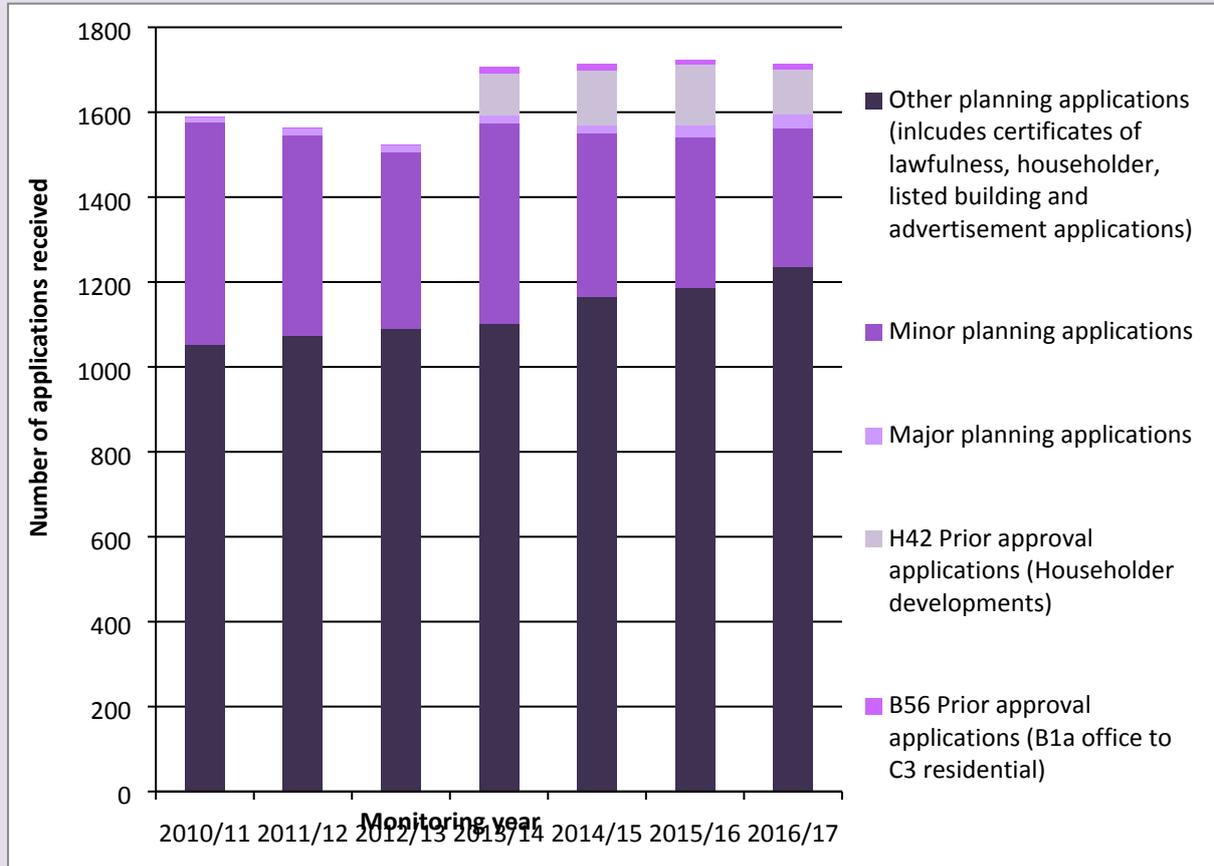
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<sup>51</sup> [Oxford Cycle City Projects 2012-16](#)

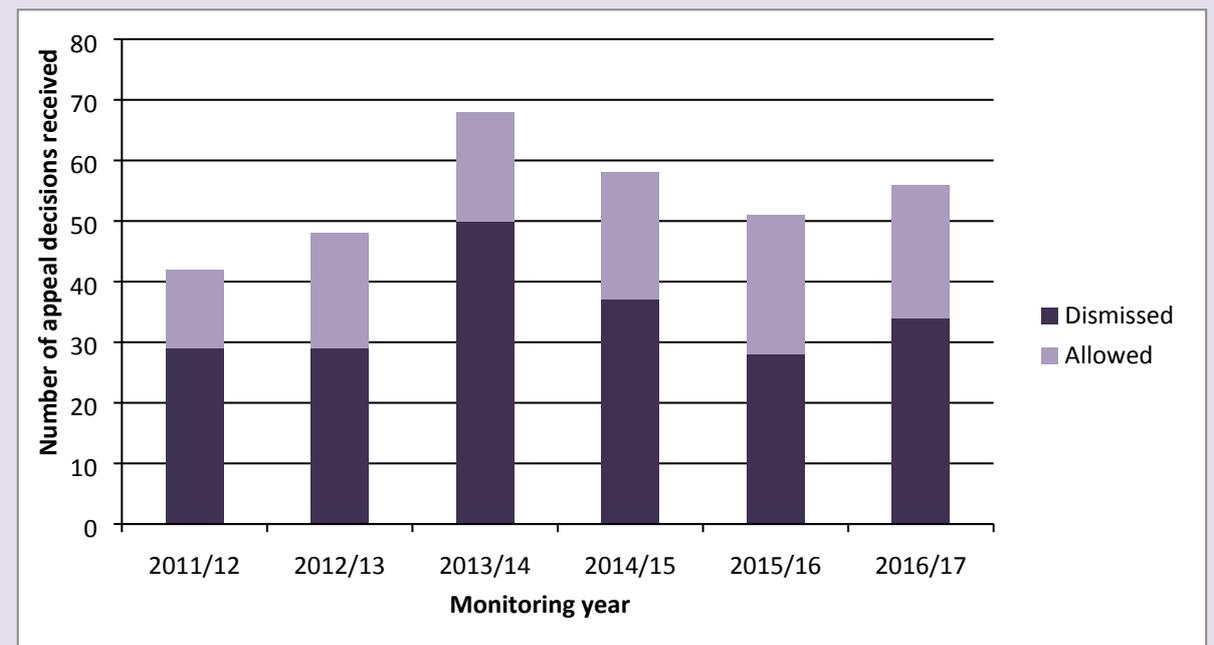
## An Efficient and Effective Council

Ambition: A customer-focused organisation, delivering efficient, high quality services that meet people's needs.

### Planning Applications Received:



### Development Management Appeal Decisions:



## LOCAL DEVELOPMENT SCHEME MONITORING

- 6.1 The Local Development Scheme (LDS) is a project plan that sets out timescales for the preparation and revision of documents in Oxford's Local Plan and other planning policy documents. The LDS provides details on what each document will contain and the geographical area each will cover. Oxford's current LDS was adopted in January 2016 and covers the period 2016-2019.
- 6.2 As set out in the LDS, the City Council is currently working on producing a new Local Plan that will shape development in Oxford up to 2036. When adopted, the Local Plan 2036 will replace the Core Strategy, Sites and Housing Plan and saved policies of the Oxford Local Plan 2001-2016.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2016/17 monitoring year
Oxford Local Plan 2036	Issues Consultation: June/July 2016	The 'first steps' issues consultation was undertaken from June - August 2016 in line with LDS timescales. Following the close of the consultation, the responses were summarised and taken into consideration in the production of the Oxford Local Plan 2036 Preferred Options document. Consultation on the Preferred Options has since been undertaken in summer 2017.
Design Supplementary Planning Document (SPD)	Public consultation: April/March 2016 Adopt: Sept 2016 Publish: October 2016	The City Council has decided to deliver this information through the emerging Oxford Local Plan 2036 and Technical Advice Notes (TANS).
Oxford Station Area Supplementary Planning Document (SPD)	N/A	Masterplanning work was undertaken through a tripartite partnership comprising Oxford City Council, Oxfordshire County Council and Network Rail in conjunction with the train operating companies and the Department of Transport. Consultants are preparing a SPD which will provide advice and guidance on key design principles for the redevelopment of the Oxford Station area. Consultation on the draft SPD has since been undertaken in summer 2017.

**Table 27:** Progress against Local Development Scheme timescales in 2016/17

## DUTY TO COOPERATE MONITORING

- 6.3 The Duty to Cooperate, introduced by the Localism Act 2011, requires on-going, constructive collaboration and active engagement with neighbouring authorities and other statutory bodies when preparing Local Plan documents.
- 6.4 The City Council has also been actively involved in a number of on-going joint-working and partnership relationships, which help to inform a shared evidence base for plan making and addressing strategic and cross-boundary issues. This includes the Oxfordshire Growth Board ; the Oxfordshire Local Enterprise Partnership (LEP); the Oxford Strategic Partnership; the Oxfordshire Local Transport Board; the Oxfordshire Leaders Group; the Oxfordshire Chief Executives Group; City and County Bilateral meetings; the Oxfordshire Area Flood Partnership; the Oxford Regeneration Programme Partnership; and the Oxfordshire Planning Policy Officers Group. These meetings are attended either by lead members and/or by a range of senior

officers. Engagement with other stakeholders about Duty to Cooperate matters is also important for the Local Plan 2036, and commentary about those processes is provided in more detail in the Local Plan Consultation Statement.

- 6.5 The City Council has continued to actively and fully engage in the Local Plan processes of the other Oxfordshire authorities to ensure that the full objectively assessed housing need for the Oxfordshire Housing Market Area is met in emerging Local Plans. This includes contributing to meeting housing need that cannot be met in Oxford because of the city's tightly drawn administrative boundary and intrinsic environmental constraints. This is a key and pressing strategic and cross-boundary issue which is being addressed through Duty to Cooperate processes, particularly the work overseen by the Oxfordshire Growth Board.
- 6.6 The Growth Board is working to address the unmet housing (and affordable housing) needs of Oxford. It has already agreed a 'working assumption' of 15,000 unmet need for Oxford, and an apportionment of how this should be divided between the Oxfordshire districts by 2031. A memorandum of understanding was signed in September 2016. Cherwell, West Oxfordshire and the Vale of White Horse have agreed to deliver their apportionment in their Local Plans. Work is continuing to embed the agreed apportionment figure into South Oxfordshire's Local Plan.

## **NEIGHBOURHOOD PLAN MONITORING**

- 6.7 The 2011 Localism Act introduced new powers for communities that enable them to be directly involved in planning for their areas. Neighbourhood planning allows communities to come together through a parish council or neighbourhood forum to produce a neighbourhood plan. Neighbourhood plans are about developing land in a way that is sympathetic to the needs of local stakeholders and that gives local people a greater say in where new development should go and what it should look like. Once plans are adopted they will become an important consideration when making decisions on planning applications.

### **Headington Neighbourhood Plan**

- 6.8 During the 2016/17 monitoring year, the Headington Neighbourhood Forum formally submitted the Headington Neighbourhood Plan to the City Council. The City Council consulted on the Plan in accordance with the Neighbourhood Planning Regulations. The representations received were forwarded to Neighbourhood Plan Examiner, who conducted the examination by written representations. The Examiner's Report was received on 4 January 2017. The Examiner considered that the basic conditions tests had been met subject to a number of modifications to the policies in the Neighbourhood Plan. The Examiner recommended that the Headington Neighbourhood Plan as modified should proceed to public referendum. The referendum took place in May 2017, with over 85% voting in support of the Neighbourhood Plan. The Plan was made by the Council on 20 June 2017.

### **Summertown and St Margaret's Neighbourhood Plan**

- 6.9 The Summertown and St. Margaret's Neighbourhood Forum undertook pre-submission public consultation on their Draft Neighbourhood Plan in January/February 2017. The Forum has since reviewed the policies in the light of the comments received from the public, key

stakeholders and statutory consultees and is now finalising the Neighbourhood Plan, with a view to formally submitting the Plan to the City Council later in 2017.

#### Wolvercote Neighbourhood Plan

6.10 The Wolvercote and Cutteslowe Neighbourhood Forum has been working on producing their Draft Neighbourhood Plan.

#### Littlemore Neighbourhood Plan

6.11 Littlemore Parish Council has started work on producing a neighbourhood plan. The first step in this process is to decide the area that the neighbourhood plan will cover. This is known as the 'neighbourhood area'. In 2017, Littlemore Parish Council submitted an application to the City Council asking us to designate the Littlemore Neighbourhood Area. The Littlemore Neighbourhood Area was formally designated at the City Executive Board meeting on 15 August 2017 and follows the parish boundary exactly.

### STATEMENT OF COMMUNITY INVOLVEMENT MONITORING

6.12 Effective community engagement is essential to good planning. The Statement of Community Involvement in Planning (SCIP) sets out how the City Council will involve the community and other stakeholders in both developing planning policy documents and determining planning applications. The AMR reports on planning policy consultations undertaken during the monitoring year and explains how they have complied with the SCIP.

#### Oxford Local Plan 2036: First Steps Consultation

<b>Consultation dates:</b>	June – August 2016
<b>Summary of what we did:</b>	<p>This was not a statutory stage of consultation. This additional stage was incorporated into the project timetable because it was felt that early engagement, before any policy approaches are drafted, is the best time to engage people so that they can really shape the plan. The City Council was also keen involve those who might not normally engage with planning and so instead of using (simply) traditional consultation methods sought to use social media and to go out to where people are going to be - at events already arranged across the city such as the Leys Festival and the Cowley Road Carnival.</p> <p>A range of consultation materials were produced to provide local people and stakeholders with a variety of options for involvement in the consultation. These materials were made available online, at the Council's main offices, in libraries, in community centres and in sports and leisure centres across Oxford.</p> <p>The first steps consultation was widely publicised through a range of channels, including the local press, social media, the City Council's 'Your Oxford' publication, and posters in community notice boards. The Planning Policy Team also had a manned stand at a range of events across Oxford during the consultation period.</p>
<b>Responses received:</b>	<p>267 responses to the online questionnaire                  263 responses to the leaflet questionnaire                  78 other written responses                  Total = 608 responses</p> <p>More information on the first steps consultation, including summaries of the comments received, can be found in the <a href="#">First Steps Consultation Statement</a>.</p>

**Headington Neighbourhood Plan: Consultation on Submission Document**

<b>Consultation dates:</b>	26 August 2017 – 7 October 2017
<b>Summary of what we did:</b>	<p>The Neighbourhood Planning Regulations set out the requirements for the proposed submission consultation. The Regulations require that a local authority must publicise the plan and specified supporting documents on their website and in in such other manners as they consider likely to bring the proposal to the attention of people who live, work or carry on business in the neighbourhood area.</p> <p>A copy of the Neighbourhood Plan Submission Document and representation forms were made available on the City Council’s website. Copies of the document and representation forms were also made available in the Headington Library and in the main City Council offices (St. Aldate’s Chambers). The City Council made use of social media and other more traditional methods to inform the public of the consultation. All the relevant bodies were consulted in accordance with the regulations.</p>
<b>Responses received:</b>	20 responses were received.

**Littlemore Neighbourhood Plan: Area Application**

<b>Consultation dates:</b>	N/A
<b>Summary of what we did:</b>	As the application was made by the Parish Council and followed the parish boundary exactly, the Regulations state that the City Council had to designate the neighbourhood area. There is no requirement or need to undertake consultation in this situation.
<b>Responses received:</b>	N/A

**COMMUNITY INFRASTRUCTURE LEVY MONITORING**

- 6.13 The Community Infrastructure Levy (CIL) is a tariff in the form of a standard charge on new development to help the funding of infrastructure. Oxford’s CIL Charging Schedule came into effect on the 21 October 2013. Planning applications determined on or after 21 October 2013 may therefore be subject to CIL.<sup>52</sup> CIL rates are updated each January to reflect indexation.
- 6.14 The Council will use CIL to secure Strategic Infrastructure (as shown on the Regulation 123 list of infrastructure) whilst the local infrastructure will be secured through Planning Obligations in line with the Policies of the Core Strategy and the Affordable Housing & Planning Obligations SPD.
- 6.15 Regulation 62 of the CIL Regulations (as amended) requires charging authorities to “*prepare a report for any financial year (“the reported year”) in which – a) it collects CIL or CIL is collected on its behalf; or b) an amount of CIL collected by it or by another person on its behalf (whether in the reported year or any other) has not been spent.*” Table 28 sets out the CIL Monitoring information as required by regulation 62(4) for the period 1 April 2016 to 31 March 2017. Data for the 2013/14, 2014/15 and 2015/16 monitoring years is also included for comparative purposes.

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<sup>52</sup> The Community Infrastructure Levy Charging Schedule (October 2013) sets out which developments are liable for CIL and how CIL is calculated.

Annual Monitoring Report 2016/17

Regulation Reference	Description	2013/14 (£)	2014/15 (£)	2015/16 (£)	2016/17 (£)	Total (£)
(3)	Land payments made in respect of CIL, and CIL collected by way of a land payment which has not been spent at the end of the reported year:- (a) development consistent with a relevant purpose has not commenced on the acquired land; or (b) the acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent.	Nil	Nil	Nil	Nil	Nil
4(a)	Total CIL receipts	7,064	1,379,000	2,046,196	2,295,923	5,728,183
4(b)	Total CIL expenditure	Nil	Nil	350,000	990,540	1,340,540
4 (c) (i)	The items of infrastructure to which CIL (including land payments) has been applied	N/A	N/A	1 Item <sup>53</sup>	2 Items <sup>54</sup>	N/A
4 (c) (ii)	Amount of CIL expenditure on each item	N/A	N/A	350,000	1.£730k 2.£260,540	1,340,540
4 (c) (iii)	Amount of CIL applied to repay money borrowed, including any interest with details of the infrastructure items which that money was used to provide (wholly or in part)	Nil	Nil	Nil	Nil	Nil
4 (c) (iv)	Amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation (5%)	353 (5%)	68,950 (5%)	103,510 (5%)	114,796	287,609 (5%)
4 (ca)	Amount of CIL passed to any local council (i.e. a parish council) under regulation 59A or 59B; and any person under regulation 59(4) (i.e. to another person for that person to apply to funding the provision, improvement, replacement, operation or maintenance of infrastructure)	Nil	14,895	18,941	13,230	47,066
4 (cb) (i)	Total CIL receipts under regulations 59E and 59F i.e. CIL recovered from parish councils because it hasn't been spent within five years, or the neighbourhood element of CIL in areas that do not have parish councils (15% in areas without an adopted Neighbourhood Plan)	1,060	193,015	484,603	723,881	N/A
4 (cb) (ii)	The items to which the CIL receipts to which regulations 59E and 59F applied have been applied	N/A	N/A	N/A	105,000	105,000
4 (cb) (iii)	Amount of expenditure on each item	N/A	N/A	N/A	2,500 <sup>55</sup>	105,000
4 (cc) (i)	Total value of CIL receipts requested from each local council under a notice served in accordance with regulation 59E	Nil	Nil	Nil	Nil	Nil
4 (cc) (ii)	Any funds not yet recovered from local councils at the end of the monitoring year following a notice served in accordance with Regulation 59E	Nil	Nil	Nil	Nil	Nil
4 (d) (i)	Total amount of CIL receipts retained at the end of the monitoring year, other than those to which regulation 59E or 59F applied (i.e. CIL recovered from parish councils, or the neighbourhood element of CIL in areas that do not have parish councils)	6,004	1,103,200	1,306,157	752,438	3,167,799
4 (d) (ii)	CIL receipts from previous years retained at the end of the monitoring year other than those to which regulation 59E or 59F applied	N/A	5,651	1,108,851	2,395,808	N/A
4 (d) (iii)	CIL receipts for the monitoring year to which regulation 59E or 59F applied retained at the end of the monitoring year	1,060	191,955	291,588	239,278	723,881
4 (d) (iv)	CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the monitoring year	Nil	1,060	193,015	484,603	N/A
4 (e) (i)	In relation to any infrastructure payments accepted, the items of infrastructure to which the infrastructure payments relate	N/A	N/A	N/A	N/A	N/A
4 (e) (ii)	In relation to any infrastructure payments accepted, the amount of CIL to which each item of infrastructure relates	N/A	N/A	N/A	N/A	N/A

**Table 28:** Community Infrastructure Levy Monitoring 2013/14-2016/17

<sup>53</sup> Oxford Spires Academy – provision of a new gym with community access.

<sup>54</sup> Item 1 - Oxford & Abingdon Flood Alleviation Scheme; Item 2 - Quarry Pavilion construction.

<sup>55</sup> £2,500 was passed to each ward councillor in non-parished wards.

**S106 AGREEMENT MONITORING**

6.16 In 2016/17, £578,687 of developer contributions held by the City Council was spent (Table 29).

Type of expenditure	Expenditure amount 2016/17
Park and Ride	£73,477
Leisure	£166,903
Environmental improvements	£3,307
Frideswide Square improvements	£335,000
<b>Total</b>	<b>£578,687</b>

**Table 29:** S106 expenditure 2016/17

6.17 As of 1 April 2017 the City Council held £2,005,458 of developer funding which is due for expenditure (subject to Council approval) as set out in Table 30.

Type of expenditure	Amount of s106 developer contributions due for expenditure	
	2017/18	2018/19 and beyond
Affordable housing	Nil	£1,263,120
Community facilities	£19,886	£100,000
Pedestrian infrastructure	Nil	£220,420
Leisure	£9,740	£121,058
Environmental improvements	£17,000	£207,658
Works of art	£7,892	£38,684
<b>Total amount due for expenditure</b>	<b>£54,518</b>	<b>£1,950,940</b>

**Table 30:** S106 money due for expenditure in 2017/18 and beyond<sup>56</sup>

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<sup>56</sup> The figures for the years of expenditure are only approximate and may change due to slippage or early completion of schemes.

## Glossary

<b>Affordable housing</b>	Homes that are available at a rent or price that can be afforded by people who are in housing need. It includes social rented housing, intermediate affordable housing and shared ownership housing.
<b>Appeal</b>	If a planning application is refused, is not determined on time, or is permitted with conditions that the applicant does not agree with, then applicant has the right to appeal. The case will then be reviewed by the Planning Inspectorate.
<b>Area Action Plan (AAP)</b>	AAPs form part of the Local Plan. They guide development in key growth areas by establishing area specific objectives, policies and proposals.
<b>Article 4 Direction</b>	A direction which withdraws automatic planning permission granted by the General Permitted Development Order.
<b>Biodiversity</b>	Diversity of plant and animal life, usually measured by number of species.
<b>Community Infrastructure Levy (CIL)</b>	CIL is a standard charge on new development which is used to help fund infrastructure provision.
<b>Core Strategy</b>	One of the documents in Oxford's Local Plan. It sets out the long-term spatial vision for the city, with objectives and policies to deliver that vision.
<b>Duty to Cooperate</b>	A legal duty that requires local planning authorities to work with neighbouring authorities and key public bodies to maximise the effectiveness of Local Plan preparation in relation to strategic cross boundary matters.
<b>Dwelling</b>	A self-contained unit of residential accommodation (house, flat, maisonette, studio, etc) but not a house in multiple occupation (HMO), bedsit or communal home.
<b>Green Belt</b>	An area of undeveloped land, where the planning policy is to keep it open to (amongst other purposes) prevent urban sprawl and preserve the setting and special character of Oxford and its landscape setting.
<b>Greenfield land</b>	There is no formal definition of greenfield land since the revocation of the Town and Country Planning (Residential Development on Greenfield Land) (England) Direction 2000 in 2007.
<b>Gross Internal Area (GIA)</b>	The area of a building measured to the internal face of the perimeter walls at each level.
<b>Heritage Asset</b>	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
<b>Houses in Multiple Occupation (HMOs)</b>	Shared houses occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.
<b>Housing trajectory</b>	A tool that is used to estimate the number of homes likely to be built in the future, usually shown as a graph.
<b>Local Development Scheme (LDS)</b>	Outlines every Local Plan document that the City Council intends to produce over the next three years along with timetables for their preparation.
<b>Local Plan</b>	The plan for the future development of Oxford, produced by the City Council in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under

	the 2004 Act. The documents that make up Oxford's Local Plan are listed in Appendix A.
<b>National Planning Policy Framework</b>	The National Planning Policy Framework sets out the government's planning policies for England and how these are expected to be applied.
<b>Neighbourhood Plan</b>	Plans created by communities that establish a shared vision for their neighbourhood. Neighbourhood Plans can set out where new development should go, what it should look like and the infrastructure that should be provided.
<b>Natural Resources Impact Analysis (NRIA)</b>	A NRIA should evaluate the use of natural resources and the environmental impacts and benefits arising from a proposed development, both at the construction phase and through the subsequent day-to-day running of the buildings. Where an NRIA is required, it must demonstrate how the building is designed to minimise the use of natural resources over its lifetime.
<b>Planning Practice Guidance</b>	A web-based resource that brings together national planning practice guidance for England.
<b>Previously Developed Land (PDL)</b>	Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. This excludes land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
<b>Sites of Local Importance for Nature Conservation (SLINC)</b>	A site containing important habitats, plants and animals in the context of Oxford.
<b>Sites of Special Scientific Interest (SSSI)</b>	Areas identified by English Nature as being of special interest for their ecological or geological features.
<b>Special Areas of Conservation (SACs)</b>	These consist of areas that are vitally important for nature conservation and have been identified as containing the best examples of habitats and species under the European Habitats Directive 1992.
<b>Supplementary Planning Documents (SPD)</b>	A type of planning policy document that supplements and elaborates on policies and proposals in the Local Plan. It does not form part of the Local Plan and is not subject to independent examination
<b>Sustainability Appraisal</b>	A social, economic and environmental appraisal of strategy, policies and proposals required for Local Plan documents and sometimes Supplementary Planning Documents.
<b>Tree Preservation Order</b>	A legal order made by the local planning authority, that prohibits the cutting down, uprooting, topping, lopping, willful damage or willful destruction of a tree or group of trees without the express permission of that authority.

## Appendix A: Oxford's planning policy documents

Document	Date of Adoption
<b>The Local Plan</b>	
This includes a number of policy documents that have been prepared and adopted separately.	
Core Strategy 2026	March 2011
Sites and Housing Plan 2011-2026	February 2013
Oxford Local Plan 2001-2016 (Saved Policies)	November 2006
Northern Gateway Area Action Plan	July 2015
Barton Area Action Plan	December 2012
West End Area Action Plan	June 2008
Policies Map	March 2013
<b>Supplementary Planning Documents (SPDs)</b>	
Affordable Housing and Planning Obligations SPD	September 2013
Balance of Dwellings SPD	January 2008
Diamond Place SPD	July 2015
Jericho Canalside SPD	December 2013
Natural Resource Impact Analysis SPD	November 2006
Oxford Station SPD	TBC
Oxpens Master Plan SPD	November 2013
Parking Standards SPD	February 2007
Telecommunications SPD	September 2007
<b>Technical Advice Notes (TANs)</b>	
TAN 1A: Space Standards for Residential Development	May 2016
TAN 2: Energy Statement TAN	November 2013
TAN 3: Waste Storage TAN	November 2014
TAN 4: Community Pubs TAN	November 2014
TAN 5: External Wall Insulation	March 2016
TAN 6: Residential Basement Development	June 2016
<b>Other planning policy documents</b>	
Annual Monitoring Report	Produced annually
Community Infrastructure Levy Charging Schedule	October 2013
Local Development Scheme	January 2016
Statement of Community Involvement	July 2015

## Appendix B: How the AMR complies with statutory requirements

Statutory Requirement	How the AMR meets this requirement
<p><b>Section 35 of the Planning and Compulsory Purchase Act 2004 as amended by Section 113 of the Localism Act 2011</b> states that all local planning authorities in England must produce reports containing information on the implementation of the Local Development Scheme and the extent to which the policies in set out in the Local Development Plan are being achieved. These reports must be available to the public.</p>	<p>The AMR contains information on the implementation of the Local Development Scheme (see Local Development Scheme Monitoring). It also contains information on the implementation of policies in Oxford's Local Plan as set out in Appendix C. The AMR is made publically available on the City Council's website and at our main offices (St Aldate's Chambers).</p>
<p><b>Section 34 of The Town and Country Planning (Local Planning) (England) Regulations 2012</b></p> <p>(1) A local planning authority's monitoring report must contain the following information—</p> <p>(a) the title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme;</p> <p>(b) in relation to each of those documents—</p> <p>(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;</p> <p>(ii) the stage the document has reached in its preparation; and</p> <p>(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and</p> <p>(c) where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.</p> <p>(2) Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—</p> <p>(a) identify that policy; and</p> <p>(b) include a statement of—</p> <p>(i) the reasons why the local planning authority are not implementing the policy; and</p> <p>(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.</p> <p>(3) Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—</p> <p>(a) in the period in respect of which the report is made, and</p> <p>(b) since the policy was first published, adopted or approved.</p> <p>(4) Where a local planning authority have made a neighbourhood development order or a neighbourhood development plan, the local planning authority's monitoring</p>	<p>This information is included in the Local Development Scheme Monitoring section of the AMR.</p> <p>N/A - All policies are being applied.</p> <p>AMR Indicator 8: Housing trajectory AMR Indicator 9: Affordable housing completions (gross) and tenure</p> <p>To date, no neighbourhood development orders or neighbourhood development plans have been made.</p>

<p>report must contain details of these documents.</p> <p>(5) Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.</p> <p>(6) Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.</p> <p>(7) A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.</p> <p><b>Section 35 of The Town and Country Planning (Local Planning) (England) Regulations 2012</b></p> <p>(1) A document is to be taken to be made available by a local planning authority when—</p> <p>(a) made available for inspection, at their principal office and at such other places within their area as the local planning authority consider appropriate, during normal office hours, and .</p> <p>(b) published on the local planning authority's website,</p>	<p>This information is included in the Community Infrastructure Levy Monitoring section of the AMR.</p> <p>This information is included in the Duty to Cooperate Monitoring section of the AMR.</p> <p>The Annual Monitoring Report is published as soon as possible after the information becomes available.</p> <p>The AMR is made publically available on the City Council's website and at our main offices (St Aldate's Chambers).</p>
<p><b>Section 62 of The Community Infrastructure Levy Regulations 2010 Section</b></p> <p>In any year that a charging authority collects CIL it must produce a report that includes:</p> <p>(a) the total CIL receipts for the reported year; .</p> <p>(b) the total CIL expenditure for the reported year; .</p> <p>(c)summary details of CIL expenditure during the reported year including— .</p> <p>(i)the items of infrastructure to which CIL (including land payments) has been applied, .</p> <p>(ii)the amount of CIL expenditure on each item, .</p> <p>(iii)the amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items which that money was used to provide (wholly or in part), .</p> <p>(iv)the amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation; and .</p> <p>(d)the total amount of CIL receipts retained at the end of the reported year.</p> <p>The charging authority must publish the report on its website no later than 31st December following the end of the reported year.</p>	<p>This information is included in the Community Infrastructure Levy Monitoring section of the AMR.</p> <p>The Annual Monitoring Report has been published on the City Council website prior to the 31<sup>st</sup> December 2016.</p>

## Appendix C: How we monitor the implementation of policies in Oxford's Local Plan

Policy	How we monitor this...
<b>Core Strategy 2026</b>	
CS1 Hierarchy of Centres	Indicator 4: Location of new A1 retail development
CS2 Previously developed land and greenfield land	Indicator 14: Residential development completed on previously developed land
CS3 Regeneration areas	Indicator 21: Regeneration areas
CS4 Green Belt	Indicator 27: Development in the Green Belt
CS5 West End	Indicator 22: West End Area Action Plan
CS6 Northern Gateway	Indicator 24: Northern Gateway Area Action Plan
CS7 Land at Barton	Indicator 23: Barton Area Action Plan
CS8 Land at Summertown	N/A - This site did not become available during the 2015/16 monitoring year.
CS9 Energy and natural resources	Indicator 26: Natural Resources Impact Analysis (NIRA)
CS10 Waste and recycling	See Appendix D (Core Strategy Sustainability Appraisal Monitoring)
CS11 Flooding	N/A - Monitoring target no longer relevant.
CS12 Biodiversity	Indicator 25: Changes in areas of biodiversity importance
CS13 Supporting access to new development	Indicator 22: West End Area Action Plan Indicator 23: Barton Area Action Plan Indicator 24: Northern Gateway Area Action Plan
CS14 Supporting city-wide movement	Indicator 33: Traffic growth at inner and outer cordons
CS15 Primary healthcare	Indicator 22: West End Area Action Plan Indicator 23: Barton Area Action Plan
CS16 Access to education	Indicator 23: Barton Area Action Plan Indicator 21: Regeneration areas
CS17 Infrastructure and developer contribution	N/A - The Core Strategy does not set a specific monitoring target.
CS18 Urban design, townscape character and the historic environment	Indicator 22: West End Area Action Plan Indicator 28: Heritage assets at risk Indicator 29: Applications involving the total, substantial or partial demolition of a listed building Indicator 30: Appeals allowed where conservation policies were cited as a reason for refusal Indicator 31: Tree Preservation Orders (TPOs)
CS19 Community safety	N/A – Monitoring target no longer relevant.
CS20 Cultural and community development	Indicator 22: West End Area Action Plan
CS21 Green spaces, leisure and sport	A Clean and Green Oxford
CS22 Level of housing growth	Indicator 7: Housing trajectory
CS23 Mix of housing	Indicator 15: Mix of housing (dwelling size)
CS24 Affordable housing	Indicator 8: Affordable housing completions Indicator 10: Proportion of affordable housing where there is a

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	policy requirement (permissions)
CS25 Student accommodation	Indicator 17: Students and purpose-built student accommodation
CS26 Accommodation for travelling communities	N/A - The Core Strategy does not set a specific monitoring target.
CS27 Sustainable economy	Indicator 1: Employment land supply Indicator 2: Planning permissions granted for new B1 floorspace
CS28 Employment sites	Indicator 1: Employment land supply
CS29 The universities	Indicator 3: Planning permissions granted for key employment uses (hospital healthcare, medical research and university academic (teaching and study))
CS30 Hospitals and medical research	Indicator 3: Planning permissions granted for key employment uses (hospital healthcare, medical research and university academic (teaching and study))
CS31 Retail	Indicator 4: Location of new A1 retail development
CS32 Sustainable tourism	Indicator 6: Supply of short stay accommodation

**Sites and Housing Plan 2011-2026**

HP1 Changes to existing homes	Indicator 13: Changes of use from existing homes (permissions)
HP2 Accessible and adaptable homes	N/A - Monitoring target no longer relevant.
HP3 Affordable homes from general housing	Indicator 10: Proportion of affordable housing where there is a policy requirement (permissions)
HP4 Affordable homes from small housing sites	Indicator 11: Financial contributions towards affordable housing
HP5 Location of student accommodation	Indicator 18: Location of new student accommodation
HP6 Affordable homes from student accommodation	Indicator 11: Financial contributions towards affordable housing
HP7 HMOs	Indicator 19: Houses in multiple occupation (HMOs)
HP8 Residential moorings	Indicator 20: Residential moorings
HP9 Design, character and context	See CS18 monitoring
HP10 Developing on residential gardens	N/A – The Sites and Housing Plan does not set a specific monitoring target
HP11 Low carbon homes	Indicator 26: Natural Resources Impact Analysis (NIRA)
HP12 Indoor space	N/A - Monitoring target no longer relevant as the Nation Spaces Standards are now being applied.
HP13 Outdoor space	N/A – The Sites and Housing Plan does not set a specific monitoring target.
HP14 Privacy and daylight	N/A – The Sites and Housing Plan does not set a specific monitoring target.
HP15 Residential cycle parking	Previous AMRs show that these policies are being consistently implemented. Monitoring will now be undertaken periodically.
HP16 Residential car parking	

**Area Action Plans**

Northern Gateway Area Action Plan	Indicator 24: Northern Gateway Area Action Plan
Barton Area Action Plan	Indicator 23: Barton Area Action Plan
West End Area Action Plan	Indicator 22: West End Area Action Plan

## Appendix D: Core Strategy Sustainability Appraisal monitoring

Sustainability Appraisal Indicator	Sustainability Appraisal Target	Monitoring Information 2014/15
<b>Population</b>		
Total no. residents	N/A	Strong and Active Communities
No. students	N/A	Indicator 17: Students and purpose-built student accommodation
<b>Flooding</b>		
Permissions contrary to Environment Agency advice	0% approved contrary to formal objection	N/A - Monitoring target no longer relevant.
% developments accompanied by flood risk assessments	100% of developments of 1ha in flood zone 1 100% of developments in flood zone 2 or above	This is a national validation requirement. Planning applications are not validated if they do not meet these requirements.
<b>Housing</b>		
Total no. of net additional dwellings in Oxford	Relative to 2006/07: 5,692 by 31 March 2016 8,000 by 31 March 2026	Indicator 7: Housing trajectory
No. students living outside university accommodation	All increase in student numbers to be met by increase in purpose-built student accommodation	Indicator 17: Students and purpose-built student accommodation
Mix of housing completed by house size	95% of schemes to comply with Balance of Dwellings SPD	Indicator 15: Mix of housing (Dwelling Size)
Improve standard of housing	100% of homes in regeneration areas exceed Decent Homes Standard by 2010	All 7,900 council homes met the Decent Homes Standard by December 2010.
% of new-build housing on qualifying sites achieving Building for Life criteria (CS18)	95% to achieve level 14 or above	See CS18 monitoring
<b>Urban renaissance / health / education / crime / vibrant communities / access to essential services and facilities / access to culture, leisure and recreation</b>		
Publicly accessible open space, outdoor sports and recreation facilities	5.75 hectares of public open space per 1,000 residents	The Council's Green Spaces Strategy was updated in 2012. It was found that a standard linked to population was no longer appropriate. The Green Space Strategy 2013-2027 instead focuses on protecting and enhancing existing green space and ensuring that new developments contribute to the provision of high-quality, multi-functional green space where it is required most.
Quality of existing green spaces	Renew and increase Green Flag status for Oxford's parks	A Clean and Green Oxford
Access to community facilities	100% of developments that result in the loss of a community facility to make equivalent alternative provision or improvements to existing provision (unless the existing use is and will	In 2016 permission was granted to 2 developments that result in the loss a public house (16/03108/RES and 16/00129/FUL). Both applications met the policy requirements to demonstrate that marketing had been carried out and the pub was no longer viable, and that other facilities existed

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	continue to be redundant)	within a reasonable distance. In the case of 16/03108/RES, the Jack Russell Pub had not been used as a pub for more than 2 years, and in that time had been subject to an arson attack; 50% of the 16 proposed flats replacing the pub will be affordable.
Index of health deprivation for Oxford's 'super output areas'	Improve ranking, particularly of Carfax	Strong and Active Communities
Density of residential development	City and district centres to deliver higher density residential development than within the wider district area	This is difficult to monitor on an annual basis as we receive very few major residential applications (10+ dwellings) where a density calculation would be appropriate. It is instead more useful to monitor longer term trends.
Provision and improvement of local primary healthcare facilities	As per CS15 monitoring	Indicator 22: West End Area Action Plan Indicator 23: Barton Area Action Plan
Provision and improvement of local educational facilities	As per CS16 monitoring	Indicator 23: Barton Area Action Plan Indicator 21: Regeneration areas
Provision of other social infrastructure	Multi-agency delivery means there is no one target.	No specific monitoring target.
% of new developments that comply with 'Secured by Design'	100% (i.e. 0% of planning permissions approved contrary to Thames Valley Police Objection)	N/A – Monitoring target no longer relevant.
<b>Poverty / regeneration areas</b>		
% affordable housing completions	50% on qualifying sites 150 per year 2008-10 200 per year 2010-12	Indicator 8: Affordable housing completions Indicator 10: Proportion of affordable housing where there is a policy requirement
Extent of deprivation in Oxford relative to all areas nationally	Reduce number of super output areas in Oxford in the 20% most deprived in England	Indicator 21: Regeneration areas
No. households living in temporary accommodation	698 in 2008/09 577 in 2009/10 536 in 2010/11	Meeting Housing Needs
Timely progress of a regeneration plan for each of the regeneration areas in conjunction with other departments	Timetable to be agreed corporately	Indicator 21: Regeneration areas
NOx levels in Oxford, particularly at Binsey and at Oxford Meadows SAC near the A34	Progressive decrease in NOx, NO and ozone levels	See the <a href="#">Oxford City Council Air Quality Annual Status Report 2016</a> for most recent data.
Inner and outer cordon traffic counts	Inner cordon: no growth Outer cordon: no more than 0.2% average annual growth	Indicator 33: Traffic growth at inner and outer cordons
% people travelling to work by private motor vehicle	No increase in current level of 43.3%	A Cleaner and Green Oxford
<b>Biodiversity</b>		
Condition of Port Meadow SSSI; integrity of Oxford	N/A	The most recent <a href="#">Natural England Assessment (06/07/10)</a> rated the condition of the Port

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Meadows SAC		Meadow SSSI with Wolvercote Common as follows: Unit 001 – Favourable Unit 002 – Favourable Unit 003 – Unfavourable recovering Unit 004 – Favourable
Change in populations of biodiversity importance	No net reduction in BAP priority habitats and species, i.e. 96 priority species, 326.7 hectares priority habitat	Data maintained by <a href="#">Thames Valley Environmental Records Centre</a> .
Change in areas of biodiversity importance	No net reduction in: SAC (177.1ha); SSSI (278.2ha) CONS (63.5ha); SLINC (202.5ha); LNR (11.5ha, 3 sites); and RIGS (2ha).	Indicator 25: Changes in areas of biodiversity importance
<b>Countryside and historic environment</b>		
No. heritage assets at risk	No net increase from: Nil registered parks and gardens; Nil conservation areas; 1 listed buildings; and 2 Scheduled monuments.	Indicator 28: Heritage assets at risk
No. developments involving demolition or substantial demolition of a listed building, or of a building or structure that contributes to the character / appearance of a Conservation Area (when contrary to officer's/English Heritage recommendation)	Nil	Indicator 29: Applications involving the total, substantial or partial demolition of a listed building
Development of a Heritage Plan for Oxford City	Completion by 2015	The Oxford Heritage Plan Framework was endorsed by the City Executive Board on <a href="#">2 April 2015</a> .
Length of footpaths, bridleways and permissive rights of way per person	No decrease	Data maintained by <a href="#">Oxfordshire County Council</a> .
Inappropriate development in the Green Belt	None unless specifically allocated by the LDF	Indicator 27: Development in the Green Belt
% of new dwelling completions on previously developed land	2009/14: 90+% 2014/26: 75+%	Indicator 14: Residential development completed on previously developed land
Employment developments on previously developed land	No development on greenfield unless specifically allocated	Indicator 1: Employment development completed (by land type)
Water use per person per day	130 litres (from 164 litres in 2004)	129 litres (see <a href="#">Oxford Sustainability Index Report 2016</a> )
Developments complying with NRIA requirements	100% compliance	Indicator 26: Natural Resources Impact Analysis (NRIA)
Average % energy produced by on-site renewables in new developments	20% on-site renewable energy from qualifying sites throughout the plan period	Indicator 26: Natural Resources Impact Analysis (NIRA)
Residual waste per household	2008/09 – 725kg 2009/10 – 723 kg	Average residual waste per household sent to the energy recovery facility in 2016/17

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	2010/11 – 715 kg	was 382.68 kg per household, well below the Corporate Plan 2015-19 target for 2016/17 of 423.0kg per household. This represents a 6.5% decrease in comparison to the 2015/16 monitoring year.			
Rate of total household waste recycling and composting in Oxfordshire	40%+ by 31 March 2010 45%+ by 31 March 2015 55%+ by 31 March 2020	The percentage of household waste sent for reuse, recycling, composting or anaerobic digestion in 2016/17 was 49.60%. This represents an increase of 5.75% in comparison to the 2015/16 monitoring year.			
<b>Water and soil quality</b>					
Quality of Oxford's rivers	Achievement of 'good' status as part of the Environment Agency's River Basement Management Plan (RBMP) by 2027 at the latest	Water body:	2016	2015	2014
		Bayswater Brook:	Poor	Poor	Poor
		Cherwell (Ray to Thames) and Woodeaton Brook:	Poor	Mode rate	Mode rate
		Northfield Brook (Source to Thames) at Sandford:	Poor	Bad	Bad
		Thames (Evenlode to Thames):	Mode rate	Mode rate	Mode rate
		Oxford Canal (Thrupp to Thames):	Mode rate	Mode rate	Good
Incorporation of Sustainable Urban Drainage System in all relevant new developments	N/A	No specific monitoring target.			
<b>Skilled workforce / high employment / economic growth / economic innovation</b>					
Total no. new Use Class B jobs created in Oxford	7,500+ by 2026	The Core Strategy baseline for total jobs in Oxford was 101,900. Latest <a href="#">Nomis</a> figures show that total jobs stood at 133,000 in 2015. It is not possible to say exactly how many of the new jobs created fall within Class B, but this growth is extremely positive.			
% economically active	Increasing	2016/17 – 82.5% economically active 2015/16 – 84.7% economically active 2014/15 - 80.0% economically active 2013/14 - 78.1% economically active 2010/11 (baseline) - 77.6% (Data source: Nomis)			
New retail, office and leisure development in the city centre and district centres	As per targets set in the Core Strategy monitoring framework	Indicator 4: Location of new A1 retail development			
Average length of visitor stays	Increasing *As of 2016, ONS has changed the way data is provided. Previously, visitor data was presented by county visited; it is now presented by city visited. It is therefore difficult to monitor trends across 2015 to 2016 onwards.	Oxford: 2016 – average stay 6 nights. Oxfordshire: 2016 – average stay 6.35 nights (8.29% decrease on the previous year)  Specific data on length of visitor stays is only available for overseas visitors at the Oxfordshire level. Visits to Oxford account for around 77% of these 2016/17: 7.83% of visitors stay for 1-3 nights			

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		<p>21.84% of visitors stay for 4-7 nights                  17.68% of visitors stay for 8-14 nights                  52.65% of visitors stay for 15+ nights</p> <p>2015/16:                  28.75% of visitors stay for 1-3 nights                  30.67% of visitors stay for 4-7 nights                  23.21% of visitors stay for 8-14 nights                  17.37% of visitors stay for 15+ nights                  Data source: Office for National Statistics                  International Passenger Survey (2016)</p>
Average visitor spend	<p>Increasing                  *ONS has only provided this data since 2016.</p>	<p>Oxford: £516 per visit                  Oxfordshire: £483 per visit (15.45% decrease on the previous year)</p> <p>Data source: Office for National Statistics                  International Passenger Survey (2016)</p>
Supply of short-stay accommodation	<p>Net increase</p>	<p>Indicator 6: Supply of short stay accommodation</p>

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