

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

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

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

Introduction and background

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

Findings of the 2018/19 Annual Monitoring Report

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

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

Table 1: Summary of performance against targets 2018/19

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

A Vibrant and Sustainable Economy

6. AMR indicators show that current policies are providing strong protection for existing protected key employment sites.
7. 11,516.4m² of new B1 employment floorspace was permitted during the 2018/19 monitoring year. Whilst this does not meet the annual Corporate Plan 2016-20 target of 15,000m², permission for new B1 employment floorspace on average over the last three monitoring years is 14,245m² meaning the Council is still on track and is very close to meeting its targets. There has also been continued investment in

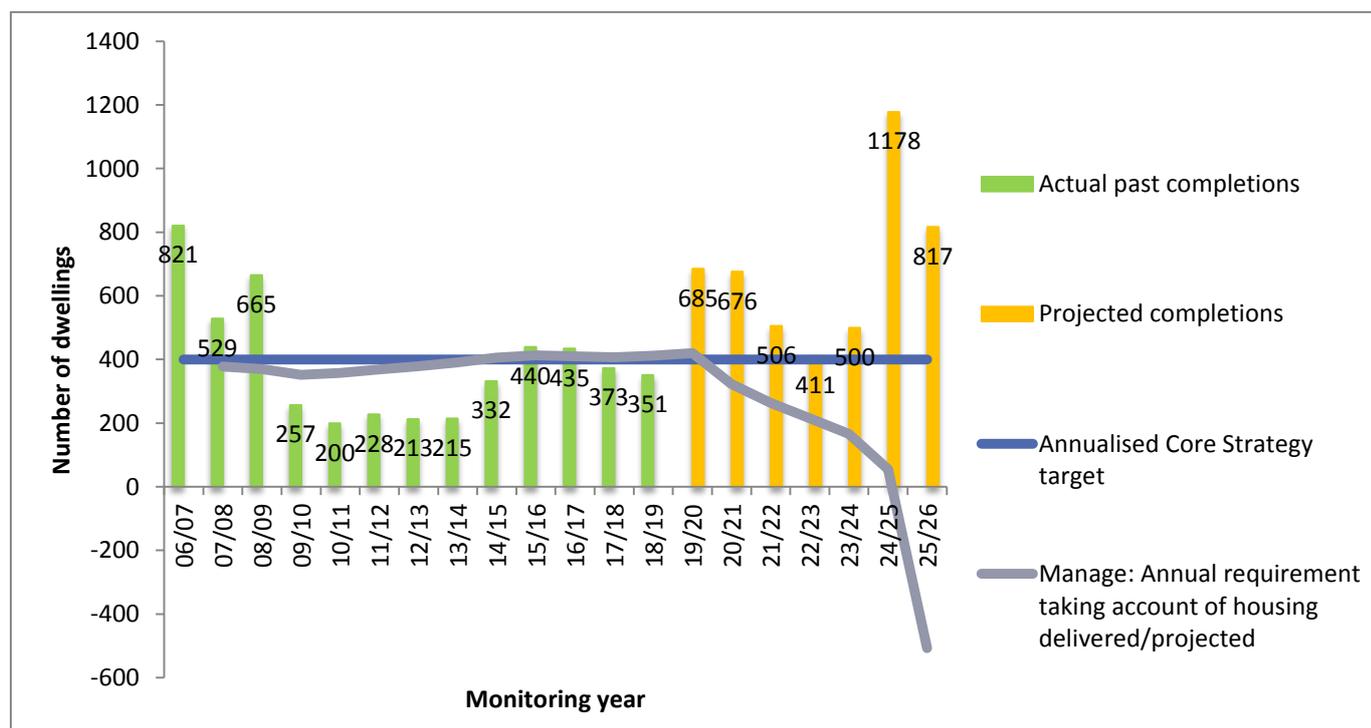
new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 1,723m² of new floorspace permitted during 2018/19.

8. Planning permission was granted for five developments that would result in new net A1 retail floorspace totalling 691.4m² in 2018/19, if implemented. Two out of five of these applications were located on sites that do not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31. These two applications combined represent a total net increase in A1 floorspace of 97m². The East Oxford Cowley Road district centre lost approximately 7% of its A1 (retail). It remains a thriving district centre due to high foot fall using the many restaurants, café and entertainment facilities.
9. In recent years, additional permitted development rights have been introduced by central Government allowing A1 retail uses to change, temporarily or permanently, to other specified uses without the need for planning permission (although prior approval is required in some cases). This means that it is slightly more difficult to control the proportion of A1 retail uses on Oxford's designated street frontages through the planning system. However, this has not had a significant impact on Oxford's designated frontages to date. The emerging Oxford Local Plan 2036 seeks to support the role that town centres play in Oxford and seeks to ensure that a significant retail presence is maintained at the ground floor level of Oxford's city, district and local centres. The NPPF continues to highlight the importance of the high street however it also highlights that centres should be responsive to changes in retail and leisure industries. The emerging policies remain adaptive to changes in the retail circumstances of Oxford's centres going forward by taking an evidence based approach to future planning applications.

Meeting Housing Needs

10. In the 2018/19 monitoring year, 351 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 13 years since the start of the Core Strategy period (2006/07 to 2018/19) is 5,059 (net) with the new ratios for communal accommodation are applied. The cumulative number of completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,200 dwellings (net). The housing trajectory in Figure 2 below shows that the Core Strategy housing target of 8,000 new homes to 2026 (Policy CS22) will be met prior to the end of the Core Strategy period 2026 part way through 2024/25.

Figure 1: Housing trajectory to 2026



11. The AMR also show that 105 affordable dwellings were completed in 2018/19. The main contributors were 35 social rent dwellings at Barton Park (Phase 1) 11 social rent and 13 affordable rent at former Travis Perkins site and 21 social rent dwellings at Former Community Centre, Westlands Drive, As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford.

12. The Council seeks to ensure that the tenure split of affordable housing be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental). 88 of the 105 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 84% of affordable homes delivered were on a social rent basis. The 80% target was met on all applications except one (Northway Centre) which lowered the overall percentage for the monitoring year. On an application-by-application basis however the Council is achieving the 80:20 tenure split in most cases.

13. In the 2018/19 monitoring year the City Council received £4,613,425.08 through s106 agreements towards affordable housing provision. The majority of the money will be used to support the delivery of affordable housing elsewhere across Oxford and in particular at Blackbird Leys Regeneration Scheme.

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

15. The City Council has also taken the lead in promoting new housing development in the city through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The City Council is directly involved in bringing forward 30% of all major housing schemes anticipated to be undertaken in Oxford over the next five years, and has also been involved in bringing forward dozens of smaller development projects across the city.
16. Regarding housing land supply, this has been assessed against what is defined as the 'standard method' as the plan is more than 5 years old. This has resulted in a local housing need of 742 homes per annum, or 3,710 homes over the next five years. A 5% buffer is then applied to this figure in line with national policy, which brings the requirement to 3,896 homes. Against this requirement, the City Council has identified a deliverable supply of 3,293 homes, providing a housing land supply of 4.2 years. In most circumstances, a housing land supply of less than 5 years would trigger presumption in favour of sustainable development. However, the Oxfordshire Housing and Growth Deal provides a 3 year bench mark for Oxfordshire authorities for decision taking purposes. The City Council can therefore demonstrate a sufficient supply of housing. More detail on housing land supply can be found in paragraphs 3.17 to 3.22 of the AMR document.
17. Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford and all increases in academic floorspace that would facilitate an increase in student numbers at the two Universities should be matched by an equivalent increase in student accommodation. Planning permission was granted for 1,797m² of new academic floorspace for replacement building and new auditorium at Trinity College. The University of Oxford has kept within its 3000 threshold however Oxford Brookes University have again exceeded their Core Strategy target in the 2018/19 monitoring year.
18. In 2018/19, the University of Oxford had 2,703 students living outside of university provided accommodation in Oxford. Oxford Brookes University had 4,079 students living outside of university provided accommodation in Oxford in 2018/19, a decrease of 10 students when compared to the previous monitoring year. This information was provided to the City Council in September 2019. This information would be a key consideration in determining any planning applications for new or redeveloped academic floorspace that may be submitted by the universities. It should be noted that the 885 room Oxford Brookes scheme off James Wolfe Road fell outside the 2018/19 monitoring year. This will be included in the 2019/20 monitoring year and as a result will have an impact on the figures for that period as they will be closer to the threshold.
19. In the 2018/19 monitoring year 185 (net) units of student accommodation were completed in Oxford. Planning permission was granted for a further 351 (net) units of student accommodation in 2018/19. In addition, a number of other student accommodation schemes have been considered by the City Council during the monitoring year:

Table 1: Planning permissions granted for new student accommodation

Application	Site	Development	Total No. Rooms Net
18/03082/VAR	British Telecom James Wolfe Road Oxford OX4 2PY	Variation of Condition 1 of planning permission 18/00770/VAR (development in accordance with approved specifications) to enable increase in number of student study rooms from 885 to 887. (amended description)	2
18/01687/FUL	St Edward's School Woodstock Road Oxford OX2 7NN	Erection of 2.5 storey boarding house with House Masters House, tutor flat and assistant House Masters Flat and associated facilities to accommodate 70 students (aged 13-18) in 55 bedrooms over three floors (Amended Plans).	55
18/01340/FUL	Trinity College Broad Street Oxford OX1 3BH	Demolition of the existing building and the erection of a replacement building to provide a new auditorium, teaching, and student communal area. On the lower floors together with administration offices and student accommodation to the upper floors. The relocation and widening of the existing vehicular access from Parks Road further South. External alterations to the rear of the President's Garage. Landscape enhancements to the immediate setting of the proposed new building, library quad and the small quad to the south of library quad. Provision of covered cycle parking and replace glass house and machinery and tool store for the gardeners.	36
18/02907/FUL	Canterbury Works Glanville Road Oxford OX4 2DD	Demolition of existing two storey building and redevelopment with a part two and a half storey and part three storey building providing a mixed use comprising A1 (retail), A2 (financial and professional services) or B1 (business) use classes at ground floor and 12 x 1-bed student bedrooms at first and second floors. Provision of bin and cycle store in ground floor lobby and provision of car parking.	12
18/00258/FUL	Northgate House 13 - 20 Cornmarket Street Oxford Oxfordshire OX1 3HE	Application for planning permission for the demolition of the existing building to ground level and the erection of a replacement building to provide replacement commercial units on the basement, ground and first floors, and new teaching facilities, ancillary accommodation and student fellows rooms on the upper floors for Jesus College. (Amended Plans)	68
17/03330/FUL	2 Savile Road	Proposed demolition of Warham House,	74

Application	Site	Development	Total No. Rooms Net
	Oxford OX1 3UA	New College School hall and partial demolition of Savile House rear extension. Erection of three new buildings and reconstruction of Savile House rear extension to provide C2 residential college including Music Hall, assembly, academic and study space, Porter's Lodge and associated accommodation, and replacement D1 facilities for New College School including dining hall, assembly space and class rooms. (amended plans) (amended information)	
18/00840/FUL	Fairfield 115 Banbury Road Oxford OX2 6LA	Change of Use from residential home (Use Class C2) to student accommodation (Use Class Sui generis) *(Previous use was for 13 rooms in residential home and application proposes 12 student room, hence net gain of -1)	-1
18/00782/FUL	23 James Street Oxford Oxfordshire OX4 1ET	Change of use of the outbuilding to the rear, from a use incidental to the use of a dwellinghouse to provide two single student studios (C2). Insertion of 4No. new windows to south elevation, replacement of 1No existing window to south/west elevation (Amended Plans).	2
17/02979/FUL	Wadham College Parks Road Oxford OX1 3PN	Proposed demolition of existing JCR and Goddard Building and erection of new collegiate development comprising an Access Centre and Undergraduate Centre (existing basement to be retained) including 20 accessible student bedrooms and social and academic facilities.	20
17/02386/FUL	Stoke House 7 Stoke Place Oxford OX3 9BX	Erection of 12 study bedroom annex on two floors	12
17/02387/FUL	Ruskin Hall Dunstan Road Oxford OX3 9BZ	i) Erection of 65 bed student accommodation building on four storeys. ii) Erection of 30 bed student accommodation building on two and three storeys. Demolition of Bowen Building. (additional information and revised plans) *(Previous use was for 24 rooms in and application proposes 90 student rooms, hence net gain of 71)	71

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

Strong and Active Communities

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

22. Northern Gateway Development: Although outside this monitoring period, a planning application has come forward for the majority of the Northern Gateway Area Action Plan site. The application, reference 18/02065/OUTFUL, was received and validated on 31 July 2018 and is a hybrid application consisting of an outline and full application. The outline application is for up to 87,300sqm of employment space, up to 550sqm of community space, up to 2,500sqm of Use Class A floorspace, up to a 180 bedroom hotel and up to 480 residential units as well as associated works, including the provision of a new link road between the A44 and A40 and an energy sharing loop. The full part of the application is for 15,850sqm of employment space and associated works. The application has been made by Thomas White (Oxford) and the development is being referred to as Oxford North. The application was considered at September planning committee with a resolution to defer until November 2019.

23. The Oxpens SPD was adopted in 2013. Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The site could deliver up to 500 new homes; retail; up to 10,400m² of B1a offices and B1b research and development floorspace; a hotel with around 155 bedrooms; and student accommodation. An application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units¹ went to planning committee in March 2017; planning committee resolved to grant permission subject to legal agreements. Since permission was granted in 2017, demolition work for the Student Castle Scheme has now commenced on site with the intention of completion in 2020. Additionally, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place by the end of 2019.

24. Work on bringing forward the redevelopment of Oxford train station continued during 2018/19. The Supplementary Planning Document (SPD) builds on work carried out for the Oxford Station Masterplan and an architectural competition held in 2016. The City Council produced a Draft Oxford Station Supplementary Planning Document (SPD) that was consulted on during summer 2017. Following this consultation, the Oxford Station SPD was adopted in November 2017. Work has been ongoing on this project in the period 2018/19.

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

A Clean and Green Oxford

25. Planning policies are continuing to protect and enhance Oxford's natural environment. As part of the development of the new Local Plan 2036, the Council undertook a review of its local-level designated biodiversity sites. This resulted in a reduction in area of sites specifically designated for biodiversity purposes. However the emerging Local Plan introduces a different policy approach which looks at the multi-functional benefits of green spaces. This Green Infrastructure (GI) methodology provides protection for the majority of existing green spaces in the city.
26. During 2018/19, planning permissions have been granted for a number of applications that are small in scale or directly opposite/adjacent to protected spaces, such as community halls, sports pavilions. The majority of the applications have comprised of developments that would not result in a meaningful loss of open spaces. Where this is not the case such as the Harlow Centre, a net gain in replacement provision has been provided to ensure the loss of space is adequately mitigated.
27. Planning policies are effectively ensuring onsite renewable energy generation on qualifying schemes with 20% on-site renewable energy generation being achieved on all but one of the qualifying sites in 2018/19. Nevertheless, the nature of the proposal and site circumstance justified an exception in this case.
28. The only indicator where the target has not been met relates to applications involving the total, substantial or partial demolition of a Listed Building. Four applications were received in the 2018/19 period that were all granted consent. The majority of the works proposed were minor, with the exception of the works to The Mitre on the corner of High Street and Turl Street. This application (18/00897/LBC) involved the removal of later unsympathetic link extensions resulting in the loss of a small selection of fabric from the rear elevation of the building. However, these works would improve the escape routes and circulation around the site, which would not have a harmful impact on the settings of the listed buildings. Therefore it was considered that the small amount of harm caused was considered to be outweighed by the public benefits.

An Effective and Efficient Council

29. Work on the emerging Oxford Local Plan 2036 has continued during 2018/19. The proposed submission (otherwise known as Regulation 19) consultation was carried out in December 2018. This consultation sought the views of residents, businesses and other stakeholders as to whether the Proposed Submission Draft Oxford Local Plan 2036 was legally compliant and consistent with national policy. The draft Local Plan was submitted to the Planning Inspectorate for Examination in March 2019 in line with the LDS timescales. Hearings for the Local Plan Examination are set to commence in December 2019.
30. During the monitoring year the Summertown and St Margaret's Neighbourhood Plan was made.
31. CIL receipts for the 2018/19 monitoring year totalled £4,812,471, whilst expenditure of CIL receipts totalled £1,815,559.
32. As of 1 April 2018 the City Council held £8,415,052 of developer funding which is due for expenditure (subject to Council approval).

Environmental Impact

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

Financial implications

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

Legal issues

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

Level of risk

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

Equalities impact

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

Report author	Keerpa Patel
Job title	Senior Planner, Planning Policy
Service area or department	Planning Policy, Planning Services
Telephone	01865 335444
e-mail	kpatel@oxford.gov.uk

Background Papers: None