

To: Cabinet
Date: 15 December 2021
Report of: Head of Planning Services
Title of Report: Authority Monitoring Report and Infrastructure Funding Statement 2020/21

Summary and recommendations	
Purpose of report:	To approve the Authority Monitoring Report and Infrastructure Funding Statement for publication.
Key decision:	No
Cabinet Member:	Councillor Alex Hollingsworth, Planning and Housing Delivery
Corporate Priority:	Enable an inclusive economy Deliver more affordable housing Support thriving communities Pursue a zero carbon Oxford
Policy Framework:	Council Strategy 2020-24
Recommendations: That Cabinet resolves to:	
<ol style="list-style-type: none"> Approve the Authority Monitoring Report and Infrastructure Funding Statement 2020/21 for publication; and Authorise the Head of Planning Services to make any necessary minor corrections not materially affecting the document prior to publication. 	

Appendices	
Appendix 1	Authority Monitoring Report 2020/21
Appendix 2	Infrastructure Funding Statement 2020/21
Appendix 3	Risk Assessment
Appendix 4	Equalities Impact Assessment

Introduction and background

- The Authority Monitoring Report (AMR) 2020/21 assesses the effectiveness of planning policies contained within the Oxford Local Plan (OLP) 2036 as well as the

implementation of the Oxford Local Development Scheme 2020-2025, the Council's Statement of Community Involvement in Planning and the Duty to Cooperate. The AMR covers the period 1st April 2020 to 31st March 2021 and is a factual document.

2. Section 35 of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to publish monitoring reports at least yearly in the interests of transparency.
3. The Infrastructure Funding Statement (IFS) is a reporting requirement introduced as part of the Community Infrastructure Levy (Amendment) (England) (No.2) Regulations in September 2019 (CIL Regulations: Schedule 2), with the objective of increasing transparency around how developer contributions are spent on infrastructure. As set out in Appendix 2, the contents of the IFS are divided into three key sections for the previous financial year:
 - I. Information on Community Infrastructure Levy (CIL) contributions;
 - II. Information on Section 106 contributions (made under section 106 of the Town and Country Planning Act 1990);
 - III. Items of infrastructure that CIL is to be spent on in the next five years (CIL is allocated to the Council's Capital Programme as part of the Budget setting process).
4. The AMR is structured as follows: a status report on the production of development plan documents, followed by the monitoring of the Oxford Local Plan 2036 policies. Policy monitoring has been arranged around the three overarching objectives set out in paragraph 8 of the National Planning Policy Framework (NPPF) 2021¹:
 - Economic objectives to build a strong, responsive and competitive economy - the economy, retail, community and infrastructure;
 - Social objectives to support building strong, vibrant and healthy communities – housing, health and community benefits; and
 - 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.
5. The Oxford Local Plan was adopted in June 2020. During the monitoring year the Wolvercote Neighbourhood Plan referendum was due to be held but 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 guidance the plan was treated as if it were made from May 2020.

Key AMR findings: Building a strong, responsive and competitive economy

Employment land

6. Oxford's highly constrained nature means that competition for different land uses is fierce. As such Policy E1: Employment Sites sets out how employment sites are categorised in order of importance and thus afforded different levels of protection. Category 1 & 2 employment sites are key in providing employment space for the

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

city, whereas Category 3 sites and B8 sites provide more potential to be released from employment uses to ensure the best and most efficient use of land.

- Permissions granted resulting in the net loss of Category 1 & 2 employment floorspace: none;
- Total loss of Category 3 employment floorspace: 1,925m²;
- Total gain of employment floorspace: 1,500m²;
- Applications for changes of use from office to residential which are subject to notification to the council: 8 granted and 1 refused.

Growth of Oxford's universities

7. The City Council is committed to supporting the sustainable growth of the two universities within the parameters of competing demands for land. The universities are encouraged to focus growth on their own sites by making the best use of their current landholdings as well as the redevelopment and intensification of their assets where appropriate. Policy E2: Teaching and Research states that new or additional academic floorspace will only be granted if it is demonstrated that additional student accommodation is not required or is provided as set out in Policy H9: Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation.
 8. The University of Oxford had 25,816 students attending the University and its colleges at 1 December 2020 of these 11,092 were excluded from accommodation needs as they were not on full time taught courses leaving 14,724 full-time students with accommodation needs. At 1 December there were 13,715 accommodation places provided. Leaving a total of 1,009 students living outside of university accommodation which is within the threshold (2,500) set out in policy H9 for the University of Oxford. This figure represents a significant fall that greatly exceeds the downward trends in previous monitoring periods (2018/19 – 2703; 2019/20 – 2114).
 9. Oxford Brookes University (OBU) had 16,978 students attending the university at 1 December 2020 of these 8,714 were excluded from accommodation needs leaving 8,164 full-time Oxford Brookes students requiring accommodation. At 1 December 2020 there were 5,291 student places provided leaving 2,873 students without a place in university provided accommodation living in Oxford. This falls within the threshold set out in policy H9 for Oxford Brookes (4000). This figure also represents a marked decline exceeding the downward trends in previous monitoring periods (2018/19 – 4079; 2019/20 – 3845).
- Approved additional academic and administrative floorspace: 36,877m²;
 - Number of University of Oxford students living outside of provided accommodation: 1,009 – within policy H9 threshold;
 - Number of Oxford Brookes students living outside of provided accommodation: 2,873 – within policy H9 threshold.

Ensuring the vitality of our centres

10. Oxford provides a wide range of services and facilities to both residents and visitors alike as such, policies have been drafted in the OLP 2036 to maintain and enhance the city's vibrancy and vitality. Policy V1 aims to protect the town, district and local

centres whilst Policies V2-V4 provide the framework as to what mix of uses would be acceptable. These policies placed 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.

11. In September 2020 the Government introduced a series of changes to the use classes system which had implications for recently adopted retail frontage policies V2-V4 as it resulted in less protection for their primary retail function. Classes A & D from the Use Classes Order (UCO) have been revoked with the consequence 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, as no distinction between A1 and other A uses can now be made. However retail surveys were conducted in June 2020 in the city's central areas and in four of the district centres prior to these changes and as such have been reported in this AMR.

Sustainable tourism and cultural venues, community facilities and infrastructure

12. Tourism is an important element of Oxford's economy and generates a substantial income. The provision of short stay accommodation allows more options for tourists to stay over in the city and thus bring more money into the local economy. Policy V5: Sustainable Tourism seeks to locate new tourist accommodation in accessible locations in order to reduce dependency on the private car, in addition the policy does not permit new accommodation if it would result in the loss of residential dwellings. New tourist attractions in the city must be easily accessible by active travel or public transport and be well related to existing tourist and leisure facilities. Policies V6 and V7 seek to protect cultural, social and community facilities.
 - Planning permission granted for additional hotel bedrooms: 107, of which 101 being delivered at the former Boswells department store.

Key AMR findings: Building strong, vibrant and healthy communities

Housing

13. In this monitoring year 743 (net) dwellings were completed in Oxford of which 144 were affordable dwellings. 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). This includes the equivalent numbers calculated through the application of ratios for communal accommodation (student and care completions).
14. The Local Plan's housing trajectory had projected that by 2020/21, 2375 dwellings (net) would have been provided. Figure 1 below shows that the Council is ahead of the projection and is on target to meet the minimum of 10,884 dwellings to 2036 as set out in policy H1.

Figure 1: Local Plan 2036 Completions and Projections

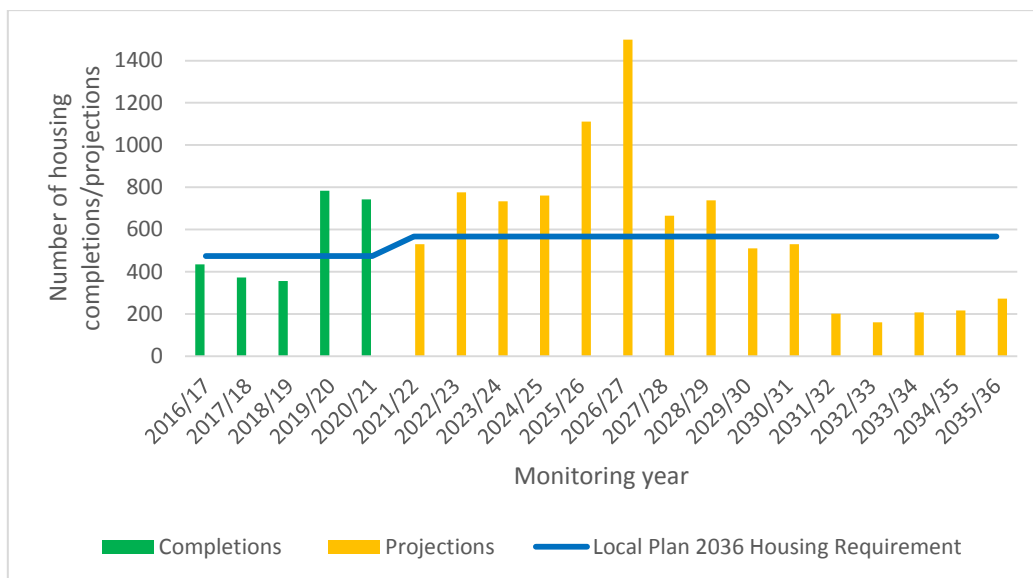
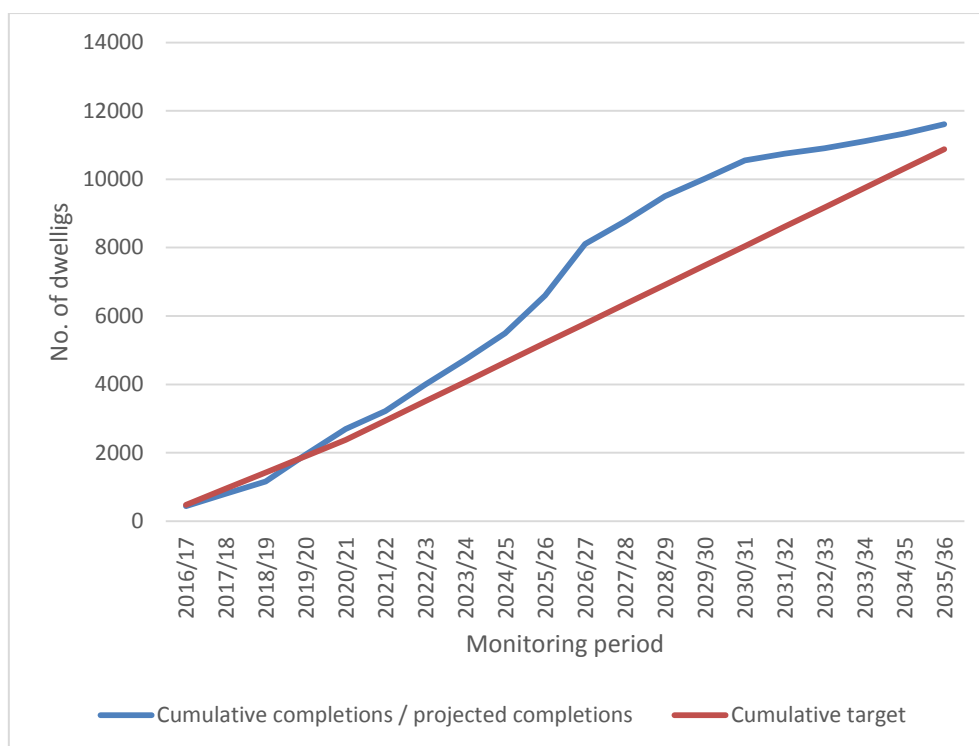
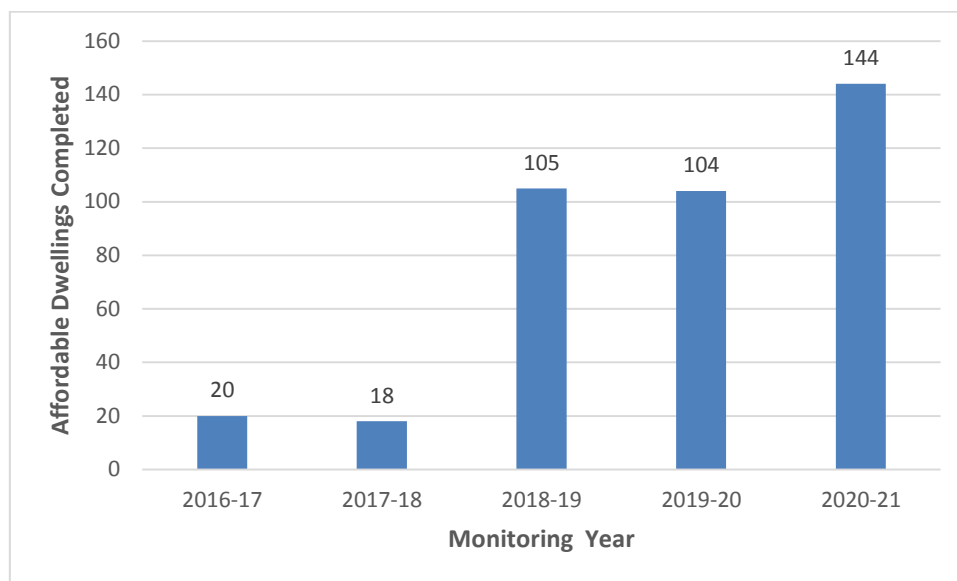


Figure 2: Cumulative Requirement and Cumulative Supply



15. The breakdown of the 144 affordable dwellings completed during the monitoring year is as follows: 25 shared ownership dwellings on land at the former Rose Hill Community Centre (18/02817/FUL), 18 social rent dwellings on land at the former Rose Hill Scout Hut (18/02818/FUL), 9 social rent dwellings at Ashlar House, adjacent to 2 Glanville Road (19/02557/FUL), 59 affordable dwellings (50 social rent and 9 shared ownership) at the former Wolvercote Paper Mill site (18/00966/RES), 19 affordable dwellings (social rent) on Land North of Littlemore Healthcare Trust (17/03050/FUL) and 14 affordable dwellings (social rent) on Phase 1 of the Barton Park development (15/03642/RES).
16. Since the start of the Local Plan period there have been a total of 391 affordable homes built (Figure 3).

Figure 3: Net affordable dwellings completed 2016/17 - 2020/21



17. 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. The Council has also set up its own housing delivery company, Oxford City Housing Limited (OCHL) to increase the proportion of affordable housing delivered across the city. OCHL has also secured (and will continue to explore) external funds and grants to increase the proportion of affordable homes in the housing pipeline, working with third party developers.

- Net dwellings completed in 2020/21: 743; of which were affordable: 144,
- Affordable units delivered on council land in 2020/21: 57,
- Net dwellings permitted in 2020/21: 278; of which were affordable: 132.

Provision of new student accommodation

18. There were 8 planning permissions for student accommodation 7 of which were compliant with the location criteria set out in Policy H8. The remaining application was decided under previous plan policies.

- Applications for new student accommodation: 8.

Housing land supply

19. The Plan's annual housing requirement is used to calculate the 5 year housing land supply as set out in the NPPF. The council has identified a deliverable supply of 4,313 homes which 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.

- Housing land supply: 7.78 years.

Key AMR findings: Environmental policies to secure a good quality local environment

20. There is good conformity with the sustainability related policies set out in the Local Plan which indicates that these policies are working well. The AMR details where applications have been permitted which do not fully meet targets such as the 40% reduction in carbon emissions, or 5% net gain. This reflects the constrained nature of certain development sites in the city, particularly constraints of heritage status, or simply the profile of brownfield sites.
- Majority of major applications secured a reduction of 40% of regulated energy as required by Policy RE1;
 - Applications permitted in Flood Risk areas (2 & 3) are in accordance with Policy RE3;
 - Biodiversity net gain target of 5% achieved on the majority of sites;
 - 3 buildings on English Heritage's at risk register;
 - No development permitted that would have a detrimental impact upon green infrastructure corridors or City Wildlife Sites.

Key IFS Headlines:

21. The IFS reports on the developer contributions received, allocated and spent for 2020-21.
- £1,417,574.22 of CIL was collected in 2020-21 and £2,351,650.07 of CIL was spent towards infrastructure projects. A further £1,166,135.21 of CIL was set out in demand notices in the year for collection.
 - Of the £2,351,650.07 spent, £1,966,709.50 was spent on strategic infrastructure; £164,893.88 was passed to Parish Councils; £149,167.98 was allocated or spent towards Neighbourhood forums and £70,878.72 was spent on administration fees.
 - In 2020-21, £3,274,218.29 was received in Section 106 agreements and £172,033.63 was spent towards infrastructure projects. A further £2,939,559.00 of S106 agreements were entered into in the year.
 - From the total of £12,149,725.61 received under Section 106 planning obligations (but not spent in the year 20-21), contributions are allocated to be spent on primarily affordable housing (£10,824,029.14, 89%); followed by open space/green infrastructure (£927,079.75, 8%); Highways/transport and travel (£230,149.75, 2%); Community facilities (£116,283.60, 1%) and Other/Economic development uses (£52,193.37, <1%).
 - 243 units of Affordable housing are to be provided from Section 106 agreements entered into in 2020-21.

Carbon and Environmental Considerations

22. There are no specific carbon and environmental implications arising from this report. Policies in the Local Plan are seeking to optimise opportunities for carbon reduction. This statutory framework brings us closer to our commitment to

becoming a Zero Carbon Council by 2030 or earlier and Zero Carbon Oxford by 2040 or earlier.

Financial implications

23. There are no financial implications arising from this report. The IFS does report on the collection and spending of monies through the Community Infrastructure Levy (CIL) and S106 developer contributions.

Legal issues

24. The preparation and publication of the AMR (as set out in Appendix A) and the IFS (as set out in Appendix B) is required by the Planning and Compulsory Purchase Act 2004.

Level of risk

25. A risk assessment has been undertaken and the risk register is attached (Appendix 3).

Equalities impact

26. Please refer to Equalities Impact Report (Appendix 4).

Report author	Rachel Nixon/ Lan Nguyen
Job title	Principal Planner, Planning Policy Senior Data Analyst, Planning Policy
Service area or department	Planning Policy, Planning Services
Telephone	01865 529137/ 252509
e-mail	rnixon@oxford.gov.uk/ lnguyen@oxford.gov.uk

Background Papers: None