

**To:** Cabinet  
**Date:** 9 December 2020  
**Report of:** Head of Planning Services  
**Title of Report:** Annual Monitoring Report and Infrastructure Funding Statement 2019/20

<b>Summary and recommendations</b>	
<b>Purpose of report:</b>	To approve the Annual Monitoring Report and Infrastructure Funding Statement for publication.
<b>Key decision:</b>	No
<b>Executive Board Member:</b>	Councillor Alex Hollingsworth, Planning and Housing Delivery
<b>Corporate Priority:</b>	A Vibrant and Sustainable Economy Meeting Housing Needs Strong and Active Communities A Clean and Green Oxford An Efficient and Effective Council
<b>Policy Framework:</b>	Council Strategy 2021/22
<b>Recommendations:</b> That Cabinet resolves to:	
1. <b>Approve</b> the Annual Monitoring Report and Infrastructure Funding Statement 2019/20 for publication.	
2. <b>Authorise</b> the Head of Planning Services to make any necessary minor corrections not materially affecting the document prior to publication.	

<b>Appendices</b>	
Appendix 1	Annual Monitoring Report 2019/20
Appendix 2	Infrastructure Funding Statement 2019/20
Appendix 3	Risk Assessment

## Introduction and background




1. The Annual Monitoring Report (AMR) 2019/20 assesses the effectiveness of planning policies contained within the Oxford Local Plan 2001- 2016 as well as the implementation of the Oxford Local Development Scheme 2019-2022, the

Council’s Statement of Community Involvement in Planning and the Duty to Cooperate. The AMR covers the period 1st April 2019 to 31st March 2020 and is a factual document.

2. This AMR does not cover policies in the Oxford Local Plan 2036 adopted in June 2020. This will be undertaken in the next monitoring year (1 April 2020 – 31 March 2021).
3. 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.
4. The Infrastructure Funding Statement (IFS) is a new annual reporting requirement introduced as part of the Community Infrastructure Levy (Amendment) (England) (No.2) Regulations in September 2019 (CIL Regulations: Schedule 2), with the objective of increasing transparency around how developer contributions are spent on infrastructure. As set out in Appendix 2, the contents of the IFS are divided into three key sections for the previous financial year:
  - I. Information on Community Infrastructure Levy (CIL) contributions;
  - II. Information on Section 106 contributions (made under section 106 of the Town and Country Planning Act 1990);
  - III. Items of infrastructure that CIL is to be spent on in the next five years (CIL is allocated to the Council’s Capital Programme as part of the Budget setting process).
5. The introduction of the IFS means that monitoring around CIL and Section 106 contributions will now be found in the IFS instead of the AMR.
6. 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. The monitoring also enables the Council to respond more quickly to changing priorities and circumstances.

### Findings of the 2019/20 Annual Monitoring Report

7. The performance of planning policies is monitored using a traffic-light approach. Performance in 2019/20 is summarised in Table 1.

	 Targets and objectives have been met / data indicates good progress towards meeting targets.	 Limited progression towards meeting targets / insufficient information to make an assessment.	 Data indicates under-performance against targets and objectives.
A Vibrant and Sustainable Economy	3	1	1
Meeting Housing Needs	4	2	2
Strong and Active Communities	3	0	0
A Clean and Green Oxford	6	3	0
An Efficient and	N/A – Traffic lights are not used to monitor progress in this section as		

Effective Council	there are no fixed targets.
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**Table 1: Summary of performance against targets 2019/20**

8. Overall performance in 2019/20 is positive, with the majority of indicators scoring green ratings for meeting or making considerable progress towards targets.

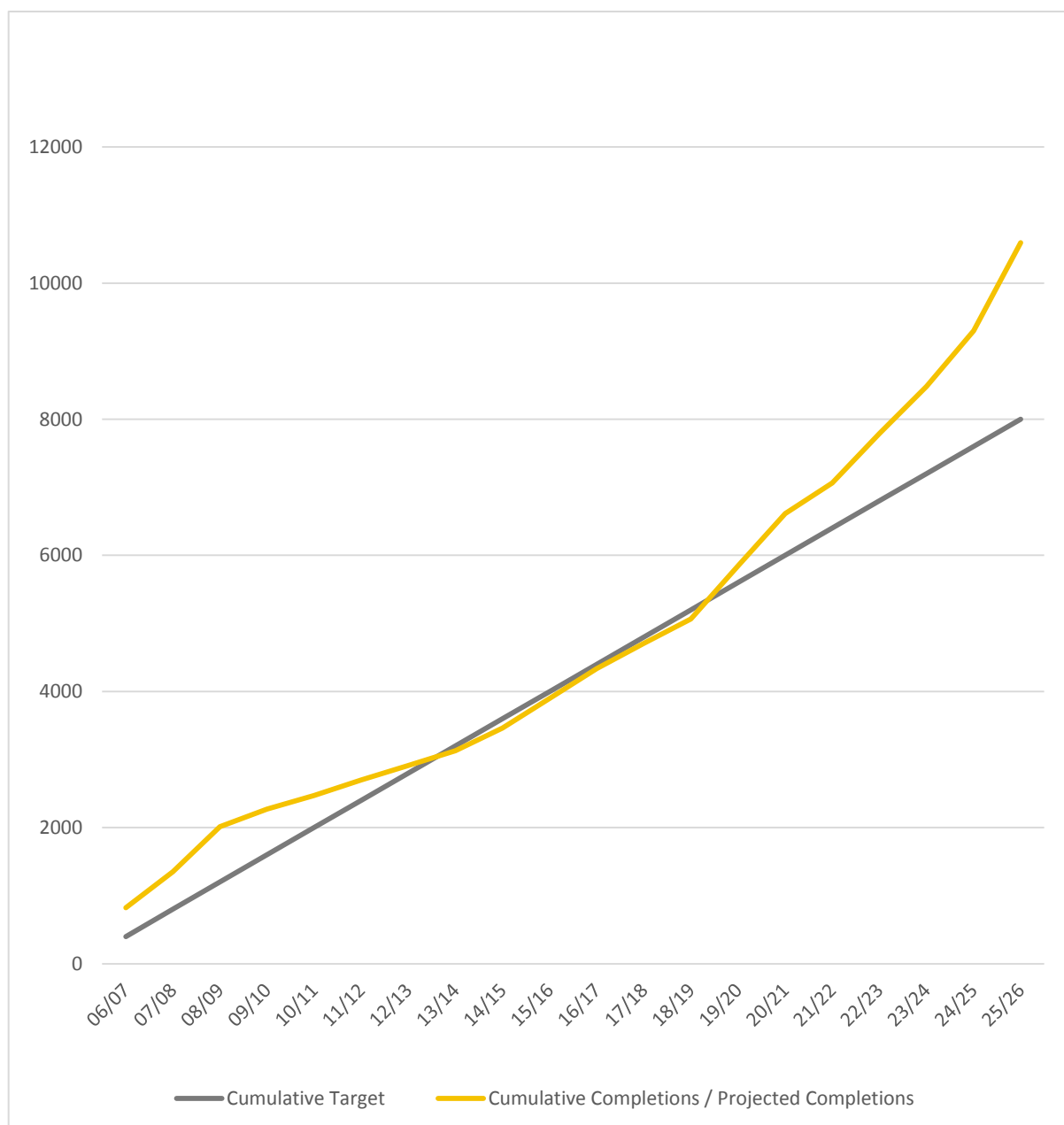
#### A Vibrant and Sustainable Economy

9. The AMR indicators show that current policies are providing strong protection for existing protected key employment sites.
10. Development of 1736.7m<sup>2</sup> of new B1 employment floorspace was permitted during the 2019/20 monitoring year. There has also been continued investment in new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 5,921m<sup>2</sup> of new floorspace permitted during 2019/20.
11. Planning permission was granted for an additional 7583m<sup>2</sup> of academic teaching and study floorspace during the 2019/20 monitoring year.
12. Planning permission was granted for two developments that would result in new net A1 retail floorspace totalling 122.8m<sup>2</sup> in 2019/20, if implemented. One of these applications was located on a site that does not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31.
13. Due to the Covid-19 pandemic this AMR does not include information on the proportion of A1 retail uses on Oxford's designated street frontages as retail surveys were not undertaken at the end of the monitoring year.

#### Meeting Housing Needs

14. In the 2019/20 monitoring year, 784 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 14 years since the start of the Oxford Core Strategy period (2006/07 to 2019/20) is 5,848 (net) with the new ratios for communal accommodation applied. The cumulative number of development completions that might have been expected during this period, based on an average annual requirement of 400 homes per year, is 5,600 dwellings (net). Figure 1 below shows that the Oxford 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.

**Figure 1 - Cumulative Requirement and Cumulative Supply to 2026**



15. The AMR also shows that 104 affordable dwellings were completed in 2019/20. The main contributors were 48 units at the Former Temple Cowley Pools and a further 46 affordable social rent units at Barton Park (Phase 1). Some of the first affordable units were also completed on developments at Land North of Littlemore Healthcare Trust – 6 units and at the former Wolvercote Paper Mill – 4 units.

16. The Council seeks to ensure that the tenure split for new affordable housing is at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental). 75 of the 104 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 72% of affordable homes delivered were on a social rent basis. Although this is below the 80% target for the monitoring year, some of these homes were phased completions on larger sites, which if

considered on an application-by-application basis met the aspiration of an 80% social rent tenure split.

17. 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 Council is permitting for development. In the 2019/20 monitoring period the number of C3 residential dwellings permitted by the Council was 277. Whilst this does not meet the Corporate Plan 2016-2020 target of 400 dwellings per year, if an average is taken based on the cumulative total of 6,031 dwellings being permitted over the 14 year period, it is equivalent to 431 dwellings being permitted each year.
18. The Council has also taken the lead in promoting new housing development in Oxford through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The Council is directly involved in bringing forward 26% 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.
19. Regarding housing land supply, Paragraph 73 of the National Policy Planning Framework states that local authorities should assess their housing supply against the housing requirement set out in adopted strategic policies, or against their local housing need where these policies are more than 5 years old. The Oxford Core Strategy contains the adopted housing requirement for Oxford, which was adopted in 2011. This plan is more than 5 years old, and so the Council should not measure its five year housing land supply against this requirement.
20. In December 2019 the new Oxford Local Plan 2036 underwent its examination hearings, and the Inspectors issued their initial findings into the plan in January 2020. In their interim conclusions, the Inspectors confirmed the housing requirement of 475 homes per annum from 2016/17 to 2020/21, and 567 homes per annum from 2021/22 to 2035/36. The Council subsequently adopted this Local Plan and its new requirement in June 2020. Therefore future AMR's will use this requirement as the basis for 5 year land supply calculations.
21. Oxford 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 university provided/ purpose built student accommodation. The University of Oxford has kept within its 3000 threshold however Oxford Brookes University has again exceeded its Core Strategy threshold in the 2019/20 monitoring year. During the 19/20 monitoring year, one planning application was granted planning permission for an increase in academic floorspace. The applicant was the University of Oxford and the application involved the conversion, redevelopment and extension of Osney Power Station to a Centre of Executive Education run by the Said Business School.
22. In 2019/20, the University of Oxford had 2,114 students living outside of university provided accommodation in Oxford. Oxford Brookes University had 3,845 students living outside of university provided accommodation in Oxford

in 2019/20, a decrease of 234 students when compared to the previous monitoring year. This information was provided to the Council in September 2020. 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. New student targets have been adopted in the new Local Plan 2036 and will be reported on in the 2020/21 AMR.

23. In the 2019/20 monitoring year 1337 (net) units of new purpose built student accommodation were completed in Oxford. Planning permission was granted for a further 178 (net) units of student accommodation in 2019/20.

**Table 1: Planning permissions granted for new student accommodation**

Application	Site	Development	Total No. Rooms Net
19/01821/FUL	159-161 Cowley Road Oxford OX4 1UT	Reconfiguration of existing ground floor and part first floor retail unit (Tesco store to remain in situ) with extensions and alterations to existing building to provide 137 units of purpose-built, managed student accommodation with associated management suite and communal facilities at upper levels.	137
18/03254/OUT	263 Iffley Road Oxford OX4 1SJ	Outline application (seeking the approval of access, appearance, layout and scale) for the demolition of single storey building to southeast side of 3 storey building. Construction of new 3 storey above ground building comprising premises for ground floor club D1/D2/social club use class and two upper floors for separate student accommodation. Alterations to layout of retained building and parking areas including relocation of parking to Percy Street only and closure of Iffley Road vehicle access and landscaping. (Amended Plans)	17
19/00622/FUL	162-164 Hollow Way Oxford OX4 2NL	Construction of 16 student En-Suite study rooms, 3 postgraduate En-Suite study rooms, with communal living/kitchen areas and 1 warden flat. Onsite covered refuse storage and covered/secured cycle parking for 22 cycles.	20
19/00437/FUL	32 St Giles' Oxford OX1 3ND	Change of use of a bank (Use Class A2) with ancillary residential unit on third floor to a mixed use comprising retail unit (Use Class A1) on the ground floor and monastic, university hall and administration spaces (Use Class Sui Generis) on the ground	4

Application	Site	Development	Total No. Rooms Net
		floor, first and second floors and student accommodation (Use Class Sui Generis) on the third floor. Associated external alterations including changes to windows and doors to the rear and northern side elevations, replacement timber sash windows throughout and 4no. air conditioning units to the rear (amended plans).	

24. In 2019/20 the Council only granted planning permission for additional purpose-built student accommodation on sites that meet the locational requirements of the Sites and Housing Plan 2011-2026.

#### Strong and Active Communities

25. Significant progress has been made towards delivering new homes at Barton Park with the completion of 178 Phase 1 units.

26. During the monitoring year, the West Area Planning Committee resolved to grant planning permission, subject to completion of a legal agreement, for a hybrid planning application at the Oxford North development site.

27. Work on bringing forward development at both the Oxpens development site and at the Oxford Rail Station has continued during the monitoring year with OXWED Ltd. seeking a development partner for the wider masterplan area, and a review of the Oxford Rail Station Supplementary Planning Document (SPD).

#### A Clean and Green Oxford

28. Planning policies are continuing to protect and enhance Oxford's natural environment. The council has performed well in safeguarding sites of biodiversity importance within the city boundary, ensuring that there is no overall net loss in the provision of outdoor recreation spaces. Whilst there are some indicators that have fallen outside of the existing targets the reasons for this are cited and the new Local Plan 2036 will introduce a different policy approach based on the Green Infrastructure (GI) methodology, which would provide protection for the majority of existing green spaces in the city.

#### An Effective and Efficient Council

29. Work on the Oxford Local Plan 2036 continued during the 2019/20 monitoring year. The Examination Hearings for the plan took place in December 2019 and consultation on the Main Modifications was published during February and March 2020.

30. During the monitoring year the Examiner's report of the Wolvercote Neighbourhood Plan was published. This report recommended a number of modifications in order for the Wolvercote Neighbourhood Plan to meet the 'basic conditions' and be able to proceed to a referendum for adoption. The modifications were agreed by the Cabinet in October 2019. A referendum in respect of the Wolvercote Neighbourhood Plan is scheduled to take place in May 2021 following postponement of the May 2020 referendum as a result of to the Covid-19 pandemic.
31. CIL receipts for the 2019/20 monitoring year totalled £3,576,276 whilst expenditure of CIL receipts totalled £1,670,003
32. As of 1 April 2020 the Council held £10,678,570 of CIL receipts, whenever collected, which were allocated but not spent during the reported year, (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 IFS 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 (as set out in Appendix A) and the IFS (as set out in Appendix B) is required by the Planning and Compulsory Purchase Act 2004.

### **Level of risk**

36. A risk assessment has been undertaken and the risk register is attached (Appendix 3). All risks have been mitigated to an acceptable level.

### **Equalities impact**

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



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**Background Papers:** None

**Please note in the table below the version number of your report that was finally cleared at each stage**

<b>Report Stage</b>	<b>Version Number</b>
<b>First Draft:</b> <i>Commissioned and cleared by Director</i>	V1
<b>Second Draft:</b> <i>Cleared by Legal and Finance</i>	
<b>Organisational Draft:</b> <i>Cleared by the Chief Executive</i>	
<b>Final Draft:</b> <i>Cleared by the Board Member</i>	
<b>Final Report:</b> <i>Cleared by Labour Group</i>	

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