

# Authority Monitoring Report

**1 April 2020 to 31 March 2021**

Published December 2021



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Published December 2021

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## Chapter 1: Introduction

- 1.1 This is Oxford's sixteenth Authority Monitoring Report<sup>1</sup> (AMR). It monitors the implementation and effectiveness of policies in the Oxford Local Plan (OLP) 2036 adopted in June 2020. The hearings for the Plan were held in December 2019 and the Inspector's report was published May 15 2020 following an interim letter published at the end of the hearings. As such, it was clear that weight could be given to the policies in the OLP prior to its formal adoption in June 2020. Hence, this AMR monitors policies in the Oxford Local Plan 2036 only, and does not reference any previous policies in the Core Strategy 2026 or the Sites and Housing Plan 2011-2026.
- 1.2 Regularly reviewing the effectiveness of Oxford's planning policies (Appendix A) helps to ensure that progress is being made towards achieving the Plan's 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. This information is important in shaping our approach to reviewing the Plan and provides an important evidence base for the Oxford Local Plan 2040. The City Council also has a legal duty to monitor certain aspects of planning performance (Appendix B).
- 1.3 The AMR no longer reports on S106 and CIL income this can be found in the Infrastructure Funding Statement published in December 2021<sup>2</sup>.

### Monitoring Framework

- 1.4 A set of indicators has been developed to provide a framework for monitoring the effectiveness of policies in the Plan. Local authorities are only required to report on specific indicators and as such this AMR has reported on policies which are key in providing a better understanding of how our city functions and is responding to development. The indicators we are reporting on are those which show significant facts or trends or are key to delivering the Council's corporate priorities, namely fostering an inclusive economy, delivering more affordable housing, support flourishing communities and pursuing a zero carbon Oxford.

### Structure of the Monitoring Report

- 1.5 The AMR starts by providing a status report on the production of development plan documents, followed by the monitoring of the policies. This has been structured around the three overarching objectives set out in the National Planning Policy Framework (2021 paragraph 8):
- Economic objectives to build a strong, responsive and competitive economy - the economy, retail, community and infrastructure;
  - Social objectives to support strong, vibrant and healthy communities - housing, health and community benefits;

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<sup>1</sup> The Authority Monitoring Report has previously been referred to as the Annual Monitoring Report.

<sup>2</sup> [Infrastructure Funding Statement \(December 2021\)](#).

- Environmental objectives to protect and enhance our natural, built and historic environment - design and heritage, protecting our green and blue spaces and making wise use of our natural resources to secure a good quality local environment.

## Chapter 2: Progress on development plan documents and other non-statutory documents.

### The Local Development Scheme

- 2.1 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 it will cover.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2020/21 monitoring year
Oxford Local Plan 2036	Adopted June 2020	The OLP 2036 supersedes saved policies of the OLP 2016, Oxford Core Strategy 2011 and the Sites and Housing Plan 2013.
Adopted Policies Map	Adopted June 2020	Revised and updated to reflect the adopted policies.

**Table 1:** Progress against Local Development Scheme timescales in 2020/21

- 2.2 A new LDS for Oxford was published post this monitoring period in May 2021 and covers the period 2021-2026. This LDS will therefore be used to assess progress in the subsequent monitoring report. It is published on the Council's website at [www.oxford.gov.uk/lds](http://www.oxford.gov.uk/lds).
- 2.3 The Oxfordshire Plan 2050 is under preparation and will contain strategic policies for Oxfordshire for the period to 2050.

### Duty to Co-operate

- 2.4 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.
- 2.5 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 Future Oxfordshire Partnership (formally known as the Oxfordshire Growth Board); the Oxfordshire Local Enterprise Partnership (LEP); the Oxfordshire Area Flood 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 was very important for the Local Plan 2036, and commentary about those processes is provided in more detail in the Local Plan Consultation Statement.
- 2.6 A detailed Duty to Cooperate Statement<sup>3</sup> was prepared which outlines the scope and nature of engagement, both formal and informal, and the impact this cooperation has had on decisions made by the Council, including which planning policies have been put forward and the rationale behind them.

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<sup>3</sup> [Duty to Cooperate Statement](#)

## Neighbourhood Plans

- 2.7 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.
- 2.8 The following two Neighbourhood Plans have been formally made and are used to help determine planning applications in their respective neighbourhood area:
- **Headington Neighbourhood Plan** – made July 2017
  - **Summertown and St Margaret’s Neighbourhood Plan** – made March 2019
- 2.9 During the monitoring year the referendum for the making of the Wolvercote Neighbourhood Plan was due to have been held. This was delayed owing to the postponement of the 2020 Local Elections with which the referendum would have been aligned however in line with Government instructions the Wolvercote Neighbourhood Plan was treated as though it had been passed at Referendum in May 2020. Subsequently the referendum was held during the elections in May 2021 and the Council at its meeting on 23 June 2021 agreed to make the Wolvercote Neighbourhood Plan.

## Consultations

- 2.10 The only consultation that took place during the monitoring year was the West End Consultation.

### West End Consultation to support the preparation of the West End Supplementary Planning Document SPD

<b>Consultation dates:</b>	19 March 2021 – 30 April 2021
<b>Summary of what we did:</b>	The Planning policy team carried out a consultation in the West End and Osney Mead SPD inviting comments on the Issues document and the site area as a whole. The consultation made use of an interactive map as an additional approach to getting views on the vision of the SPD in a way that could be tied to the identifiable areas as specifically as possible. This consultation will be reported fully in the next AMR to reflect the time periods for the consultation.



## Chapter 3: Fostering an Inclusive Economy

### Employment Sites

- 3.1 Oxford is a very tightly constrained city and the competing demands on the limited land supply are strong, not least for housing but also employment floorspace. The need for employment floorspace as identified in the plan emphasises the strong need to protect existing employment sites. The pressure on employment sites to be lost to other uses is high, and once lost, they rarely revert to their original use. Policy E1: Employment Sites sets out the approach to establish a balance whereby the employment sites that are well performing and positively contribute to the city's economy will be given as much protection from the loss of floorspace as possible, without compromising the capacity for the delivery of much needed housing. There is some flexibility within the policy to allow for potential changes in circumstance, and to ensure the strongest employment base possible, which will sometimes rely on the ability to develop supporting uses. Existing employment sites which are not performing well, or which make inefficient use of land will be encouraged to modernise, to better utilise the space. In some limited circumstances, such sites which will also be considered for alternative uses.
- 3.2 As such, Policy E1 sets out a hierarchical approach to employment categories, stating how existing employment sites will be supported to ensure appropriate levels of protection and intensification. The sites range from Category 1 and 2 sites, which are afforded most protection, to Category 3 and B8 uses which have more flexibility and potential to be released from employment uses for other purposes to ensure the best use of land. Oxford's significant contribution to the local, regional and national economy means that it is important to protect Category 1 and 2 sites, both for their current role in Oxford's economy and because of their potential for intensification, which would help to meet the demand for new employment space and respond to any future development requirements and technological change. To measure the effectiveness of the policy, we monitor the relevant permissions resulting in loss or gain of employment floorspace for each category, while recording the alternative use where known.

#### Permissions involving net loss of Category 1 and 2 employment floorspace

- 3.3 No permissions have been granted during the monitoring period resulting in the net loss of Category 1 and 2 employment floorspace.

#### Permissions involving net loss of Category 3 and other employment floorspace

- 3.4 The following permissions involve the loss or change of use of Category 3 and other employment sites.

Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
20/03172/FUL	Suite B 8	Change of use from Offices	-200	Education

	South Parade Oxford OX2 7JL	(Use Class E(g)(i)) to provision of education (Use Class F1(a)).		
20/03159/FUL	Kingsmead House Oxpens Road Oxford Oxfordshire OX1 1RX	Change of use of first floor office (Use Class E(g)(i)) to a Business College (Use Class F1(a)).	-1523	Education
20/01808/FUL	156 Oxford Road Cowley Oxford OX4 2LA	Extension and refurbishment of existing building to create 4 x 1-bed flats (Use Class C3) and 5no. Offices (Use Class B1). Provision of parking, bin and cycle stores.	-75	Residential
20/01085/FUL	33 Iffley Road Oxford OX4 1EA	Change of use from offices (Use Class B1) to 1no. 5 bedroom dwellinghouse (Use Class C3) (amended description)	-127	Residential

**Table 2:** Permissions involving net loss of employment floorspace of Category 3 and other sites 2020/21

3.5 Permissions have been granted for new office uses during the monitoring period. Most of the net gain in floorspace was derived from changes of use and extensions to existing buildings.

Application reference	Site location	Development summary	Net gain of office/other employment floorspace (sqm)	If change of use, summary of previous use
20/00908/FUL	15 King Edward Street Oxford OX1 4HT	Change of use from teaching (Use Class D1) to a mixed use class as office (Use Class B1(a) and teaching (Use Class D1).	341	Education
20/01587/FUL	Car Park To The Rear Of Littlemead Business Park Ferry Hinksey Road Oxford Oxfordshire OX2 0ES	Demolition of existing buildings (use class B1c) and erection of two storey building to provide office space (Use Class B1a). Provision of amenity space, car parking and bin and cycle stores with associated landscaping.	481.2	N.A.
20/02981/FUL	33-37 Offices Stockmore Street Oxford OX4 1JT	Alterations and enlargement of existing building including erection of a second floor extension and alterations to entrance to create additional office space. Provision of cycle parking	53.19	N.A.
20/03199/FUL	33-37 Offices Stockmore Street Oxford OX4 1JT	Demolition of offices and storage on Stockmore Street (Mixed Use Classes B8/E). Redevelopment of site between Stockmore Street and Temple Street to provide new office development (Use Class E). Provision of bin and cycle	516	N.A.

Application reference	Site location	Development summary	Net gain of office/other employment floorspace (sqm)	If change of use, summary of previous use
		stores.		
20/00560/FUL	67 Woodstock Road Oxford OX2 6HJ	Change of use of the ground floor and basement from Retail (Class A1) to Office (Class B1)	108.9	Retail

**Table 3:** Permissions involving net gain in new office floorspace 2020/21

### Temporary changes of uses

- 3.6 Permission was granted for a temporary change of use of portions of 20-21 Park End Street from restaurant and residential dwelling to local community amenities and a number of co-working and private offices (20/01002/FUL). The permission was granted for this use until 31 December 2022, and for that reason has not been considered as part of the figures. The development is described in submission documents and officer reports as an intended 'meanwhile' use, and the permission does not appear to preclude future renewals of the temporary use or even a permanent change of use. Any relevant changes will be monitored and included in future reports as they emerge.

### Applications for changes of use from office to residential which are subject to notification to the council

- 3.7 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>4</sup>. Table 4 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.

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
2017/18	3	141	0	0

<sup>4</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.

2018/19	1	3	0	0
2019/20	1	2	0	0
<b>2020/21</b>	<b>8</b>	<b>17</b>	<b>1</b>	<b>3</b>

**Table 4:** B1a office to C3 residential prior approval decisions 2013/14- 2020/21

## Growth of Oxford's Universities

- 3.8 The City Council is committed to supporting the sustainable growth of the two universities and thus maximising the related economic, social and cultural benefits which they bring to Oxford. However, it is also recognised that the city is constrained spatially, with limited availability of land within the city boundary and competing demands for development sites in the city for several vital uses, most demonstrably housing. It is therefore important to balance these competing demands through planning policy by encouraging the best use of land and ensuring that the growth of the universities and their associated activities remains at sustainable levels and is focussed on the most suitable locations.
- 3.9 The local plan encourages the universities to focus growth on their own sites, by making the best use of their current holdings as well as redevelopment and intensification as appropriate. Both institutions have indicated that they have the potential to deliver more of their own needs in this way. This policy approach is set out in Policy E2: Teaching and research, which states that planning permission will be granted to support the growth of the hospitals, through the redevelopment and intensification of their sites as set out in the site allocations, including to increase their teaching and research function. This policy also requires that schemes for all new education, teaching and academic institutional proposals (excluding providers of statutory education) demonstrate how they support the objectives of the wider development plan and align with its other policies.
- 3.10 The other policy approach involves restricting the number of students that each university is permitted to have living outside of university- provided accommodation. One strand of this approach is set out in Policy H9: Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation which does not permit new, redeveloped or refurbished academic floorspace unless the university has fewer than the threshold number of student numbers living outside of university-provided accommodation. The policy applies to university students on full-time taught degree courses of an academic year or more. These are the categories of student most suited to living in student accommodation.

## University Student Number Thresholds

- 3.11 Policy H9 sets threshold figures for full-time taught degree course students to live outside of university-provided accommodation at no more than 2,500 for University of Oxford and no more than 4,000 for Oxford Brookes University. Because of the number of new rooms expected to come forward in the next few years, these thresholds will reduce to 1,500

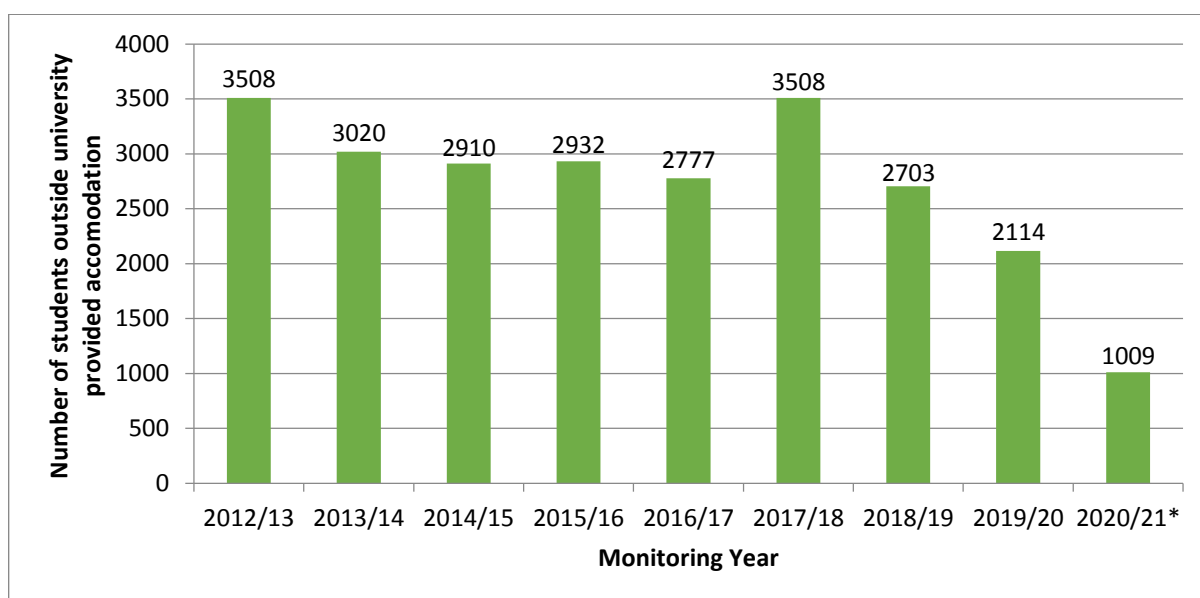
University of Oxford students by 2022 and potentially increase to 4,500 Oxford Brookes University students in 2023 or in 2030.

- 3.12 The definition of students captured by the threshold has also changed in the Oxford Local Plan 2036 and applies only to full-time taught course students. Therefore, under the policy the number of students living outside of university managed accommodation for both universities would be within their respectively set threshold.
- 3.13 To inform each AMR the universities provide information relating to their student numbers and the number of student accommodation rooms they provide. 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 2020.

### University of Oxford

- 3.14 The University of Oxford states that there were 25,816 students attending the University (and its colleges) at 1 December 2020.
- 3.15 A number of agreed exclusions apply to the data:
- Part-time and short-course students (3,309)
  - Students studying a research based post-graduate degree (6,433)
  - Students studying a Further education course or a foundation degree (-)
  - Vocational course students who will at times be training on work placements (190)
  - Students with a term-time address outside of the city (OX1, 2, 3, 4) (694)
  - Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (188)
  - Students not attending the institution or studying at a franchise institution (40)
  - Students studying outside Oxford (-)
  - Specific course exclusions (BTh Theology and MTh Applied Theology) (18)
  - Students who also have an employment contract with the university (-)
  - Students on a year abroad and other placement students away from the university (220)

3.16 Taking into account these exclusions, there were 14,724 full-time University of Oxford students with accommodation requirements. As at 1 December 2020 there were 13,715 accommodation places provided across the collegiate University. This leaves a total of 1,009 students living outside of university provided accommodation in Oxford (Figure 1), which is within the threshold of Oxford Local Plan 2036 (Policy H9). The University has attributed the slight fall in total accommodation places from the previous monitoring period to social distancing requirements but expects a return to near normal levels for the 2021/22 academic year.



**Figure 1:** University of Oxford students living outside of university provided accommodation 2012/13-2020/21  
 (\*Note: Student numbers for 2020/21 have been rebased on Local Plan 2036)

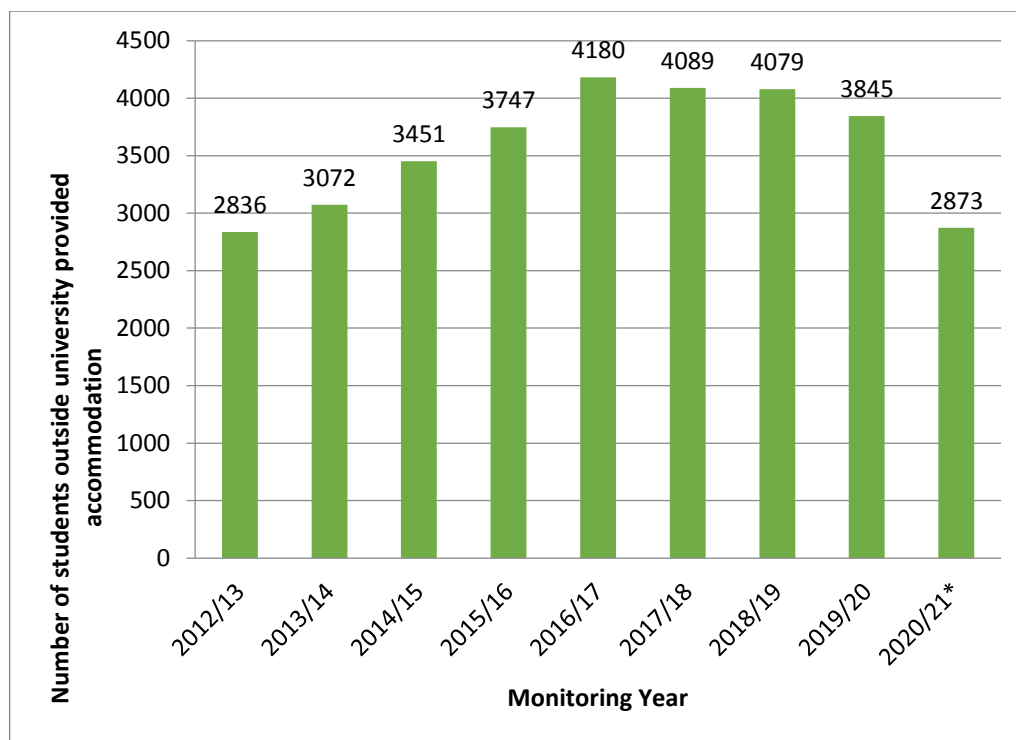
### Oxford Brookes University

3.17 Oxford Brookes University states that there were a total of 16,878 students attending the university as of 1 December 2020.

3.18 A number of agreed exclusions apply to the data:

- Part-time students (2270 students)
- Students studying at franchise institutions (1,027 students)
- Students studying outside Oxford (i.e., Swindon campus) (318 students)
- Students on a Further Education course (106)
- Students on a research-based PG degree (142)
- Vocational Course students (1766)
- Students with a term-time address outside of the city (OX1, 2, 3, 4) (2297)
- Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (375)
- Placement students away from the university (204 students)
- Private Student only accommodation (e.g., Alice House, Slade Park) (209)

- 3.19 Taking into account these exclusions, there were 8,164 full-time Oxford Brookes University students with accommodation requirements. As at 1 December 2020 there were 5,291 accommodation places provided by Oxford Brookes University. This leaves a total of 2,873 students without a place in university provided accommodation living in Oxford, which is below the threshold set in the Local Plan (Figure 2). It is noted from the University provided data, the occupancy rates of the University provided accommodation was at 87% overall, which is a reduction from previous monitoring years (94% in 2019/20 and 99% in 2018/19).



**Figure 2:** Oxford Brookes' students living outside of university provided accommodation 2012/13 – 2020/21  
(\*Note: Student numbers for 2020/21 have been rebased on Local Plan 2036)

- 3.20 When compared to the previous monitoring year, there was a marked reduction in Oxford Brookes students living outside of university provided accommodation in the city in 2020/21. A more detailed breakdown of Oxford Brookes University's student numbers is provided in Table 5.

Monitoring year	Total Number of Students	Students needing accommodation in Oxford	Units of University provided student accommodation
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
2017/18	16,988	9,494	5,405
2018/19	16,579	9,360	5,281
2019/20	16,673	9,759	5,914
<b>2020/21</b>	<b>16,878</b>	<b>8,164</b>	<b>5,291</b>

**Table 5:** Oxford Brookes University's student numbers 2012/13 – 2020/21

- 3.21 Oxford Brookes reports that the global pandemic has had a significant impact on student accommodation over the last year. Occupancy rates at university accommodation were much lower than normal. A significant number of students were studying at home as they were either unable to travel, self-isolating or shielding, in accordance with Government and University guidance. It is expected that Covid-19 will continue to have a knock-on impact on student accommodation over the coming year.

### **Approved additional academic and administrative floorspace**

- 3.22 The following permissions involve the creation of additional academic and administrative floorspace, which are compliant with the requirements of policies E2 and H9 unless stated otherwise.

<b>Application reference</b>	<b>Site location</b>	<b>Development summary</b>	<b>Net increase of academic/admin floorspace onsite (sqm)</b>	<b>Compliance with E2 or H9 requirements</b>
20/02471/FUL	Tinbergen Building South Parks Road Oxford Oxfordshire OX1 3PS	Erection of research and teaching building (Use Class F.1) over five storeys plus basement level including associated café, offices, laboratories and roof level greenhouses, plant, PV panels and flues	25,329	Yes
20/00942/FUL	Radcliffe Science Library South Parks Road Oxford OX1 3QP	Refurbishment and alteration of the Radcliffe Science Library, Abbot's Kitchen and west wing of the Inorganic Chemistry Laboratory (D1 use) to enable use as a graduate college, museums' collections teaching and research centre and library (D1 use).	7995	Yes
20/00908/FUL	15 King Edward Street Oxford OX1 4HT	Change of use from teaching (Use Class D1) to a mixed use class as office (Use Class B1 (a) and teaching (Use Class D1).	341	Yes
20/00166/FUL	Rhodes House South Parks Road Oxford Oxfordshire OX1 3RG	Demolition of Lodge buildings, with various works to landscaping and refurbishments to existing buildings.	1060	Yes



Application reference	Site location	Development summary	Net increase of academic/admin floorspace onsite (sqm)	Compliance with E2 or H9 requirements
		Basement extension to provide residential, teaching and office accommodation with associated structural works. Erection of replacement Lodges and single storey garden room. Creation of underground accommodation and sunken courtyard within the grounds (east) to provide additional residential ensuite bedrooms.		
20/01049/FUL	Churchill Hospital Old Road Headington Oxford Oxfordshire OX3 7JY	Change of use of the John Warin Ward from Use Class C2 to Use Class D1 for use as a clinical research facility and respiratory medicine centre. Refurbishment of the building to include ancillary offices, an incidental overnight monitoring facility and installation of associated external plant, flues, landscaping and a bicycle shed.	1092	Yes

**Table 6:** Permissions involving additional university academic and administrative floorspace

### Ensuring Oxford is a vibrant and enjoyable city to live in and visit

- 3.23 Oxford provides a wide range of services and facilities to both the city's residents and those living in the wider catchment area, therefore it is important that the vibrancy and vitality of Oxford's centres are maintained and enhanced through the plan period. The vision for the Oxford Local Plan 2036 is to build on these strengths and to focus growth in these centres.
- 3.24 Policy V1 aims to protect the vitality of the city, district and local centres within Oxford. Policies V2 – V4, meanwhile, provide the framework as to what mix of uses, such as retail or food and drink, (and identified through percentages allocated to each use class) would be acceptable within the shopping frontages of these centres, including the Oxford Covered

Market. These policies place a particular emphasis on the minimum proportion of Class A1 (retail) units at ground floor level that should be present within each shopping frontage in order to ensure that the function, vitality and viability of each centre is maintained.

## Changes to Use Classes Order

- 3.25 Shortly after the Oxford Local Plan 2036 was adopted in June 2020, the Government announced that a series of measures would be introduced to the use classes system, effective from 1 September 2020, which was deemed to be the most radical change to the planning system in recent times. Of particular relevance in Oxford is the impact on the newly adopted retail frontage policies (V2-V4), where there will be a reduced ability to protect their primary retail function.
- 3.26 More guidance on these changes can be found on the Planning Portal<sup>5</sup>. Class F.2 that incorporates uses such as local shops and recreational facilities, largely on the basis of their local function rather than purely in terms of their land use characteristics.
- 3.27 These changes have resulted in the revocation of Classes A and D from the Use Classes Order which means that the current retail policies in the Plan which monitor the proportion of A1 and other A uses in the designated frontages will become out of date, particularly as the distinction in the Policies between A1 and other A Use Classes cannot be made.
- 3.28 The recent changes to the Use Classes Order limit the effectiveness of how these policies can be monitored. Further work will need to be undertaken to address these changes and how the relevant policies will be expected to work, given that the use classes referred to in several policies will no longer exist and new use classes will take their place. For this AMR, monitoring will be reported based upon the previous Use Class Order, whilst these are now out of date, these were the basis for the most recent retail surveys which were undertaken during the 2020/21 monitoring period. An updated monitoring methodology for these policies will therefore be addressed in the next AMR, this will be supported by a revised approach to retail surveys which utilises the new use class system.

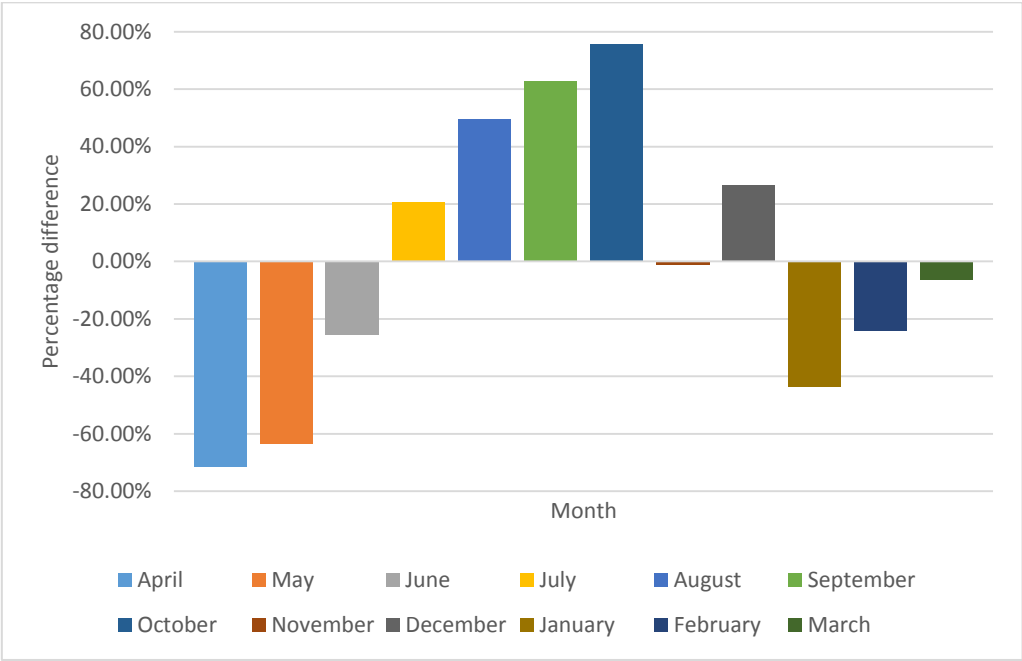
## V1 - Ensuring the vitality of centres

- 3.29 The plan states that permission will be granted for development of town centre uses within the defined city, district, and local centre boundaries provided that use is appropriate to both the scale, function, and character of the area. The policy also states that the city centre will continue to be a primary location for retailing as well as other town centre uses. Continuing to provide a wide diversity of uses to shoppers will create an attractive destination for people visiting the city.
- 3.30 One means of understanding how the centres are performing in terms of vitality is to assess how many people are using these areas throughout the year. Figure 3 below compares the percentage difference of each month to the mean monthly footfall of the monitoring period and highlights that the average monthly footfall across the monitoring period was 239,367 people per month. At the beginning of the period in April, May and June footfalls were well below the average, this can be attributed to the impacts of the social distancing measures related to the ongoing Covid 19 pandemic with the UK remaining in lockdown and tight restrictions set on people leaving their homes. In the following four months, as restrictions

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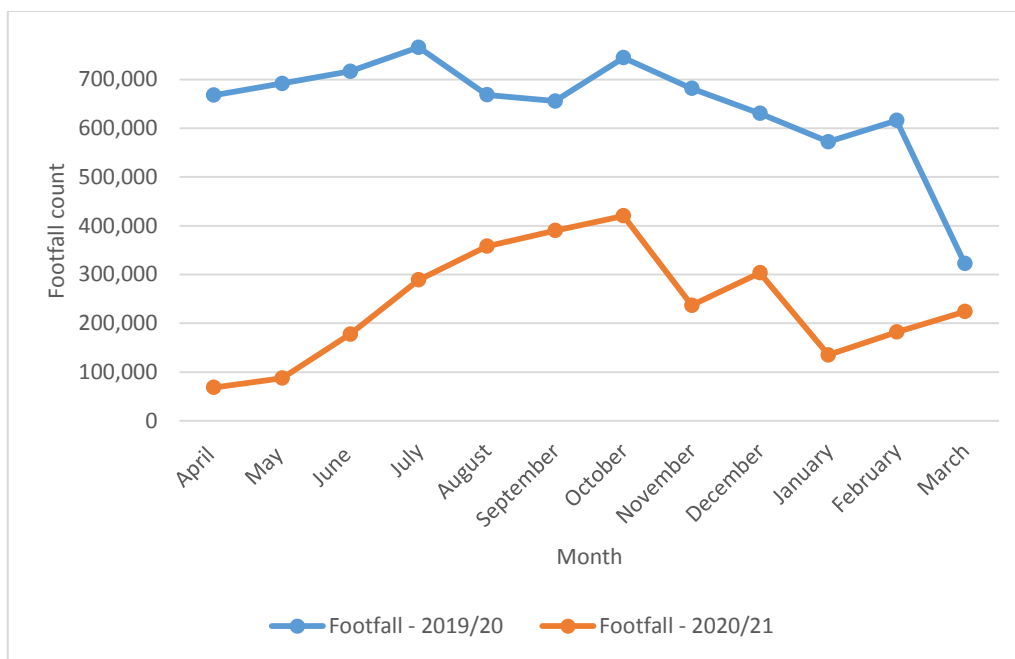
<sup>5</sup> [Planning Portal – Guide to change of Use classes](#)

eased, footfalls in the city increased, further encouraged by the ‘Eat Out to Help Out’ scheme and potentially an increase in the public’s feeling of safety. This peaked in October when the city centre saw over 420,000 recorded in the count. From here numbers dipped as restrictions were re-imposed and poorer weather returned.



**Figure 3** - Oxford city centre’s monthly footfall for the monitoring period compared to the average (2020/21)

3.31 Figure 4 below focuses on comparing the current monitoring period with the previous year. Seasonal trends can be picked up during the 2019/20 period, however a key observation to note would be the huge reduction in city centre activity in March 2020 when the pandemic began. Trends for the current monitoring period have already been discussed above. The key finding of this graph is the huge difference in footfall numbers between the two periods and highlights the abnormal situation which faced all of the country’s retail centres, not only Oxford. At no point is footfall higher in 2020/21 compared to 12 months previous and this is no more apparent than in April where 2020/21 saw just under 600,000 less people than the previous year.



**Figure 4** – Comparison of footfalls per month in 2019/2020 to 2020/21.

- 3.32 It is too early to predict whether footfall levels will recover across the city as the country continues to grapple with the impacts of the pandemic, however, future AMRs will continue to report upon ongoing trends in order to understand how vitality of the city centre is performing.

## **V2 - Shopping frontages in the city centre**

- 3.33 Policy V2 sets out to manage shopping frontages within the city, the policy sets out certain criteria for which planning permission will be granted for particular uses. Before the change in the Use Classes Order this included A1, A2 – 5 and other use classes that would not reduce A1 use classes in city centre areas. The annual retail survey is a key means of understanding the proportion of uses within key areas of the city such as the city centre.
- 3.34 Figure 5 below compares the composition of use classes across Oxford's central areas. It is clear to see that the A1 use class (the majority of which is shops) dominates central areas with over 60% in both the primary central area and the Westgate Shopping Centre. Policy V2 in the Local Plan aims to keep A1 use classes at over 60% in primary and Westgate frontages and at 40% in secondary areas.



**Figure 5:** The percentage share of use classes and vacancies across Oxford's city centre areas

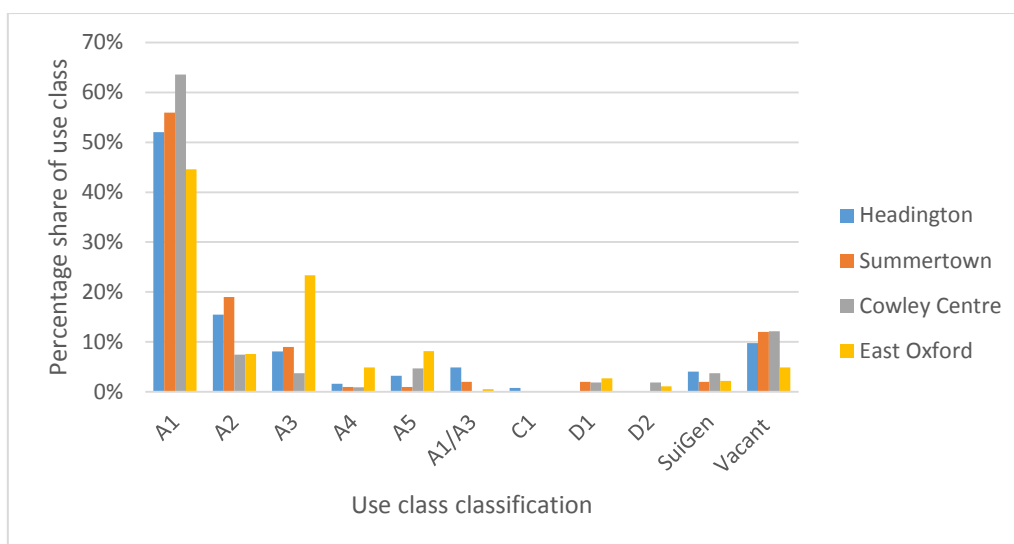
- 3.35 According to this data, A1 use classes in secondary areas have dropped to below 40%, which could be explained by the challenging conditions created by the Covid-19 pandemic, however, it is difficult to determine at this stage whether this will be an ongoing trend, or whether there will be some level of recovery for the following monitoring year – much of this will depend on how the current situation with the pandemic develops. Looking at pre pandemic data, the proportion of A1 use classes in the city secondary areas in both 2018 and 2019 were up towards 45%. This shows a small percentage reduction in the A1 use class in secondary city areas over the last three years.
- 3.36 In all the city's central areas there are also notable percentages of A2, A3 and A4 use classes, especially in A3 where the city's secondary frontage area sees over 20% share of total use class. This reflects the multi-faceted nature of the area and contributes to the vitality of the area through providing various uses, beyond retail, for visitors to utilise and enjoy. It could also help to explain why the secondary frontage's A1 composition is comparatively low to other central areas. Other use classes including C, D and Sui Generis also make up a small part of Oxford's city centre frontage.
- 3.37 Vacancy rates are over 10% in all of the central areas. When primary and secondary vacancy rates in the current monitoring period are combined, they total at just over 15%. This compares to vacancy rates of just under 13% in 2019 and just under 10% in 2018. This data shows a clear upward trend in vacancies over the last few years. Keeping vacancy rates at below 10% is a key target for the City Council especially when trying to create a vibrant city centre. Whether or not these vacancy rates are a direct result of the pressures of the ongoing pandemic is hard to say definitively, but some vacancies are a result of preparation for redevelopment, for example 13-21 Cornmarket Street (18/00258/FUL and 19/03189/VAR) and the Clarendon Centre (21/00110/FUL). This will be something for future AMRs to continue to monitor as the city aims to re-establish itself in a post pandemic era.

### **V3 – Covered Market**

- 3.38 No data was collected on the Covered Market during the pandemic. It will be covered in the next AMR.

### **V4 - District and local shopping centre frontages**

- 3.39 Outside of the city centre area, Oxford's district and local shopping centre frontages also play an important role in providing a wide range of services across the city particularly for meeting daily needs of more peripheral communities. In order to help maintain a balance of uses, Policy V4 sets out for each district centre its own individual targets in terms of A1 use class provision.
- 3.40 Figure 6 highlights that A1 retail provision targets were met across all the district centres where data was collected during the 2020/21 monitoring period. The remainder of the A classes make up a considerable percentage of provision. Notably, A2 use classes are well over 15% in Headington and Summertown, while A3 use classes are well over 20% in East Oxford.



**Figure 6:** The percentage share of use classes and vacancies across Oxford's district centres

- 3.41 A1 percentage share has decreased in all of the district centres surveyed above. Over a three-year period (not including last year) Headington, Cowley and East Oxford have all seen their percentage share of A1 reduce by over 10%. Summertown has seen a reduction in A1 share too, however the reduction is less (6%).
- 3.42 In the main, when compared to previous years, vacancy rates have increased. East Oxford bucks this trend, with vacancy rates over 2% lower when compared to the 17/18 and 18/19 AMR data. Elsewhere, vacancy rates have more than tripled in Headington, just less than doubled in Cowley and increased by a third in Summertown. These upward trends in vacancy rates need to be carefully monitored and ideally reversed in the years ahead.
- 3.43 As noted earlier, whilst it will be more challenging to draw analysis on the balance of uses within the city/district/local centres going forwards, due to the changes to the Use Classes Order, the City Council is working on how it will report upon the performance of these areas. An updated monitoring process utilising these updated Use Class definitions will be presented in the next AMR.

## Sustainable Tourism

- 3.44 Tourism is an important element of Oxford's economy and generates a substantial income. The city is world famous and attracts an increasing number of visitors and overnight stays; it is a crucial destination of the national tourism industry. In addition to tourists the short-stay accommodation market is very strong for business travellers in Oxford and provision of more accommodation would additionally help support the economy objectives of this Plan. However, a very large number of tourists make very short visits, often only for part of, or one day. The economic benefits to the city of these short visits are slight, while the impact of these visits is significant. By contrast, longer stays tend to facilitate greater spend in Oxford's shops and restaurants which will in turn boost their viability and Oxford's wider economy.
- 3.45 Policy V5: Sustainable Tourism, seeks to encourage development of new tourist accommodation in the most sustainable locations which are not dependent upon the private



car and that do not involve the loss of residential dwellings or affect the amenity of neighbours. The policy seeks to preserve as much of the existing offer of short stay accommodation as possible. Policy V5 encourages new tourist attraction in accessible locations well related to existing facilities and where such uses can contribute to regeneration.

3.46 Over the current monitoring period, permissions were granted for an additional 107 hotel bedrooms. These were derived from two permissions comprising of changes of use and extensions to existing buildings, as follows:

- 6 bedrooms at The Eagle and Child (19/01456/FUL)
- 101 bedrooms at 1-5 Broad Street and 31 Cornmarket Street (20/02480/FUL)

## Chapter 4: Strong, vibrant and healthy communities

### Housing completions

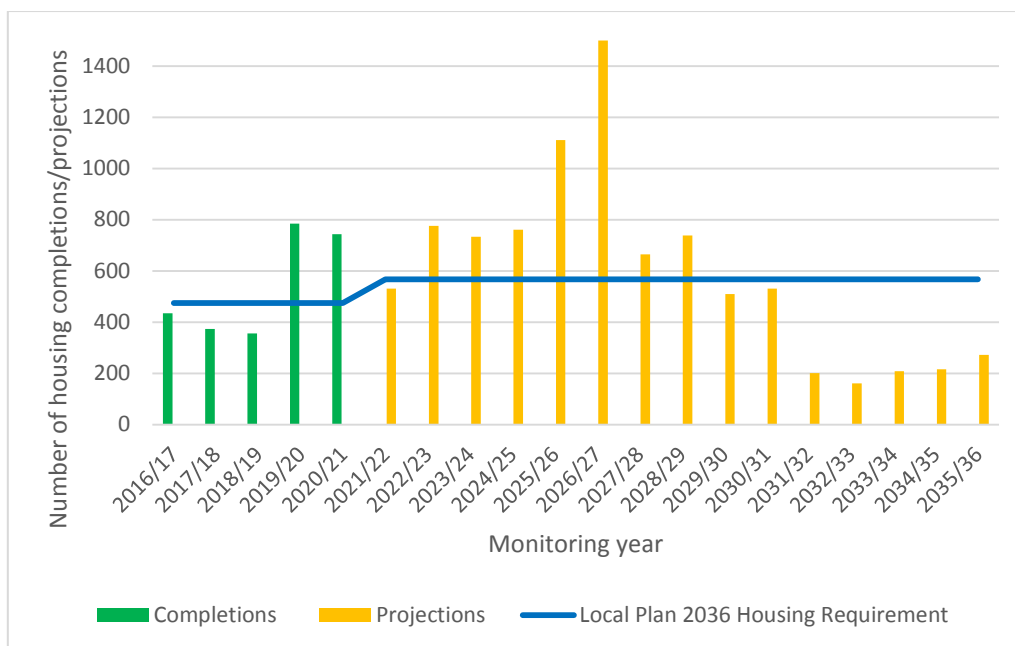
- 4.1 In the 2020/21 monitoring year, 743 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 5 years since the start of the Local Plan period (2016/17 to 2020/21) is 2691 dwellings (net) with the application of ratios for communal accommodation (student and care completions) (Table 7).

Year	Dwellings Completed (net) applying new student and care home ratios from Housing Delivery Test measurement rule book
2016/17	435
2017/18	373
2018/19	356
2019/20	784
<b>2020/21</b>	<b>743</b>
<b>TOTAL:</b>	<b>2691</b>

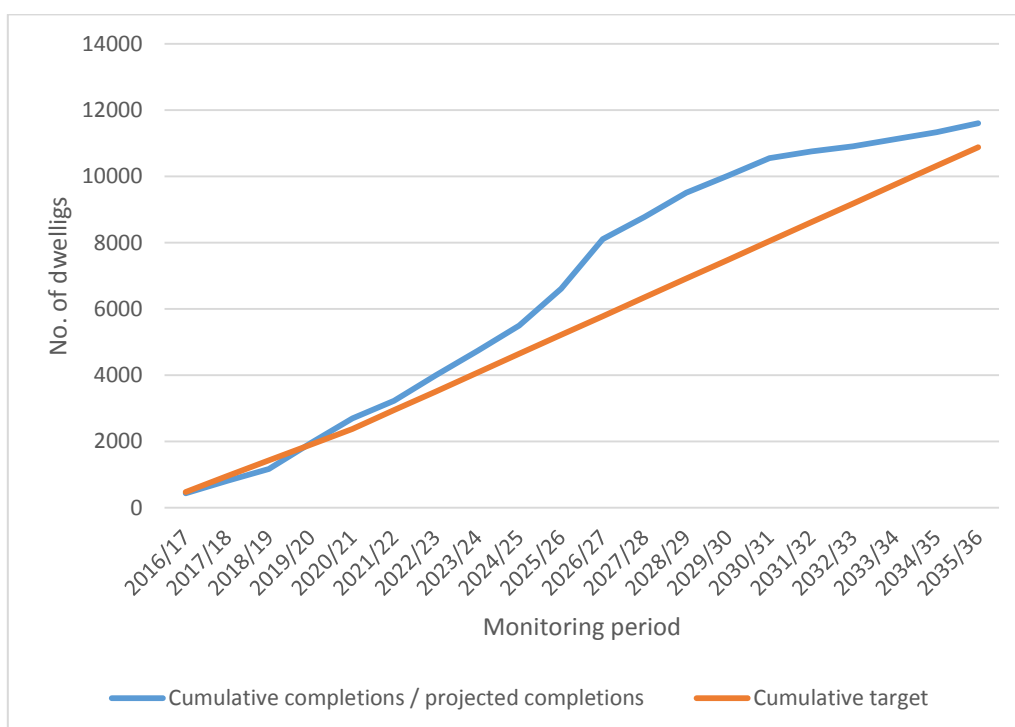
**Table 7:** Net additional dwellings completed since the start of the Local Plan period

\*\*The figures for 2017/18-2019/20 were reported in the 2020 Housing Delivery test measurement available at <https://www.gov.uk/government/publications/housing-delivery-test-2020-measurement> Note the 2018/19 figure above is different to that which is included in the 2020 HDT due to a discrepancy between the housing completions number for 18/19 that the council uses for monitoring and those used by MHCLG (now rebranded as the Department for Levelling Up, Housing and Communities).

- 4.2 The local Plan's housing trajectory had projected by that by 2020/21, 2375 dwellings (net) would have been provided (based on the stepped trajectory of 475 dwellings per annum between 2016/17 to 2020/21 and 567 dwellings per annum between 2021/22 to 2035/36. Figure 7 shows the Local Plan housing requirement compared to completions and projections whilst Figure 8 provides a comparison between cumulative requirement and cumulative supply.



**Figure 7:** Local Plan 2036 housing requirement compared to completions and projections



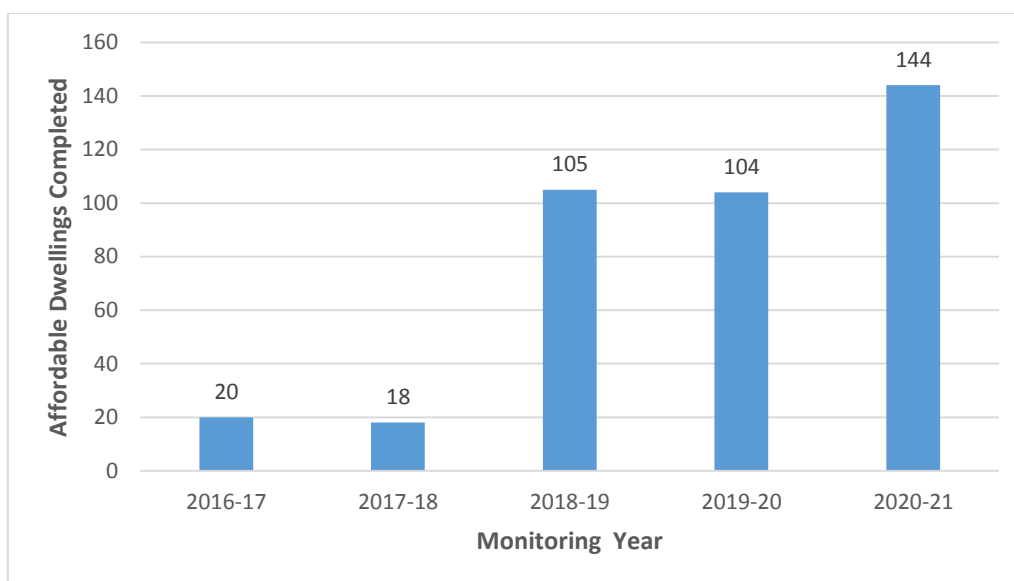
**Figure 8:** Cumulative Requirement and Cumulative Supply to 2036

4.3 The data shows that of the 743 completions in 2020/21, 144 were affordable dwellings. Table 8 shows a breakdown of the sites that delivered affordable housing during the monitoring year including the affordable tenure.

Site Location	Planning application reference	Total no. of homes permitted on site (% of affordable provision).	No. of homes completed in 2020/21.	Affordable Tenure Split
Former Rose Hill Community Centre	18/02817/FUL	25 (100%)	25	25 shared ownership
Former Rose Hill Scout Hut	18/02818/FUL	18 (100%)	18	18 social rent
Ashlar House	19//02557/FUL	9 (100%)	9	9 social rent
Wolvercote Paper Mill	18/00966/RES	190 (50%)	59	50 social rent, 9 shared ownership
Land North Of Littlemore Healthcare Trust	17/03050/FUL	140 (50%)	19	19 social rent
Barton Park Phase 1	15/03642/RES	237 (40%)	14	14 social rent

**Table 8:** Affordable dwellings completed 2020/21 including tenure split

4.4 Since the start of the Local Plan period there have been a total of 391 affordable homes built (Figure 9).



**Figure 9:** Net affordable dwellings completed 2016/17 - 2020/21

4.5 The Council is committed to delivering more affordable housing in Oxford and has been identifying land in its ownership capable of delivering affordable homes and bringing this forward wherever possible. Of the 144 affordable dwellings completed in 2020/21, 57 were delivered on City Council Land as set out in Table 9.

City Council owned site	Planning application reference	No. homes for social rent completed	No. homes for shared ownership completed	Total No. of affordable homes completed
Former Rose Hill Community Centre	18/02817/FUL		25	25
Former Rose Hill Scout Hut	18/02818/FUL	18		18
Barton Park Phase 1	15/03642/RES	14		14

**Table 9:** Affordable homes completed on City land (by tenure) 2020/21

4.6 In addition to the sites identified above there are a number of developments on City owned land that are under construction including on land at Between Towns Road (38 dwellings), Cumberlege Close (9 dwellings) and Elsfield Hall (26 dwellings).

### Changes of use

4.7 Of the 743 dwellings completed during the 2020/21 monitoring year, 144 additional dwellings were delivered through the change of use of existing buildings from non-residential to C3 residential. 134 dwellings were delivered through a Prior Approval application from B1 (office use) to C3 (former Nielsen House), 4 dwellings were delivered through the change of use from

A2 to A3/C3, 4 dwellings were delivered via a change of use from Sui Gen to C3 (3 of these were Sui Gen Student to C3 and the other was a Sui Gen (Large HMO) to C3), 1 dwelling was delivered through the change of use from retail (A1) to A1/C3, and 1 dwelling was delivered through the change of use of a care home (C2).

- 4.8 1 existing C3 dwelling was also lost when a farm and outbuildings were the subject of a change of use application to an office, although it should be noted that this application also resulted in the creation of an additional 2 bed house, so the net was 0. These change of use applications are set out in the table below (Table 10).

Type of change of use	No. market dwellings completed (net)	No. affordable dwellings completed (net)
Change of use of Nielsen House and annex from office (Use Class B1(a)) to residential (Use Class C3)  Nielsen House, London Road, Oxford (17/02969/B56) (134 dwellings)	134	0
Change of use of ground floor, basement and mezzanine level from Bank (A2) to restaurant (A3), and use of upper floor as four apartments (C3) 120-122 High Street, Oxford (18/00667/FUL) (4 dwellings)	4	0
Change of use of upper ground, first and second floors from student hostel (Sui Generis) to 3 flats (Use Class C3)  175 Iffley Road, Oxford (15/01830/FUL) (3 dwellings)	3	0
Change of use from large HMO (Sui Generis) to dwelling house (Use Class C3).  204 Woodstock Road, Oxford (20/00607/FUL) (1 dwelling)	1	0
Application to certify that the proposed change of use from Retail (Use Class A1) to mixed use comprising Retail at ground floor level (Use Class A1) and Residential at first floor level (Use Class C3) is lawful development.  111 London Road, Oxford (17/01138/CPU) (1 dwelling)	1	0
Change of use from care home (use class C2) to a dwelling house (use class C3)	1	0

Type of change of use	No. market dwellings completed (net)	No. affordable dwellings completed (net)
27 Islip Road, Oxford (18/00293/FUL) (1 dwelling)		
Change of Use of Farm and Outbuildings to B1(a) office use for a Design Studio, Erection of an additional building to provide further B1(a) office space and a create of a 1 x 2-bed dwelling house (Use Class C3) Brasenose Farm, Eastern By-Pass, Oxford (17/03391/FUL) (loss of 1 dwelling)	-1	0
<b>Total</b>	<b>143</b>	<b>0</b>

**Table 10:** Net additional dwellings completed through non-residential to C3 residential changes of use 2020/21

- 4.9 All of the dwellings delivered through changes of use from non-residential to residential in 2020/21 were market housing, with no additional affordable dwellings being delivered through this manner. The majority of the change of use applications required full planning permission, with only one exception, former Nielsen House. Local Plan policies requiring affordable housing or financial contributions towards affordable housing cannot be applied in the determination of prior approval applications.

### Student Accommodation and Housing Numbers

- 4.10 In 2013/14 the Planning Practice Guidance (PPG) introduced that student accommodation can be counted in housing land supply figures. In July 2019, the PPG was updated and 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 in principle count towards contributing to an authority's housing land supply, based on the amount of accommodation that new student housing releases into the wider housing market, and the extent to which it allows general market housing to remain in such use.<sup>6</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.
- 4.11 The question of the 'amount of accommodation it releases in the market' was not previously defined in the PPG and it was up to local authorities to determine based on local circumstances. Previously, it was assumed 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 was assessed as delivering 20 equivalent 'dwellings' as those 100 students would have, on average, occupied 20 houses in the open market. Paragraph 10 of the Housing Delivery Test Measurement Rule Book published in July 2018 says that a ratio of 2.5 will now

<sup>6</sup> Planning Practice Guidance: Housing Supply and Delivery: [Counting other forms of accommodation: Paragraph 034](#)  
Reference ID: 68-034-20190722: [How can authorities count student housing in the housing land supply?](#)

be applied to completions in order to complete the Housing Delivery Test measurement. The 2020 Housing Delivery test measurement<sup>7</sup> has applied this back to 2017/18 and therefore this is also reflected in Table 10 below which demonstrates the number of equivalent dwellings that has been calculated using the ratio applied to the number of student rooms completed since the start of the Local Plan period.

4.12 In the 2020/21 monitoring year 712 (net) units of student accommodation were completed in Oxford. Using the ratio explained in the above paragraph, this equated to 285 C3 equivalent dwellings to Oxford's housing market (Table 11). This 285 figure is included within the 743 figure shown in Table 7 above.

<b><u>Monitoring Year</u></b>	<b><u>Number of student rooms completed</u></b>	<b><u>Ratio Applied</u></b>	<b><u>Number of equivalent 'dwellings'</u></b>
2016/17	295	2.5:1	118
2017/18	472	2.5:1	189
2018/19	183	2.5:1	73
2019/2020	1337	2.5:1	535
<b>2020/21</b>	<b>712</b>	<b>2.5:1</b>	<b>285</b>

**Table 11:** Student housing completions and equivalent 'dwellings' – 2016/17 – 2020/21

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<sup>7</sup> These figures include a ratio of 2.5:1(student accommodation) and 1.8:1 (care home) applied from 2017/18 in the 2020 Housing Delivery test measurement available at: <https://www.gov.uk/government/publications/housing-delivery-test-2020-measurement>



## Care Homes and Housing Numbers

- 4.13 In 2013/14 the PPG also introduced that care homes can be counted in housing land supply figures. This was reinforced in July 2019 when the guidance was updated to state: “Local planning authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply.
- 4.14 The City Council has always counted housing for the elderly in its housing supply if it consists of C3 self-contained dwellings, i.e. a ratio of 1 to 1 has applied. 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.
- 4.15 The ratio of 1.8:1 was introduced following the publication of the Housing Delivery Test Measurement Rule Book in July 2018<sup>8</sup>. Paragraph 11 of this document infers that this ratio should be applied. Therefore where a residential care home is likely to be developed on a site, or where one has been completed, a 1.8:1 ratio of rooms to dwellings delivered will be applied for calculating housing supply.
- 4.16 In 2020/21 the only completed care home development was the loss of an 11 bed care home which was the subject of an approved planning application that permitted a change of use from use class C2 to a single dwelling, use class C3. Using the ratio explained in the above paragraph, this equated to a loss of 6 C3 equivalent dwellings to Oxford’s housing market (Table 12). This figure is included within the 743 figure shown in Table 7 above. The gain of the C3 dwelling is also included in the 743 figure.

<b>Monitoring Year</b>	<b>Number of care rooms completed</b>	<b>Ratio Applied</b>	<b>Number of equivalent ‘dwellings’</b>
2016/17	-6	1.8:1	-3
2017/18	0	1.8:1	0
2018/19	36	1.8:1	20
2019/2020	48	1.8:1	27
<b>2020/21</b>	<b>-11</b>	<b>1.8:1</b>	<b>-6</b>

**Table 12:** Care home completions and equivalent ‘dwellings’ – 2016/17 – 2020/21

## Housing Permissions

- 4.17 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.
- 4.18 Table 13 shows C3 self-contained dwellings permitted (net) since the start of the Local Plan period. This takes into account C3 dwellings gained and lost through new build completions,

<sup>8</sup> <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book>

demolitions, changes of use and conversions. It includes outline permissions but excludes these where reserved matters have subsequently been permitted to avoid double counting.

<b>Year</b>	<b>Dwellings permitted (net)</b>
2016/17	304
2017/18	524
2018/19	504
2019/20	277
<b>2020/21</b>	<b>278</b>
<b>TOTAL</b>	<b>1887</b>

**Table 13:** Net additional C3 dwellings permitted since the start of the Local Plan period

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

4.19 Table 13 shows that over the 2020/21 monitoring period, planning permission was granted for 278 C3 residential dwellings. 133 of these were market dwellings and 132 affordable dwellings. The remaining 13 are dwellings permitted following planning applications for Certificates of Existing Use.

4.20 Local Plan policy H2 requires a minimum of 50% affordable provision on qualifying development sites, this includes residential developments with a capacity for 10 or more dwellings or which exceed 0.5 hectares. At least 40% of the overall number of units on the site should be provided as on-site social rented dwellings. The majority of permissions in the 2020/21 monitoring year have been small scale developments that did not meet the threshold for applying Policy H2. There were 5 residential permissions that met the threshold as shown in Table 14.

<b><u>Planning Permission Reference</u></b>	<b><u>Site Address</u></b>	<b><u>No. of new homes (net)</u></b>	<b><u>Affordable Housing Provision</u></b>	<b><u>Affordable Tenure</u></b>
19/03106/FUL	Lucy Faithfull House, 8 Speedwell Street	36	50%	100% Social Rent
18/03369/FUL	Site of Gibbs Crescent	62 (140 gross)	50%	20% Intermediate 80% Social Rent
18/03370/FUL	Simon House, 1-5 Paradise Street	30	50%	

19/01038/FUL	Ivy Lane, Osler Road	34	100%	Key worker
19/01039/FUL	Site adjacent Randolph Court, Churchill Drive	19	100%	Key worker

**Table 14:** Proportion of affordable housing where there is a policy requirement (permissions) 2020/21

- 4.21 In addition to the applications set out in Table 14 above, Policy H2 also requires a financial contribution to be secured towards delivering affordable housing elsewhere in Oxford from new student accommodation of 25 or more student units (or 10 or more self-contained student units). Alternatively, this can be provided onsite where it is agreed that the provision is appropriate. The exception to this is where the proposal is within an existing or proposed student campus site, or the proposal is for the redevelopment of an existing purpose-built student accommodation site owned by a university to meet the accommodation needs of its students. Over the 2020/21 monitoring period there were three applications that met the threshold for applying Policy H2, but all of these were on existing student campus sites and therefore financial contributions for affordable housing were not able to be sought.
- 4.22 Local Plan policy H5 seeks to protect Oxford's existing housing stock by resisting the net loss of any dwellings. There is however some flexibility within the policy to allow a loss where there are exceptional justifications. Over the 2020/21 monitoring period, there was one permission that resulted in the loss of 23 homes. This was on the site of Gibbs Crescent where permission was granted for the demolition of existing buildings and construction of 30 dwellings (18/03369/FUL). Although this application involved the loss of residential units, the application was considered by planning committee in October 2019 under the previous local plan and at the time limited weight was given to the emerging policies in the Local Plan 2036.

### Employer-linked affordable housing

- 4.23 Policy H3 allows planning permission to be granted on specific sites for employer-linked affordable housing. Over the 2020/21 monitoring year two applications were permitted with provision for employer-linked affordable housing. The first was for the demolition of existing key worker housing and erection of phased development of key worker – employer linked housing at Ivy Lane, Osler Road (19/01038/FUL). The second was for the demolition of existing buildings and construction of key worker housing (19 cluster units) on land adjacent to Randolph Court, Churchill Drive (19/01039/FUL). Both of these applications were originally submitted in 2019 and were considered under the previous development plan documents, namely the Local Plan 2016, the Core Strategy and the Sites and Housing Plan.

### Community-led housing

- 4.24 Community-led housing is a key element of the government's agenda to increase supply and tackle the housing crisis. Community-led housing projects can include both group self-build and cohousing. Community-led housing requires meaningful community engagement

throughout the process, with the local community group or organisation ultimately owning or managing the homes to benefit the local area or community group. The approach of Policy H7 is to help encourage sufficient self-build and custom housebuilding to come forward to meet demand, to support community-led housing, and to guide applications that come forward for these housing types.

- 4.25 Over the 2020/21 monitoring period, the Council did not receive or approve any applications for community-led housing.

### Self-Build housing

- 4.26 The City Council is required to keep a register of individuals and groups who are seeking to acquire serviced plots of land in Oxford on which to build their own homes. (\*Requirement of the Self-build and custom Housebuilding Act 2015). The Planning Practice Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.
- 4.27 Over the 2020/21 monitoring year there has been an increase of 25 individuals on the Oxford Self and Custom Build Register. Overall, there has been an increase of just over a third in the total number of plots required.

<b>Number of Individuals on the Oxford Self and Custom Build Register</b>	<b>Number of associations of individuals on the Oxford Self and Custom Build Register</b>	<b>Total number of plots required</b>
109 individuals	1 Association(s) (20 association members)	139 plots (34% increase from previous monitoring year)

**Table 15:** Oxford's Self and Custom Build Register Headline Information (at 31<sup>st</sup> March 2021)

### Provision of New Student Accommodation

- 4.28 Over the 2020/21 monitoring year, there were 8 planning permissions that involved the provision of student accommodation. Table 16 below sets out whether these were compliant with the requirements of policy H8 which seeks to limit the provision of new student accommodation to designated sites within the city. This replaced and added further restrictions to Policy HP5 of the Sites and Housing Plan 2011-2026.

<b>Application reference</b>	<b>Site location</b>	<b>Development summary</b>	<b>Net increase/decrease of rooms onsite</b>	<b>Compliance with policy H8 criteria</b>
20/02279/FUL	Trinity College Broad Street Oxford OX1 3BH	Conversion of rooms 12 to 18 on level 2 of Staircase 11 from student bedrooms to Fellows offices.	-2	Yes (even though there is a net loss, the existing rooms were not considered to provide high quality accommodation due

Application reference	Site location	Development summary	Net increase/decrease of rooms onsite	Compliance with policy H8 criteria
				to an awkward layout. Substantial new and higher quality accommodation is also provided on this site via another application.)
20/01019/FUL	49-56 High Street Oxford Oxfordshire OX1 4AP	Conversion of the 1st, 2nd & 3rd floor college accommodation to create no. 52 student rooms and academic staff offices and ancillary teaching rooms.	52	Yes
20/00898/FUL	14 King Edward Street Oxford OX1 4HT	Change of use from offices and teaching accommodation to student accommodation with ancillary teaching space.	7	Decided under previous policies. In compliance with HP5
20/00843/FUL	164 Cowley Road Oxford OX4 1UE	Change of use of first floor from office (Use Class B1) to student accommodation (Sui Generis).	7	Yes
20/00822/FUL	Linacre College St Cross Road Oxford OX1 3JA	Conversion of loft to create 4no. student bedrooms with shared bathroom and kitchen facilities and creation of 1no. additional student bedroom on the second floor of the OC Tanner Building.	5	Yes
20/00116/FUL	Fairfield, 115 Banbury Road Oxford Oxfordshire OX2 6LA	Full planning application for the erection of 7 x three storey buildings and internal and	112	Yes

Application reference	Site location	Development summary	Net increase/decrease of rooms onsite	Compliance with policy H8 criteria
		external alterations to old Fairfield House (115 Banbury Road) to form new student bedrooms/flats, with ancillary facilities.		
19/02306/FUL	Castle Hill House 9 New Road Oxford Oxfordshire OX1 1LT	Redevelopment of the former Conservative Club building at Castle Hill House comprising demolition of existing building and erection of a new building providing 54 student study rooms, along with internal and external amenity space, landscaping improvements.	54	Yes
19/02032/FUL	Sir Geoffrey Arthur Building Long Ford Close Oxford OX1 4NJ	Demolition of existing accommodation building and music room block to ground floor level and erection of replacement buildings to create 77 student bedrooms, 8 studio rooms and ancillary provision for Pembroke College on the Geoffrey Arthur Site	77	Decided under previous policies. In compliance with HP5.

**Table 16:** Planning permissions issued in 2020/21 for new student accommodation

- 4.29 Permission was also granted for a temporary change of use from student accommodation in Canterbury House, to additional housing for people experiencing or at risk of rough sleeping during the COVID-19 pandemic (21/00032/FUL). The temporary use was granted for 5 months

until 16 August 2021, after which the building would be reinstated to its former use and condition. It is therefore not counted as a net loss in this report.

- 4.30 Local Plan policy H9 seeks to link the delivery of new/ redeveloped and refurbished university academic facilities to the delivery of university provided resident accommodation. This has been considered in the previous Chapter of this AMR (p12) as it is connected to Policy E2.

### Older Persons and Specialist and Supported Living Accommodation

- 4.31 Local Plan policy H11 sets out criteria against which applications for older persons and specialist and supported living accommodation will be considered. The Policy also indicates that existing extra-care accommodation should be protected unless it is to be replaced elsewhere or it can be shown that it is surplus to requirements. Over the monitoring period there were no applications submitted for older persons or specialist / supported living accommodation.

### Homes for travelling communities

- 4.32 Local Plan policy H12 sets out criteria against which applications for homes for travelling communities will be addressed. There were no applications received for this type of home in the 2020/21 monitoring period.

### Homes for boat dwellers

- 4.33 Local Plan policy H13 sets out criteria against which potential new moorings will be considered. Over the 2020/21 monitoring period, one application was received which involved residential moorings. This application was for a Certificate of Lawfulness for a maximum of 5 boats moored on the Eastern bank of Castle Mill Stream as permanent residential moorings (ref. 20/02292/CEU). The application was not determined during the monitoring period and will be reported on in the next AMR.

### Housing Land Supply

- 4.34 Paragraph 73 of the NPPF 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 Local Plan 2036 was adopted in June 2020 and includes a housing requirement of 475 homes per annum from 2016/17 to 2020/21, and 567 homes per annum from 2021/22 to 2035/36 (policy H1). This requirement is therefore being used as the basis for 5-year land supply calculations.
- 4.35 Against this requirement, the City Council has identified a deliverable supply of 4,313 homes. This includes the forecast supply from large sites, including those which have been allocated in the Local Plan and outstanding permissions from small sites (commitments), plus a windfall allowance. This gives a housing land supply of 7.78 years.

	Local Plan 2036 Housing Requirement	Figure
A	Requirement	567 (2021/22 – 2025/26)

	<b>Local Plan 2036 Housing Requirement</b>	<b>Figure</b>
<b>B</b>	Next 5 years requirement (A (567 x 5))	2835
<b>C</b>	Shortfall/ Surplus	+316
<b>D</b>	Next 5 years requirement with shortfall/surplus included (B +/- C)	2519
<b>E</b>	5 year requirement (with 10% buffer applied) (D x 110%)	2771
<b>F</b>	Supply from large sites - (2021/22 - 2025/26)	3,912
<b>G</b>	Outstanding permissions on small sites of less than 10 dwellings (commitments) (2021/22 – 2023/24)	129
<b>H</b>	Windfall allowance (2024/25 – 2025/26)	272
<b>I</b>	Total supply (F+G+H)	4313
	5 year land supply (I/E) x 5)	7.78

**Table 17:** Oxford's housing land supply 2021/22 – 2025/26

- 4.36 The housing land supply of 7.78 years is higher than the figure reported in last year's AMR. There are several reasons for this including the number of completions recorded over the past two years. These figures have been considerably higher than the Local Plan requirement of 475 dwellings per annum and include several large student developments which are included as a C3 equivalent figure (887 rooms, 355 C3 equivalent at former British Telecom Site, James Wolfe Road in 2019/20 (18/03082/VAR); 514 rooms, 206 C3 equivalent at Student Castle in 2020/21 (16/02945/FUL)). This has resulted in a delivery of housing above the requirement level. Over the next 5 year period, it is anticipated that in addition to current commitments (minor sites of less than 10 units that have a planning consent/resolution to grant permission or have commenced development but have yet to complete) some of the Local Plan allocated sites will also begin to deliver housing. These include the Oxford North site which received a hybrid planning permission in March 2021 for up to 480 residential units.

## Health

- 4.37 The Local Plan sets out that the City Council will seek to promote strong, vibrant and healthy communities and to reduce health inequalities a key element of policy RE5 is the requirement that major development proposals will need to be accompanied by a Health Impact Assessment (HIA). This HIA will assess the potential for maximising the opportunities for promoting healthy lifestyles within new development.
- 4.38 During the 2020/21 monitoring period, the majority of planning applications for new build development that were decided against the new Local Plan and that would have been required to be accompanied by a HIA included a HIA. There were several applications decided in the initial months after the new plan's adoption which did not prepare an HIA as they had been submitted to the Council in the months before the plan was finalised and as policies were still emerging. Due to the transitioning year between the former and current Local Plan this was to be expected to some degree. One of the latest of these permissions which



subsequently did not include an HIA was application 19/02306/FUL, which was permitted in January 2021 but had been submitted to the Council in September 2019. The requirement for an HIA is now part of the validation process for new major applications and as such going forwards this should not happen in subsequent monitoring periods.

## Wider Health and wellbeing updates

4.39 The Oxfordshire Joint Strategic Needs Assessment (JSNA) monitors trends in the health and wellbeing of Oxfordshire's population and assesses changing patterns of need and demand for services across the county. During the monitoring period an update to the JSNA was being developed and was subsequently published in June 2021 and is available from the Oxfordshire Insight website<sup>9</sup>. The district summary for Oxford highlights a range of indicators that continue to be worse than the national average including:

- Child development at age 5
- Older people living alone
- Admissions for injuries in under 15s
- Emergency hospital admissions for all causes, all ages
- Hospital stays for self-harm
- Hospital stays for alcohol related harm.

4.40 The summary also identifies that the areas of the city with the most health indicators which are worse than national average fall within the areas of Barton, Blackbird Leys, Churchill, Greater Leys, and Littlemore and Rose Hill.

## Community Benefits

### Venues for Cultural and social activities

4.41 Oxford has a rich infrastructure of cultural and social activities, which can be vulnerable to redevelopment pressures from higher land value uses. The City Council wants to encourage such uses to develop, modernise and adapt for the benefit of the communities they serve. Policy V6: Cultural and Social Activities seeks to encourage proposals for new cultural and social uses in the city centre, district centres and appropriate town centres that can add vibrancy and activity, including development that adds to the city's cultural diversity. The policy also includes provisions to protect existing facilities.

4.42 No permissions for new tourist and visitor attractions were granted over the monitoring period.

### Cultural and community facilities

4.43 It is important that new development in Oxford is supported by the appropriate infrastructure and community facilities. Providing and improving access to educational, health and community facilities greatly improves the quality of life for residents, builds strong communities and helps to address inequalities. The local plan through Policy V7: Infrastructure

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<sup>9</sup> [Oxfordshire Insight – Joint Strategic Needs Assessment](#)

and cultural and community facilities seeks to protect existing facilities and will support improvements and more intensive use of existing sites, as well as protect against the loss of such facilities without the provision of new or improved replacements that are similarly accessible. Community facilities can include community centres, schools, children's centres, meeting venues for the public or voluntary organisations, public halls and places of worship, leisure and indoor sports centres, pavilions, stadiums, public houses, club premises or arts buildings that serve a local community.

- 4.44 During the monitoring period the following permissions were granted for new community facilities and spaces, which involved no overall net loss. Much of the additional floorspace was derived from changes of use of existing buildings or the expansion of existing premises.

Type	Application reference	Location	Development summary
Community Centre	20/00319/FUL	1-5 Buckingham Street Oxford Oxfordshire	Change of use of former Conservative Club (sui generis) on the ground floor and Offices on the first floor (use class B1a) to a mixed use Community Hall (Use Class D1) and Offices (Use Class B1a). Alteration to front door and erection of canopy (amended description).
Primary Healthcare	20/00502/FUL	122 The Westgate Queen Street Oxford Oxfordshire OX1 1PB	Change of use from shop (Use Class A1) to mixed use shop (Use Class A1) and health centre (Use class D1)
Community Centre	20/01379/FUL	Florence Park Children's Centre Florence Park Rymers Lane Oxford Oxfordshire OX4 3JZ	Application for permanent use of the Cafe (Use Class A3) and shared community space (Use Class D1).
Primary Healthcare	20/01468/FUL	13-21 Cornmarket Street Oxford OX1 3HE	Change of use of basement, part ground and part first floor from retail (Use Class A1) to a GP Surgery (Use Class D1).
Community Centre	20/01898/FUL	The Irving Building Hertford Street Oxford Oxfordshire OX4 3AJ	Change of use to a mixed business (Use Class B1) and non-residential institutions (Use Class D1). Erection of a single storey side and rear extension to create a community building (Use Class D1). Erection of to 9no. buildings to create 3 x 3 bed 6 x 2 bed apartments (Use Class C3).
Primary Healthcare	20/02399/FUL	116 Abingdon Road Oxford OX1 4PZ	Partial change of use to ground floor from dwelling house (Use Class C3) to an Osteopathy Health Clinic (Sui Generis).
Primary Healthcare	20/02677/FUL	47 Gaisford Road Oxford OX4 3LH	Change of use of a House in Multiple Occupation (Use Class C4) to a mother and baby unit

Type	Application reference	Location	Development summary
Community Centre	20/00319/FUL	1-5 Buckingham Street Oxford Oxfordshire	Change of use of former Conservative Club (sui generis) on the ground floor and Offices on the first floor (use class B1a) to a mixed use Community Hall (Use Class D1) and Offices (Use Class B1a). Alteration to front door and erection of canopy (amended description).
Primary Healthcare	20/00502/FUL	122 The Westgate Queen Street Oxford Oxfordshire OX1 1PB	Change of use from shop (Use Class A1) to mixed use shop (Use Class A1) and health centre (Use class D1)
Community Centre	20/01379/FUL	Florence Park Children's Centre Florence Park Rymers Lane Oxford Oxfordshire OX4 3JZ	Application for permanent use of the Cafe (Use Class A3) and shared community space (Use Class D1).
Primary Healthcare	20/01468/FUL	13-21 Cornmarket Street Oxford OX1 3HE	Change of use of basement, part ground and part first floor from retail (Use Class A1) to a GP Surgery (Use Class D1).
			(Use Class C2).
Community Centre	20/03089/CPU	St Andrews Bookshop 57C St Clement's Street Oxford Oxfordshire OX4 1AG	Application to certify that the change of use from retail to day-centre (Use Class E) is lawful development.

**Table 18:** Community Facilities permissions 2020/21

### Temporary Changes of Uses

- 4.45 Permission was granted for a temporary change of use of portions of 20-21 Park End Street from restaurant and residential dwelling to local community amenities and a number of co-working and private offices (20/01002/FUL). The proposal entails the loss of a single self-contained dwelling while the front of the shop unit would remain in A3 use. The proposed development is described in submission documents and officer reports as an intended 'meanwhile' use, and accordingly permission was granted for this use until 31 December 2022, after which the affected portions will revert to the previous lawful use as a residential dwelling.
- 4.46 Permission was granted for a temporary change of use of the Oxford Playhouse Theatre to additional teaching and lecture space for the University of Oxford (20/02145/FUL). The premises were forced to close due to the COVID-19 pandemic, and the proposal made use of the space while reopening was unviable. The proposal was deemed to be beneficial as the revenue generated would have secured the future of the cultural facility. As the permission was to expire on 30 April 2021 with the expectation that the former use as a theatre will be

reverted to, this is not considered to be a loss of community facilities contrary to the provisions of policy V7. It is therefore considered that there was not an overall net loss of floorspace due to planning consents for such activities over the monitoring period.

### Assets of Community Value

- 4.47 The Community Right to Bid allows defined community groups to ask the Council to list certain assets as being of 'community value'. The Localism Act (2011) and the Assets of Community Value Regulations (2012) set out the opportunities and procedures to follow for communities wishing to identify assets of community value and have them listed. If an asset is listed and then comes up for sale, the right gives communities six months to raise finance and put together a bid to buy it.
- 4.48 If the proposed asset is properly nominated, is in the Oxford City Council administrative area, meets the definition, and is not excluded, the City Council must list it by placing it on the List of Local Assets of Community Value and inform all specified parties (including a parish council if relevant). The Council must also place the asset on the local land charges register and, if the land is registered, apply for a restriction on the Land Register. Table 19 sets out the current register of successfully nominated assets of community value.

Reference	Date nomination requested	Date of decision	Name of Asset	Address of Asset	End of listing period
16/008	29.09.16	13.02.17	The Hollybush	106 Bridge Street, Osney Island, Oxford, OX2 0BD	13.02.22
18/001	14.04.18	27.06.18	The Kassam Stadium	Grenoble Road, Oxford, OX4 4XP	27.06.23
19/001	10.12.19	05.02.20	East Oxford Community Centre	44B Princes Street, Oxford, OX4 1DD	05.02.25
20/001	13.05.20	16.07.20	The George Inn PH ( <b><u>retained pub land only</u></b> )	5 Sandford Road, Littlemore, Oxford	16.07.25
20/003	04.11.20	16.12.20	Cowley Workers Social Club	Between Towns Road, Oxford, OX4 3LZ	16.12.25

**Table 19:** Current list of assets of community value

## Chapter 5: Oxford's Natural and Historic Environment

### Sustainable development

- 5.1 Policy RE1 is wide-ranging covering various aspects of design which should contribute to ensuring the sustainability of a development. Carbon reduction measures are required on all new build development and a target of at least a 40% reduction on targets set out in Building Regulations should be achieved on new build residential dwellings and new-build non-residential development of over 1000m<sup>2</sup>. The majority of applicable major proposals during the monitoring period met the requirement of submitting an energy statement that demonstrated at least a 40% reduction in regulated carbon emissions as required by policy RE1.
- 5.2 There were a number of applications, including one major (application 20/01156/FUL for the demolition of existing hotel and erection of a three storey 43 bed hotel), as well as twenty minor applications which were refused with policy RE1 serving as grounds, in part, for the reason that the proposal was not acceptable. Typically in these cases, applications were considered to be deficient with regards to policy RE1 as they did not provide an energy statement (or insufficient detail within the statement) to enable the Local Planning Authority to fully assess whether sustainable design and construction principles have been incorporated into the development.
- 5.3 Policy RE1 also requires that new residential developments meet the higher water efficiency standards within the 2013 Building Regulations (or equivalent future legislation) Part G2 water consumption target of 110 litres per person per day. All applicable major residential developments decided in the 2020/21 monitoring period against the Local Plan 2036 incorporated water efficiency measures intended to reduce the amount of water consumption by residents.
- 5.4 Policy RE2 states that planning permission will only be granted where development proposals make efficient use of land. Development proposals must make the best use of site capacity, when considering the site itself, the surrounding area and within the broader considerations of the needs of Oxford. High-density development (for residential development usually 100dph) is expected in the city centre and district centres. In addition, the following criteria must also be met:
- the density must be appropriate for the use proposed;
  - the scale of development, including building heights and massing should conform to other policies within the plan;
  - opportunities for developing at the maximum appropriate density must be fully explored;
  - the built form and site layout must be appropriate for the capacity of the site.

- 5.5 To measure the effectiveness of the policy, OCC monitors the number of applications refused on the grounds of non-compliance with policy RE2. During the current monitoring period the following applications were refused on this basis. It is noted that appeals against both decisions were subsequently dismissed:

Reference	Address	Description	Reason for refusal
19/03223/FUL	1 Pullens Lane Oxford OX3 OBX	Demolition of existing dwelling house and garage/annex. Erection of 3x 5-bed dwelling houses.	Efficient use of land as density has not been maximised. Heritage assets and biodiversity issues too.
20/00693/FUL	Land Adjacent 23A Westlands Drive Oxford Oxfordshire OX3 9QR	Erection of two storey building to create 2x 1-bed flats .	Density issues that are not compatible with the site when considering density, scale and form. Other issues including character and appearance.

**Table 20:** Proposals refused citing conflict with the density targets set out in policy RE2 as one of the justifying reasons within the decision

- 5.6 Policy RE3 deals with the issue of flood risk. 26 applications were permitted comprising new structures being built, or extensions that would result in an increase in impermeable surfacing which fell in whole, or partially, within an area designated as flood zone 3. The majority of these (23) were some form of extension to an existing development; two involved demolitions to existing structures and replacement with another; whilst the other was for the installation of an underground 33kV electricity cable from National Grid Cowley substation to Redbridge Park and Ride and Horspath Road and the use of existing park and ride land for EV charging. All of the applications were accompanied by a site-specific Flood Risk Assessment (FRA).
- 5.7 There were two proposals for development within flood zones (both within flood zone 3) which were refused permission with policy RE3 comprising one of the reasons for refusal. One proposal, 19/02578/OUT, was refused because the development comprised of more vulnerable development within an area designated as falling within Flood Zone 3b (functional flood plain). The other application, 20/01156/FUL, was refused because it was situated in a high flood risk area and was again for a more vulnerable use and the application was deficient in its failure to provide a comprehensive flood warning and evacuation plan.
- 5.8 Policy RE3 sets out that, due to the fact that even minor household extensions can have a cumulative impact resulting in increased flood risk, extensions in either flood zones 2 or 3 will require a site-specific FRA. During the monitoring period all of the applicable permissions for extensions which fell within flood zones 2 or 3 completed the necessary FRA.
- 5.9 There were no applications permitted which went against outstanding objections from the EA, according to the EA's monitoring data<sup>10</sup> for the 2020-21 period.
- 5.10 Policy RE4 requires all development proposals to manage surface water through Sustainable Drainage Systems (SuDS) or techniques to limit run-off and reduce the existing rate of run-off on previously developed sites. There were six applications refused with policy RE4 serving, in part, as grounds for refusal, these are set out below along with the reasoning for why they did not meet policy RE4's requirements:

Application	Address	Proposal	Details of conflict with RE4
19/02366/OUT*	472-474 Banbury Road Oxford OX2 7RG	Outline application for the demolition of two existing dwellings and erection of one four storey building and one two storey building for school boarding accommodation.	The application failed to provide a Surface Water Management Strategy to enable the Local Planning Authority to fully assess the drainage proposals for this major development.
19/02578/OUT	Land at 281 Abingdon Road Oxford Oxfordshire OX1 4US	Outline application for the redevelopment of site to provide residential building containing 9 apartments.	Proposal would place future occupiers at an unacceptable risk of flooding and would result in a reduction in flood storage, which would increase the existing risk of flooding.
20/00970/FUL	18 Victoria Road Oxford Oxfordshire OX2 7QD	Erection of 1 x 4-bed dwelling (Use Class C3).	Application was not accompanied by the necessary information on how the site is

<sup>10</sup> [Environment Agency Objections to planning on the basis of flood risk](#)

			to be drained using Sustainable Drainage Systems.
20/01449/FUL	3 The Slade Oxford Oxfordshire OX3 7HL	Conversion of existing outbuilding into a self contained 1 x 1-bed dwelling (Use Class C3). (Retrospective).	Fails to address how surface water drainage would be dealt with to ensure that harm would not be caused to the Lye Valley SSSI
20/02079/FUL	25 Wolsey Road Oxford OX2 7TA	Erection of a two storey building to create a 1 x 1-bed dwelling (Use Class C3).	Application was not accompanied by the necessary information on how the site is to be drained using Sustainable Drainage Systems.
20/02516/FUL	1 Turner Close Oxford OX4 2UA	Demolition of existing single storey side extension. Erection of a two storey building to create a 1 x1-bed dwelling house (Use Class C3).	In the absence of any details of proposed drainage, the proposal fails to demonstrate that it would not result in increased flood risk or harm to the integrity of the Lye Valley SSSI.
<i>*RE4 was an emerging policy at time of decision</i>			

**Table 21:** Applications refused with policy RE4 forming one of the reasons of justification in the decision notice.



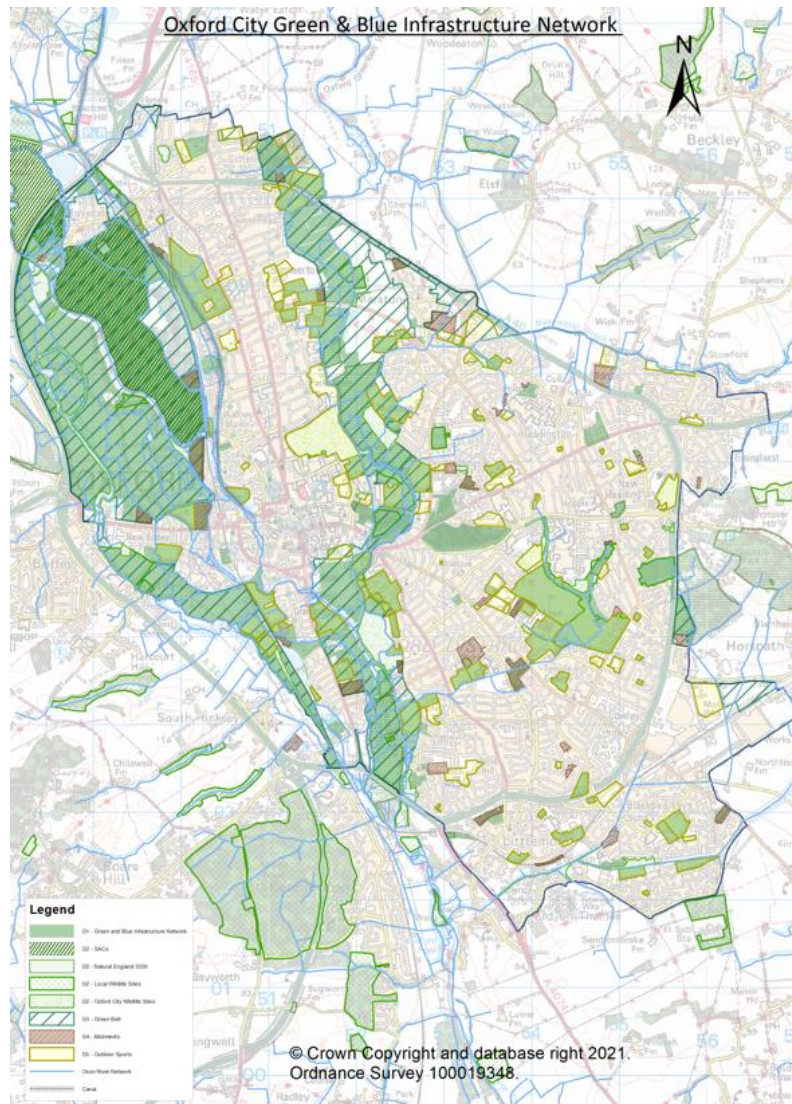
- 5.11 Policy RE6 seeks to ensure that planning permission is only granted where the impact of new development on air quality is mitigated and where exposure to poor air quality is minimised or reduced. Policy RE6 sets out expectations for how issues of air quality ought to be addressed in proposals, this includes the requirement that planning applications for major development must be accompanied by an Air Quality Assessment (AQA).
- 5.12 In the 2020/21 monitoring period, all relevant planning applications were accompanied by an AQA. These would have been reviewed by the relevant air quality specialist as part of the decision-making process before the application was determined. The Council has also published several studies/reports during the 2020/21 monitoring period which monitor and address air quality in more detail<sup>11</sup>.

### Green and Blue Infrastructure Network

- 5.13 The Oxford Local Plan 2036 contains a range of policies that are intended to protect various components of the city's green and blue infrastructure network. This network of protection is presented in Figure 10 and any relevant news regarding their monitoring over the 20-21 period is discussed in turn after.

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<sup>11</sup> [Air Quality Action Plan 2021-2025](#); [Air Quality Annual Status Report 2020](#); [Air Quality Source Apportionment Study 2020](#)



**Figure 10:** Oxford’s green and blue infrastructure network as designated via Local Plan policies G1 – G5

- 5.14 Policy G2 sets out that sites and species important for biodiversity and geodiversity will be protected and a requirement for biodiversity net gain. There are no notable changes to the extent of designated sites in the city to report upon in this AMR and most recent data can be found in last year’s report. During the 2020/21 monitoring period, there were no permissions for development on the ecological sites protected through policy G2. There were six major applications which were refused at least in part due to failure to comply with policy G2. Typically, this was due to a lack of ecological assessment information being provided to allow for consideration of biodiversity impacts. Two of the six refusals specifically cited a failure to demonstrate that they would not result in harm to the Lye Valley SSSI as a result of changes in quantity/quality of groundwater flows or surface water runoff (applications 20/01449/FUL and 20/02516/FUL). One of the others, application 19/03223/FUL, cited failure to demonstrate that the scheme would not result in harm to known protected species on site, as well as significant net loss of trees and failure to demonstrate net gain.
- 5.15 Policy G2 also requires that for major developments proposed on greenfield sites or brownfield sites that have become vegetated, a biodiversity net gain of 5% should be

demonstrated through use of a recognised biodiversity calculator. This is a new policy and therefore there are few cases to report on in this monitoring period as such schemes take longer to develop and determine. There are however some good examples of how this policy is starting to result in net gain, for example, application 20/00116/FUL which was for the erection of 7 three storey buildings and alterations to Fairfield House, Banbury Road to form new student bedrooms/flats. The application was accompanied by a biodiversity calculator which ultimately demonstrated a net gain in biodiversity of 16.77% as a result of the mitigating planting proposed, which exceeded the 5% net gain requirement.

- 5.16 Policy G4 addresses the Green Belt. There were two applications permitted within the green belt during the 2020/21 monitoring period, the first was application 19/03341/FUL, although the application was determined against the previous Local Plan policy CS4 due to timing of the decision. The proposal was at the Keble College Boat Club and was for the demolition of an existing timber shed and concrete boat shed and the erection of a new single storey boat shed with toilet and kitchen facilities to the north. The other application was 20/02433/FUL, which was for the installation of a caged cricket practice area at Cutteslowe Park. Both applications were approved as they were determined to be acceptable in terms of their impact on the green belt as they constituted the erection of appropriate facilities in connection with the existing use of land for outdoor sport which falls within *within* one of the exceptions set out in the *NPPF*.
- 5.17 Policy G4 relates to allotments. There was no significant monitoring news to report in relation to allotments which are the subject of policy G4; there were no applications that impacted on these areas of the city during the monitoring period.
- 5.18 Policy G5 deals with open space, outdoor sports and recreation. There were four permissions of relevance which were found to be in accordance with the policy during the 2020/21 monitoring period and these are listed in Table 22.

Application	Address	Proposal	Reason for accordance with policy G5
20/00573/FUL	58-60 Liddell Building Iffley Road Oxford OX4 1EQ	Erection of a single storey building to house plant equipment for the operation of a ground source heat pump, to serve the Liddell Buildings. The development required excavation work and installation of heat pump equipment via a trench and boreholes within the boundary of the Christ Church Sports Ground.	The application was approved with a condition to ensure that the sports ground land was ultimately reinstated to its former condition following the completion of works.
20/03194/FUL	The Cherwell School Marston Ferry Road Oxford OX2 7EE	Formation of an artificial turf football pitch with associated development including floodlights and fencing enclosure on the playing fields to the north of Marston Ferry Road. Resulting in replacement of a full size 11v11 football	The proposal included the re-provision of a cricket wicket and increased community access to these cricket facilities to balance out loss. Proposal was concluded to represent a substantial improvement over the existing facilities and would also increase the usability and accessibility of the

		pitch and the reduction and relocation of a cricket square.	site which would intensify the use of the site for its intended purpose.
20/02433/FUL	Cotteslowe Park Harbord Road Oxford Oxfordshire OX2 8ES	Installation of a caged cricket practice area at Cotteslowe Park	Officers concluded that the proposal would not prevent the use of the cricket pitch or result in the loss of an outdoor sport facility. A condition was included that required an appropriate community use agreement to be submitted to, and agreed by, the local planning authority.
20/00862/FUL	St Gregory The Great Catholic School Cricket Road Oxford OX4 3DR	Refurbishment of an Artificial Grass Pitch and replacement of existing synthetic turf pitch with new artificial turf pitch.	It was determined that the proposals would represent an enhancement to local sports provision in East Oxford in accordance with the requirements of Policy G5.

**Table 22:** Permissions that were granted for proposals on sites protected under policy G5

- 5.19 One application was also refused in the monitoring period citing policy G5 as one of the contributing reasons within the decision notice, this was application 20/02680/FUL, which was for the erection of a 2 bed house at the Junction of Hosker Close and Merewood Avenue. The development proposed to make use of existing open space but both failed to demonstrate, through the submitted open space assessment, that the site could be considered surplus to requirements, and did not propose its replacement with alternative provision.
- 5.20 Policy G6 relates to development of residential garden land. These applications were typically related to infill development, involving extensions or the erection of an additional dwelling on the land. In the 2020/21 monitoring period, there were 17 applications refused which included reference to policy G6 within the reasons for refusal in the decision notice. Six of these applications were subsequently dismissed at appeal, another is currently being considered under appeal. In the majority of refusals citing this policy in the reasons for refusal, this was usually related to an inappropriate massing with respect to the surrounding area, or loss of openness (the first two provisions within the policy), rather than being tied specifically to loss of biodiversity value (the third provision).
- 5.21 Policy G7 is focussed on protecting existing green features in the city from inappropriate development. A great number of applications are likely to involve existing green infrastructure to a degree, however there were four applications refused which included policy G7 within the reasons for refusal. These decisions all related to the impacts of the proposed developments on existing trees, or the failure to submit appropriate studies which would demonstrate that existing trees would not be harmed by the proposal.

### Enhancing Oxford's heritage

- 5.22 Heritage assets have significant protection through legislation, wider government policy and local planning policies. Policy DH3 sets out that proposals are expected to not cause harm to

the character, appearance or significance of the listed building or the setting of the surrounding listed buildings, by reason of their size, siting, form, materials and design.

- 5.23 To assess how well the council is preserving this aspect of our historic environment, this report monitors approvals of proposals involving the full or partial demolition or significant change in character of listed building noting the reasons.

Application reference	Address	Description	Summary of officer comments
20/01294/LBC	42 Park Town Oxford OX2 6SJ	Demolition of existing garage and erection of a rear garden studio.	The removal of the existing garage was considered acceptable, as it is not of special interest and does not contribute positively to the principal listed building or its setting.
20/00167/LBC	Rhodes House South Parks Road Oxford Oxfordshire OX1 3RG	Demolition of Lodge buildings, garden works buildings. Refurbishment, alteration and extension of existing building. Erection of replacement Lodges and single storey garden room. Creation of underground accommodation and sunken courtyard. Erection of a single storey glazed pavilion building (with new basement). Erection of new gardener's outbuildings.	The less than substantial harm that would be caused to the heritage significance of the listed building was considered sufficiently mitigated by high quality architectural design, and outweighed by the resulting public benefits.
19/02307/LBC	Castle Hill House 9 New Road Oxford Oxfordshire OX1 1LT	Alterations to east wall of Canal House including demolition of adjoining building and construction of new building abutting up to east wall of Canal House.	It was considered that there would be a low level of less than substantial harm to the architectural significance of the listed building, Canal House, caused by the proposed new development. It is considered that the level of harm has been mitigated and reduced to a very low level by the careful architectural response.
20/02652/LBC	Edward Greenes Tutorial Establishment 45 Pembroke Street Oxford OX1 1BP	Demolition and rebuilding of existing boundary wall and partial demolition and rebuilding of existing boiler room wall.	No comments.
20/02146/LBC	16 Beaumont Street Oxford OX1 2NA	Demolition of bin storage and relocation to rear of the garden. Installation of a new air source heat pump and refurbishment.	It was considered that the proposals would not cause harm to the character, appearance or significance of the listed building or the setting of listed buildings.
20/03206/LBC	Oriel College Oriel Square Oxford Oxfordshire OX1 4EW	Removal of existing kitchen and staircase; provision of new kitchen, servery and collaborative spaces to include work to windows and boundary wall and reconfiguration of ground floor service areas beneath Champneys.	The proposed interventions and new buildings were considered to have been justified and that their design has been carefully considered to mitigate the level of resultant harm to significance of identified heritage assets.
20/02526/LBC	164 Kingston Road Oxford Oxfordshire OX2 6RP	Removal of existing shed. Erection of a single storey extension. Internal	It was considered that whilst there would be some loss of original fabric which would be less than

		reconfiguration and alterations.	substantial harm, the special architectural and historic interest of the listed building would be preserved and not harmed.
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**Table 23:** Permissions granted involving the full or partial demolition or significant change in character of listed buildings

5.24 No approvals were granted against the advice of conservation officers. A number of applications have been approved during the monitoring period which involved the removal of specific elements, e.g. internal partitions, specific fixtures etc, but these are not considered here as they were deemed to be acceptable in terms of their impacts and do not entail losses to the building fabric at a scale that would be significant. No appeals were allowed during the monitoring period where conservation or heritage policies were cited as a reason for refusal.

5.25 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 2020/21 three of Oxford's heritage assets were identified as being at risk (Table 24).

Heritage Asset	Condition	Priority Category
Rewley Road Railway Swing Bridge	Very bad	F - Repair scheme in progress and (where applicable) end use or user identified; or functionally redundant buildings with new use agreed but not yet implemented.
Church of St Thomas the Martyr, St Thomas Street	Poor	C - Slow decay; no solution agreed.
Church of the Holy Family, Blackbird Leys	Very bad	A - Immediate risk of further rapid deterioration or loss of fabric; no solution agreed.

**Table 24:** Heritage assets at risk in Oxford (August 2021)

5.26 Two of the heritage assets have been identified as being at risk in the previous AMR. There are detailed plans for restoration works on the Rewley Road Railway Swing Bridge. These did not commence during the monitoring period and will be reported in the next AMR. The Church of the Holy Family is Grade II listed and was not included in the heritage assets at risk list in the previous AMR. It is in a very bad condition and no longer in active use by the church or wider community, having been declared a dangerous structure in 2018 and deemed no longer fit for the purpose for which it was originally designed or for community use. The potential for its repair and renewal was considered unfeasible, with this judgement informed by the work and advice of Historic England as a statutory consultee. An application for redevelopment of the existing church to provide a new church building and community facilities was received in March 2020 (20/00688/LBC). This application was not determined during the monitoring period and will be reported in the next AMR.

5.27 Policy DH4 considers archaeological remains. During the monitoring period, no approvals were granted for developments with unresolved objections from relevant agencies or officers. No appeals were upheld where harm to archaeological remains were cited as a reason for refusal. The National Planning Policy Framework requires that local planning authorities should make

information about the significance of the historic impact gathered as part of the development management process publicly accessible. As one of the ways to meet this requirement, the City Council has produced an Annual Monitoring Statement for Archaeological Assets (2020)<sup>12</sup> which provides a short overview of the scope and impact of development led archaeology in Oxford. The annual statement provides an excellent basis for monitoring the ongoing cumulative impact of both development and asset management on the city's archaeological resource.

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<sup>12</sup> [Annual Monitoring Statement for Archaeological Assets - 2020.](#)



## APPENDICES

### Appendix A: Oxford's planning policy documents

Document	Date of Adoption
<b>The Development Plan</b>	
This includes a number of policy documents that have been prepared and adopted separately.	
<a href="#">Oxford Local Plan 2036 &amp; Policies Map</a>	June 2020
<a href="#">Northern Gateway Area Action Plan</a>	July 2015
<a href="#">Barton Area Action Plan</a>	December 2012
<a href="#">Headington Neighbourhood Plan</a>	July 2017
<a href="#">Summertown and St Margaret's Neighbourhood Plan</a>	April 2019
<a href="#">Wolvercote Neighbourhood Plan</a>	May 2021
<b>Supplementary Planning Documents (SPDs)</b>	
<a href="#">Diamond Place SPD</a>	July 2015
<a href="#">Jericho Canalside SPD</a>	December 2013
<a href="#">Oxpens Master Plan SPD</a>	November 2013
<a href="#">Oxford Station SPD</a>	November 2013
<b>Technical Advice Notes (TANs)</b>	
<a href="#">TAN 1: Housing</a>	January 2021
<a href="#">TAN 2: Employment and Skills</a>	May 2021
<a href="#">TAN 3: Waste Storage</a>	January 2021
<a href="#">TAN 4: Community Pubs</a>	December 2020
<a href="#">TAN 5: Health Impact Assessments</a>	May 2021
<a href="#">TAN 6: Residential Basement Development</a>	January 2021
<a href="#">TAN 7: High Buildings</a>	October 2018
<a href="#">TAN 8: Biodiversity</a>	April 2021
<a href="#">TAN 9: Green Spaces</a>	January 2021
<a href="#">TAN 10: Shopfronts and Signage</a>	July 2021
<a href="#">Tan 14: Sustainable Design and Construction</a>	June 2021
<a href="#">TAN 15: Heritage and Sustainability Guidance for Householders</a>	April 2021
<b>Other planning policy documents</b>	
<a href="#">Annual Monitoring Report</a>	Produced annually
<a href="#">Community Infrastructure Levy Charging Schedule</a>	October 2013
<a href="#">Local Development Scheme</a>	May 2021
<a href="#">Statement of Community Involvement</a>	June 2021



## 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. The AMR will remain publicly available on the City Council's website</p>
<p><b>Regulation 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> <ul style="list-style-type: none"> <li>(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;</li> <li>(ii) the stage the document has reached in its preparation; and</li> <li>(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and</li> </ul> <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> <ul style="list-style-type: none"> <li>(i) the reasons why the local planning authority are not implementing the policy; and</li> <li>(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented</li> </ul> <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</p>	<p>This information is included in the Local Development Scheme monitoring section of the AMR</p> <p>The Oxford Local Plan 2036 was adopted during the monitoring period.</p> <p>The changes to the Use Classes Order in September 2020 has meant that some of the Local Plan Retail policies have become out of date, limiting the effectiveness of how these policies could be monitored.</p> <p>This information is included in the Housing section of the AMR.</p>

Statutory Requirement	How the AMR meets this requirement
<p>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 report must contain details of these documents</p> <p>(5) Where a local planning authority have prepared a report pursuant to regulation 121A(1)(b) of the Community Infrastructure Levy Regulations 2010, the local planning authority's monitoring report must contain the information specified in paragraph 1 of Schedule 2 to 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>Regulation 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>To date, the following neighbourhood plans have been made:</p> <ul style="list-style-type: none"> <li>• Headington Neighbourhood Plan</li> <li>• Summertown and St Margaret's</li> </ul> <p>No neighbourhood development orders have been made. Further information is included in the Neighbourhood Planning section of the AMR</p> <p>This information is included in the Infrastructure Funding Statement.</p> <p>The Annual Monitoring Report is published as soon as possible after the information becomes available.</p> <p>Due to COVID-19 restrictions there is restricted public access to our main offices at St Aldate's Chambers offices. The AMR will remain publically available on the City Council's website.</p>
<p><b>Under Regulation 121A of the Community Infrastructure Levy Regulations (Amendment) (England) (No. 2) Regulations 2019 we are required to publish an annual report on infrastructure delivery through CIL and section 106. This replaces the previous reporting under CIL regulation 62.</b></p>	<p>This information is included in the Infrastructure Funding Statement, this is a separate document to the AMR.</p>

## 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>	A Development Plan Document that forms part of the Local Development Framework. AAPs are used to provide the planning framework for areas subject to significant change or where conservation is needed. A key feature is a focus on implementation. Once adopted, the AAP forms the planning policy and spatial framework for the development of the area.
<b>Article 4 Direction</b>	An order that can be imposed by the City Council to formally remove permitted development rights of development, meaning that planning permission is required locally for specific types of changes.
<b>Biodiversity</b>	This refers to the variety of plants and animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity. Biodiversity has value in its own right and has social and economic value for human society.
<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 occupied by a single person or by people living together as a family, or by not more than six residents living together as a single household, including where care is provided for residents. A self-contained unit of accommodation. All rooms (including kitchen, bathrooms and toilets) are behind a single door which only occupants of that unit of accommodation can use.
<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>	Formerly defined as land which has not been previously developed. 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 floor 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 positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets and assets identified by Oxford City Council during the process of decision-making or through the plan-making process (including local listing).
<b>Houses in Multiple Occupation (HMOs)</b>	A house, flat or building will be a house in multiple occupation (HMO) if it meets the definition under the Housing Act 2004 s254 or s257. A HMO is usually a house or flat that is shared by 3 or more people, who are unrelated, form more than 1 household and is their only main residence. There are 2 types of HMO: C4 HMO, and sui generis HMO. A C4 HMO is a small house or flat that is occupied by 3-5 unrelated people who share basic amenities such as the bathroom and/or kitchen. A sui Generis HMO is the same as a normal C4 HMO except that it is a large house or flat occupied by 6 or more unrelated people and can be subject to slightly different planning rules.
<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>Infrastructure Funding Statement (IFS)</b>	The Infrastructure Funding Statement (IFS) is a new annual reporting requirement introduced as part of the recently amended CIL regulations in 2019 (CIL Regulations: Schedule 2), with the objective of increasing transparency around how developer contributions are spent on Infrastructure.
<b>Local Development Framework (LDF)</b>	The Local Development Framework (LDF) is a non-statutory term used to describe a folder of documents, which includes all the local planning authority's local development documents. It includes Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents.
<b>Local Development Scheme (LDS)</b>	A three year project plan for preparing planning documents and provides the starting point for the local community to find out what the City Council's current planning policies are for the area. It includes 'milestones' to inform the public about opportunities to get involved with the plan making process and to let them know the likely dates for involvement.
<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 (NPPF)</b>	A document setting out the Government's planning policies for England and how they are expected to be implemented. It was published by the Department for Communities and Local Government (now the Ministry of Housing, Communities and Local Government (MHCLG)) consolidating several previously issued Planning Policy statements and Planning policy guidance notes.
<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 (PPG)</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 (excluding agricultural or forestry buildings). The definition covers the curtilage of the developed land. Private residential gardens are not defined as previously developed land.
<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 Natural England as being of special interest for their ecological or geological features. Natural England is the government's advisor on the natural environment.
<b>Special Areas of Conservation (SACs)</b>	Special Areas of Conservation are areas that have been designated at a European level as important for nature conservation.
<b>Supplementary Planning Documents (SPD)</b>	Part of the LDF that supplements and elaborates on policies and proposals in Development Plan Documents. Supplementary Planning Documents do not form part of the statutory development plan
<b>Sustainability Appraisal (SA)</b>	A social, economic and environmental appraisal of strategy, policies and proposals - required for development plan documents and sometimes Supplementary Planning Documents.
<b>Tree Preservation Order (TPO)</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.

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