

# Authority Monitoring Report

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## Chapter 1: Introduction

- 1.1 Oxford’s Authority Monitoring Report (AMR) monitors the implementation and effectiveness of policies in the Oxford Local Plan (OLP) 2036 adopted in June 2020. Regularly reviewing the effectiveness of Oxford’s development plan documents (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 continues to provide 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.
- 1.2 The AMR no longer reports on S106 and CIL income. This can be found in the Infrastructure Funding Statement published in December each year<sup>1</sup>.

### Monitoring Framework

- 1.3 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, the AMR has reported on policies which are key to 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, supporting flourishing communities and pursuing a zero carbon Oxford.

### Structure of the Monitoring Report

- 1.4 The AMR begins by providing a status report on the production of development plan documents, followed by the monitoring of the policies themselves. This has been structured around the three overarching objectives set out in paragraph 8 of the National Planning Policy Framework (2023):
  - **Economic objective** to build a strong, responsive and competitive economy - the economy, retail, community and infrastructure.
  - **Social objective** to support strong, vibrant and healthy communities - housing, health and community benefits.
  - **Environmental objective** to protect and enhance our natural, built and historic environment - design and heritage, protecting our green and blue spaces and making

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<sup>1</sup>[Infrastructure Funding Statements](#)

wise use of our natural resources to secure a good quality local environment.

- 1.5 Please refer to the Local Plan glossary should you require any clarification of terminology used within this report.

## 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 (OLP) and other planning policy documents. The latest LDS for Oxford was published in January 2023 and covers the period 2023-2028. It is viewable on the Council’s website at [www.oxford.gov.uk/lids](http://www.oxford.gov.uk/lids). Table 1 below sets out progress against the LDS during the monitoring period.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2023/24 monitoring year
Oxford Local Plan 2036	Adopted June 2020	Policies in use in decision making on planning applications and being considered ahead of the Local Plan 2040 draft submission.
Adopted Policies Map	Adopted June 2020	Reflects the adopted policies in the OLP 2036.
Oxford Local Plan 2040	Submission for examination expected by end of March 2024.	The Proposed Submission Draft consultation (Regulation 19) of the OLP 2040 was carried out between November 2023 and early January 2024. This Plan was submitted for examination on Thursday 28 <sup>th</sup> March 2024.

**Table 1: Progress against Local Development Scheme timescales in 2023/24**

### Duty to Co-operate

- 2.2 The Duty to Co-operate, 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.
- 2.3 The City Council has also been actively involved in several on-going joint-working and partnership relationships, which help to provide 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); and the Oxfordshire Local Enterprise Partnership (LEP); Engagement with other stakeholders about Duty to Co-operate matters is very important in the development of the Oxford Local Plan 2040, and commentary

about these processes is provided in more detail in the General Statement of Common Ground for Duty to Co-operate<sup>2</sup>.

- 2.4 This detailed Duty to Co-operate Statement is a live document kept updated as the Local Plan continues, as discussions progress and evidence is produced. It forms part of the evidence base published for the Local Plan submission. In addition to this general statement, Statements of Common Ground (SoCG) have been produced with individual district authorities, the County Council and other statutory bodies, all published on the Council's website<sup>3</sup>.

### Neighbourhood plans

- 2.5 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.

- 2.6 No Neighbourhood Plans were formally made during the 2023/24 monitoring year.

### Consultations

- 2.7 During the monitoring year the following consultations took place:

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<sup>2</sup> General Statement of Common Ground for [Duty to Co-operate – live document \(August 2023\)](#)

<sup>3</sup> <https://www.oxford.gov.uk/downloads/download/544/downloads-for-local-plan-2040-examination---006-com--statements-of-common-ground-and-duty-to-cooperate>

## 2.8 Oxford Local Plan 2040 Proposed Submission Draft Consultation

<b>Consultation dates:</b>	10 <sup>th</sup> November 2023 – 4 <sup>th</sup> January 2024
<b>Summary of what we did:</b>	<p>A statutory consultation exercise (Regulation 19) was undertaken in late 2023 on the Local Plan Proposed Submission draft document. This document had been developed as a result of the two Preferred Options (Regulation 18) consultations – Part 1 undertaken in autumn 2022 and Part 2 which focused on housing need in early 2023.</p> <p>This consultation offered the opportunity for potential respondents to express views on the soundness of the plan, as defined by the tests of soundness set out in paragraph 35 of the National Planning Policy Framework<sup>4</sup>. Guidance notes were also prepared to explain what is meant by soundness and legal compliance.</p> <p>All statutory bodies as listed in the Regulations were directly notified of the consultation as was anyone on the Council’s consultation database who had previously expressed that they wished to be notified of Planning and Regeneration issues.</p> <p>To make the consultation as accessible as possible, responses could be completed on the online portal, which also allowed respondents to focus on particular topics or matters that were of interest to them. Comments could also be submitted in writing via email or letter.</p> <p>The comments received were used to inform a final draft of the Local Plan. As the Plan could not be amended at this stage, any proposed modifications have been included in a table and submitted for the Planning Inspector to consider. A summary of the consultation responses received along with Officer responses can be found in Appendix 4 of the Regulation 22 Consultation Statement<sup>5</sup>.</p>

<sup>4</sup> [National Planning Policy Framework \(2023\)](#)

<sup>5</sup> [Regulation 22 Consultation Statement, Appendix 4 \(2024\)](#)





## Chapter 3: Fostering an Inclusive Economy

### Employment sites

- 3.1 Oxford is a highly constrained city and the competing demands on the limited land supply are strong, particularly for housing but also for employment floorspace. 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 protection from the loss of floorspace, without overly 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.

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

- 3.3 Two permissions have been granted within the monitoring period resulting in the loss of category 2 employment floorspace (Table 2).

Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
23/00757/FUL	First Floor, 27 - 28 St Clement's Street, Oxford, OX4 1AB	Change of use of first and second floors from offices (Use Class E) to a House in Multiple Occupation (Use Class C4). Demolition of existing rear shed. Provision of amenity space, bin and cycle stores.	-170	C4 Residential
23/00769/FUL	24 Unit D, Peterley Road, Oxford, OX4 2TZ	Change of use from industrial (Use Class B2) to a tyre, exhaust fitting and MOT testing centre (Sui Generis) (Retrospective)	-992	Sui Generis

**Table 2:** Permissions involving net loss of category 1 and 2 employment floorspace 2023/24

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

3.4 The 11 permissions that involve the loss or change of use of 2,212.95m<sup>2</sup> of Category 3 and other employment floorspace are shown in Table 3 below.

Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
23/01521/EC56	1A Howard Street, Oxford, OX4 3AY	Application for prior approval for change of use from Commercial, Business and Service (Use Class E) to create a 1 x 2 bed and 1 x 1 bed dwellinghouse (Use Class C3).	-124	C3
23/02944/EC56	95 London Road, Headington, Oxford, OX3 9AE	Application for prior approval for part change of use of first floor from Commercial, Business and Service (Use Class E) to create a 1 x 2 bed dwellinghouse (Use Class C3).	-84.05	C3
23/00463/ECF56	133 And 135 London Road, Headington, Oxford, OX3 9HZ	Application for prior approval for the change of use of the first floor from Commercial, Business and Service (Use Class E) to create 2 x 1-bed flats (Use Class C3), and the associated provision of bin and bicycle storage.	-175	C3
22/02419/FUL	113 London Road, Headington, Oxford, OX3 9HZ	Change of use from Café (Use Class E) to a hot food takeaway (Sui Generis)	-98	Sui Generis
23/00119/FUL	1-3 Ground Floor, Windmill Road, Oxford, OX3 7BL	Change of use of ground floor commercial premises (Use Class E) to a mixed use restaurant/takeaway	-174	Sui Generis

23/00292/FUL	45 Catherine Street, Oxford, OX4 3AH	Conversion of an existing warehouse into 4 x 2 bed flats (Use Class C3).	-224	C3
23/01255/FUL	Milford House, 1A Mayfield Road, Oxford, OX2 7EL	Change of use of second floor from office use (Class E(g)) to education (Class F1) (Amended description)	-273	F1
23/01389/FUL	24 Cornmarket Street, Oxford, OX1 3EY	Change of use of upper floors (first to fifth inclusive) from fast-food restaurant (Use Class E) to student accommodation (Sui Generis).	-565	Sui Generis (Student Accommodation)
23/01465/FUL	8 Marsh Road, Oxford, OX4 2HH	Demolition of existing building (formally an MOT test centre). Erection of 2 x 3-bed dwellinghouses (Use Class C3). Erection of a three storey building to create 4 x 2-bed and 2 x 1-bed flats (Use Class C3). Provision of private amenity space to dwellings, and communal amenity space for flats and bin and bicycle storage	-292.8	C3
23/01537/FUL	60 Percy Street, Oxford, OX4 3AF	Change of use from a photography studio (Use Class E(g)(iii)) to a 1x1 bedroom dwellinghouse (Use Class C3).	-107	C3
23/01787/FUL	151 Walton Street, Oxford, OX1 2HG	Change of use of ground floor and basement from estate agents (Use Class E(c)(iii)) to residential accommodation to be incorporated with upstairs flat to form single dwelling house (Use Class C3).	-96.1	C3

<b>Total loss</b>	<b>2,212.95</b>
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**Table 3:** Permissions involving net loss of employment floorspace of Category 3 and other sites 2023/24

3.5 Permissions have been granted for new office uses during the monitoring period. The net gain in floorspace has been derived from a combination of new structures, conversion or through a change of use. Table 4 shows the number of permissions involving net gain in new office floorspace:

<b>Application reference</b>	<b>Site location</b>	<b>Development summary</b>	<b>Net gain of office/other employment floorspace (sqm)</b>
22/02168/FUL	Plots 23-26, Oxford Science Park, Grenoble Road, Oxford, OX4 4GB	Erection of 3no. laboratory and office buildings with ancillary commercial uses (all within Use Class E).	65,539
22/03067/FUL	Trinity House , John Smith Drive, Oxford, OX4 2RZ	Demolition of existing office building and erection of 1no. laboratory and office building for research and development (use class E). Erection of gas store. Provision of motor vehicle and cycle parking and landscaping.	17,669
22/03068/FUL	Air Cadet Hut , Sandy Lane West, Oxford, OX4 6LD	Erection of a single storey rear extension to provide office space (Use Class E(g)(i) and classrooms F1(a)).	12
23/00246/FUL/ 23/02126/FUL	291 And 293 Iffley Road, Oxford, OX4 4AQ	Erection of a three storey rear extension to provide additional commercial space (Use Class E), additional living space for the existing flats, and the creation of 2 x 2 bed flats (Use Class C3).	38
23/01424/FUL	385 Cowley Road, Oxford, OX4 2BS	Erection of new buildings to provide 1no. office unit (Use Class E) and 2 x 3 bed flats, 2 x 2 bed flats and 5 x 1 bed flats (Use Class C3) (Across Block A and B).	47.3
23/01482/FUL	13-15 Oxenford House , Magdalen Street, Oxford, OX1 3AE	Change of use of the first to fourth floors and part basement and ground floor to office use (Class E).	1,217.69
23/02473/FUL	332 Abingdon Road, Oxford, OX1 4TQ	Erection of a single storey front extension to create additional commercial, business and service	80

		use floor area with street frontage for use as a printers (Use Class E(g)).	
<b>Total</b>			<b>84,602.99</b>

**Table 4:** Permissions involving net gain in new office floorspace 2023/24

### Temporary changes of uses

- 3.6 Over the 2023/24 monitoring period, there were no permissions granted for temporary net gain in new office floorspace.

### 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>6</sup> Permitted Development Rights allow certain types of work without needing to apply for planning permission. Change of use to dwellings require a prior approval application<sup>7</sup>.
- 3.8 Table 5 shows the number of applications, and the number of dwellings, granted and refused prior approval since 2016, the base date of the Local Plan 2036. For prior approvals 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	
	Number of applications	Number of dwellings proposed	Number of applications	Number of dwellings
2016/17	9	113	2	96
2017/18	3	141	0	0
2018/19	1	3	0	0
2019/20	1	2	0	0
2020/21	8	17	1	3

<sup>6</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.

Planning Portal: Permitted Development Rights - <https://www.planningportal.co.uk/ebank-bng/planning-permission/permitted-development-rights>

<sup>7</sup> Planning Portal: Prior approval - <https://www.planningportal.co.uk/planning/planning-applications/consent-types/prior-approval>

2021/22	4	26	2	9
2022/23	2	2	1	2
<b>2023/24</b>	<b>6</b>	<b>11</b>	<b>1</b>	<b>1</b>

**Table 5:** B1a office to C3 residential prior approval decisions 2016/17- 2023/24

### Growth of Oxford’s universities

- 3.9 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 is well-managed and is focused on the most suitable locations.
- 3.10 The Local Plan encourages the universities to focus growth on their own sites, by making the best use of their current holdings by 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 supports the growth of the universities through the redevelopment and intensification of academic and administrative floorspace on their existing sites. 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.
- 3.11 The other policy approach involves setting a threshold for the number of students that each university is permitted to have living outside of university provided accommodation, which if it is broken the universities cannot increase their academic accommodation that would increase their capacity for taking in students. 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.

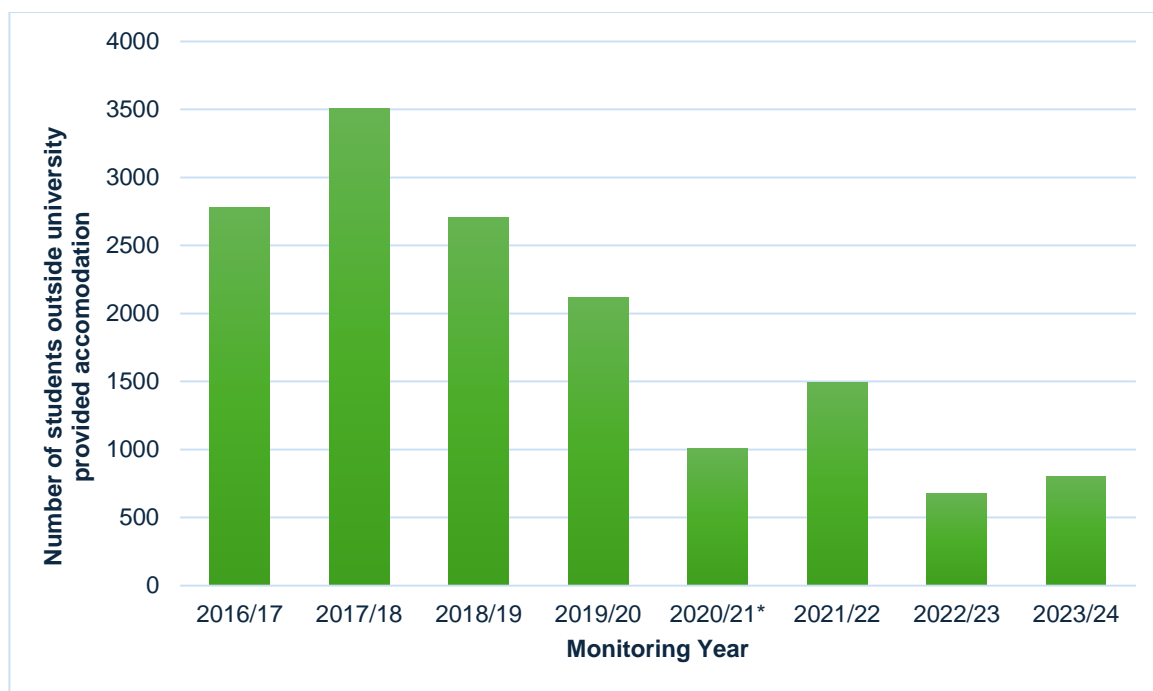
### University student number thresholds

- 3.12 Policy H9 sets threshold figures for full-time taught degree course students to live outside of university-provided accommodation at no more than 1,500 for University of Oxford and no more than 4,000 for Oxford Brookes University. Had the scheme at Clive Booth Student Village been delivered to anticipated timescales, as of 1 April 2023 the threshold for Oxford Brookes University would have remained at 4,000. However, due to the delay of this scheme (with only phase 1 being delivered - 98 student bedrooms), criterion Di of Policy H9 is met and the threshold for Oxford Brookes increases to 4,500.

- 3.13 The definition of students captured by the threshold 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.
- 3.14 To inform the 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 2023.

### *University of Oxford*

- 3.15 The University of Oxford states that there were 26,945 students attending the University (and its colleges) as of 1 December 2023.
- 3.16 A number of agreed exclusions apply to the data:
- Part-time and short-course students (3,840)
  - Students studying a research based post-graduate degree (6,710)
  - Students studying a Further education course or a foundation degree (-)
  - Vocational course students who will at times be training on work placements (140)
  - Students with a term-time address outside of the city (OX1, 2, 3, 4) (371)
  - Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (211)
  - Students not attending the institution or studying at a franchise institution (49)
  - Students studying outside Oxford (-)
  - Specific course exclusions (BTh Theology and MTh Applied Theology) (34)
  - Students who also have an employment contract with the university (-)
  - Students on a year abroad and other placement students away from the university (186)
- 3.17 Considering these exclusions, there were 15,404 full-time University of Oxford students with accommodation requirements. As of 1 December 2023, there were 14,603 accommodation places provided across the collegiate University. This leaves a total of 801 students the policy applies to living outside of university provided accommodation in Oxford (Figure 1), which although slightly higher than in the previous monitoring year, is within the threshold of the Oxford Local Plan 2036 (Policy H9). The University has seen an increase in the total accommodation places from the previous monitoring period (13,975 to 14,603), with a slight increase in the total number of students attending the university.



**Figure 1: University of Oxford students only living outside of university provided accommodation 2016/17 -2023/24**

(\*Note: Student numbers contributing to the threshold for 2020/21 onwards have been redefined according to the Local Plan 2036 definition and only include full-time, taught-course students. Please refer to Appendix 3.5 in the Local Plan to see the full list of student exclusions.)

Monitoring year	Total number of students	Students needing accommodation in Oxford	Units of university provided	Students living outside of university
2016/17	23,179	17,753	14,976	2,777
2017/18	23,975	18,221	15,047	3,508
2018/19	24,289	18,112	15,409	2,703
2019/20	24,510	18,413	16,299	2,114
2020/21	25,816	14,724	13,715	1,009
2021/22	26,439	14,873	13,382	1,491
2022/23	26,497	14,653	13,975	678
2023/24	26,945	15,404	14,603	801

**Table 6: University of Oxford’s student numbers 2016/17 – 2023/24**

### *Oxford Brookes University*

3.18 Oxford Brookes University states that there was a total of 19,586 students attending the university as of 1 December 2023.

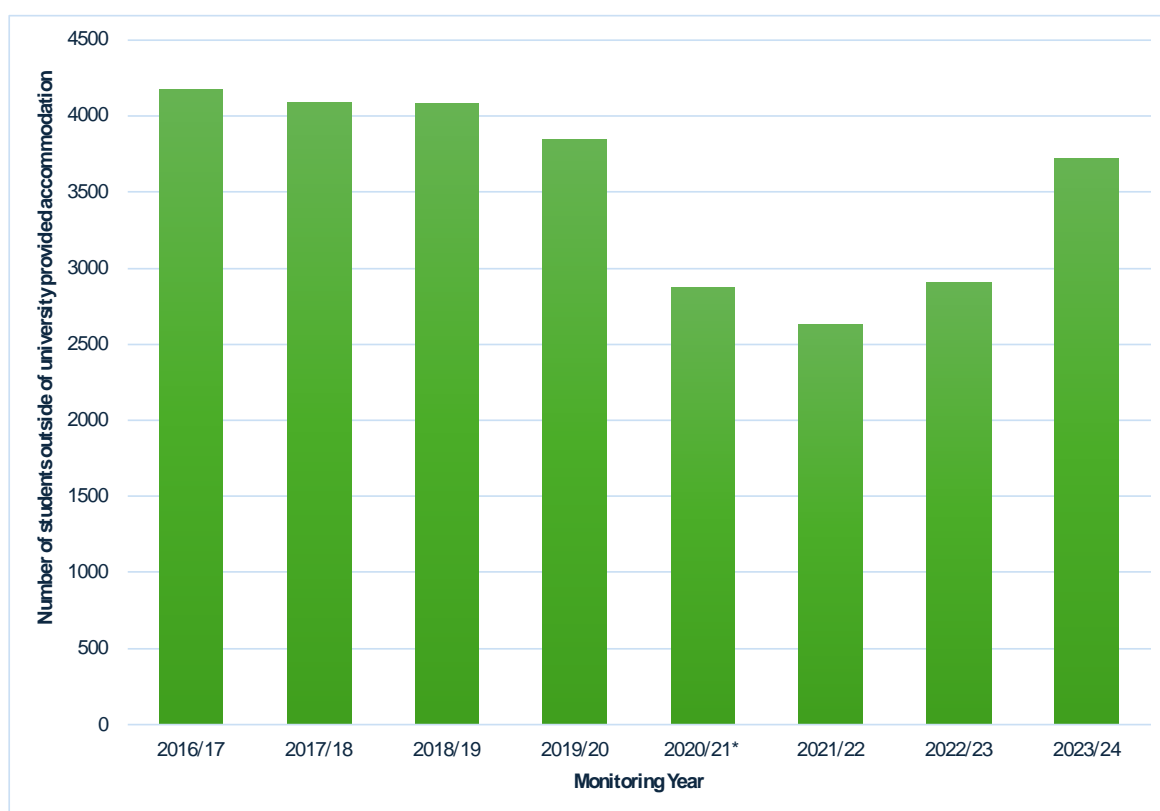
3.19 A number of agreed exclusions apply to the data:

- Part-time students (2,412 students)
- Students on a research-based PG degree (147)
- Students on a Further Education course or foundation degree (109)
- Vocational Course students who will at times during their course be on work-placements (1348)
- Students with a term-time address outside of the city (OX1, 2, 3, 4) (1699)
- Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (373)



- Students studying at franchise institutions<sup>8</sup> (4331 students)
- Students studying outside Oxford (i.e., Swindon campus) (265 students)
- Placement students away from the university (325 students)

3.20 Taking into account these exclusions, there were 8,577 full-time Oxford Brookes University students with accommodation requirements. As of 1 December 2023, there were 4,857 accommodation places provided by Oxford Brookes University. This leaves a total of 3,720 students without a place in university provided accommodation living in Oxford (Figure 2). It is noted from the University provided data, the occupancy rates of the University provided accommodation was at 98% overall, which is a small increase from previous monitoring years (95% in 2022/23).



**Figure 2: Oxford Brookes students** only living outside of university provided accommodation 2016/17 – 2023/24 (\*Note: Student numbers contributing to the threshold for 2020/21 onwards have been redefined according to the Local Plan 2036 definition and only include full-time, taught-course students. Please refer to Appendix 3.5 in the Local Plan to see the full list of student exclusions.)

3.21 When compared to the previous monitoring year, there was an increase in the number of Oxford Brookes students living outside of university provided accommodation in the city in 2023/24, although it was still well within the threshold of 4,500. A more detailed breakdown of Oxford Brookes University’s student numbers is provided in Table 8:

<sup>8</sup> The figure for this group is significantly higher than in previous years, because as of the 2022/23 monitoring period, it now includes Global Banking School (GBS) Students. This is a partnership with Oxford Brookes University to provide a BSc in Health, Wellbeing and Social Care for students. The campuses are only based in London, Birmingham, Manchester and Leeds. Therefore, these students are considered to be studying at a franchise/ partner institution and are excluded from the calculation of students at Oxford Brookes University requiring accommodation.

Monitoring year	Total number of students	Students needing accommodation in Oxford	Units of University provided student accommodation	Students living outside of university provided accommodation
2016/17	17,069	9,504	5,324	4,180
2017/18	16,988	9,494	5,405	4,089
2018/19	16,579	9,360	5,281	4,079
2019/20	16,673	9,759	5,914	3,845
2020/21	16,878	8,164	5,291	2,873
2021/22	16,199	7,794	5,161	2,633
2022/23	16,050	7,531	4,623	2,908
<b>2023/24</b>	<b>19,586</b>	<b>8,577</b>	<b>4,857</b>	<b>3,720</b>

**Table 7:** Oxford Brookes University's student numbers 2016/17 – 2023/24

3.22 Oxford Brookes University reports that significant progress has taken place with construction work for the Clive Booth Student Village (CBSV) site, located close to the Headington Campus, with the first phase of the development, the Elm building opening to students in January 2024. This redevelopment, when fully completed, will further increase the University's student accommodation capacity within existing land owned by the University. The University have also reported that the number of rooms at the CBSV has also increased via a successful refurbishment programme and in addition to that they have seen an increase in the numbers of students registering an address in private student-only accommodation.

#### Approved additional academic and administrative floorspace

3.23 Permissions which involve the creation of additional academic and administrative floorspace, which are compliant with the requirements of policies E2 and H9 unless stated otherwise, are shown in Table 8:

Application reference	Site location	Development summary	Net increase of academic/admin floorspace onsite (sqm)	Compliance with E2 or H9 requirements
23/02125/FUL	The Flat, 118 High Street, Oxford, OX1 4BX	Change of Use of second floor from Fellows Flat (Use Class C3) to Fellows Office and Teaching Rooms (Use Class F1).	77.6	Yes
<b>Total</b>			<b>77.6</b>	

**Table 8:** Approved additional academic and administrative floorspace 2023/24

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

3.24 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 city, district and local centres are maintained and enhanced through the plan period. The vision for the Oxford Local Plan 2036 is to continue to build on these strengths and to focus growth in these centres.

3.25 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 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.

### **Adapting to the changes to Use Classes Order**

3.26 Changes to the Use Classes Order<sup>9</sup> came into effect on 1 September 2020. Three years have now passed, allowing adaptation to the change to occur. The changes make monitoring of policies based on the former Use Classes referred to in the Local Plan 2036 difficult.

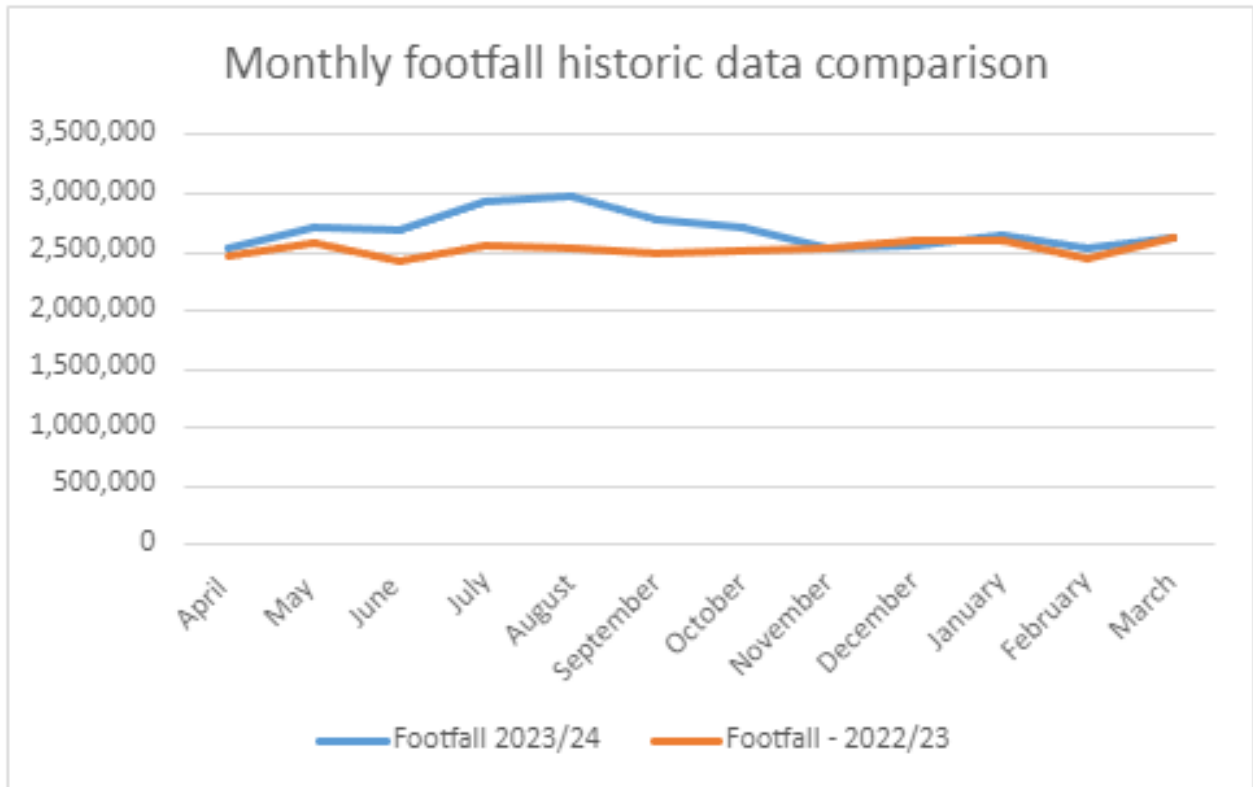
### **V1 - Ensuring the vitality of centres**

3.27 The Local Plan states that permission will be granted for development of town centre uses within the defined city, district, and local centre boundaries if 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. 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.

3.28 Figure 3 shows a footfall comparison of the 2022/23 and the 2023/24 monitoring periods. 2022/23 records the highest footfall in December and March, while the highest footfall in 2023/24 was recorded in July and August. The key and consistent trend from this comparison shows that for the majority of the year footfall is higher each month during 2023/24 than 2022/23. On average 2023/24 sees more than 100,000 more people per month than in 2022/23.

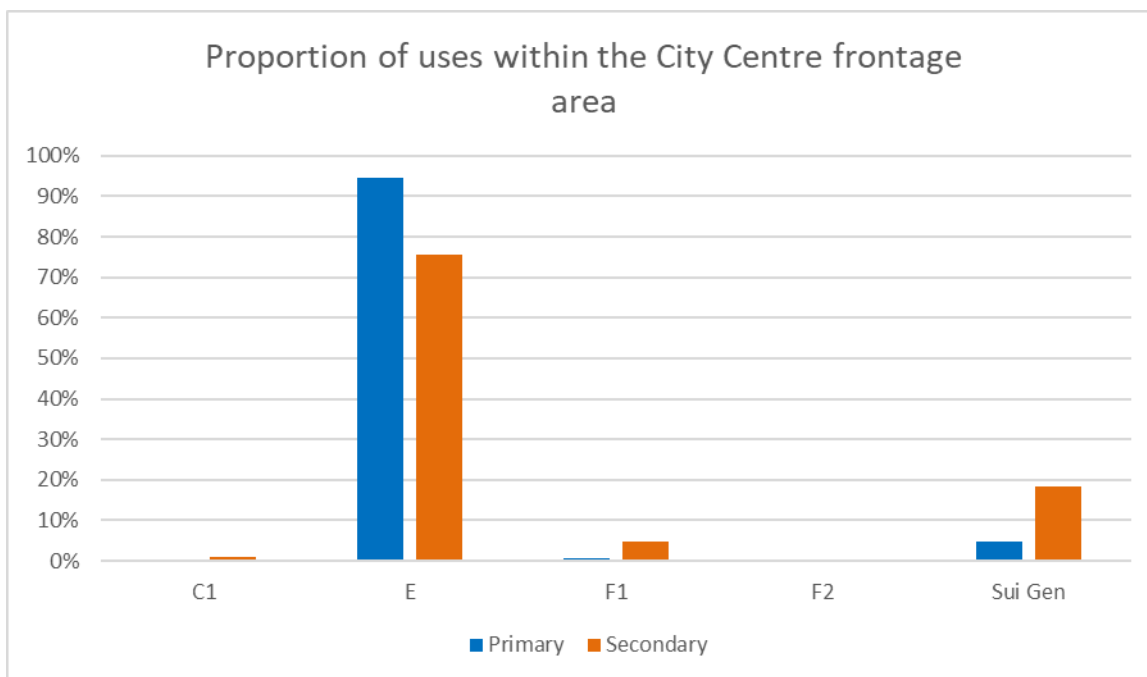
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<sup>9</sup> Current Use Classes - updated 1 September 2020:  
<https://www.planningportal.co.uk/permission/common-projects/change-of-use/use-classes>



## V2 - Shopping frontages in the city centre

3.29 Policy V2 sets out how shopping frontages are managed within the city centre. The policy sets out that planning permission will only be granted for proposed development that would not result in the proportion of units at ground floor level in Class A1 or other Class A uses falling below set thresholds. When applying the policy, in response to the change to the Use Class Order, the threshold required by the Policy to be Use Class A is instead applied to Use Class E. Figure 4 shows that the proportion of E Class Use in the city centre primary frontage is 94.74%, down from 97% last year. Within secondary areas of the city centre E Class uses are very similar to last year at 75.47%. This is due to the higher proportion of Sui Generis uses which remain within secondary frontage areas. Further to this, some ground floor units are now being used by university colleges for laboratory and development space. We anticipate that this will increase.



**Figure 4:** Proportion of uses in the City Centre primary and secondary retail frontages

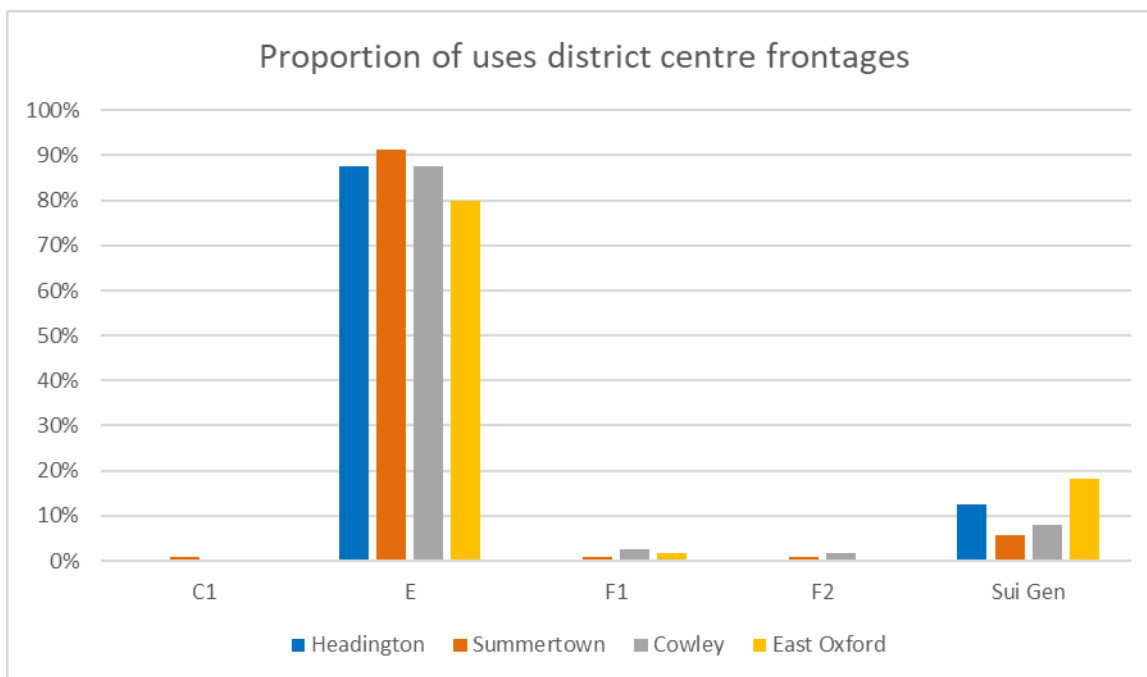
### V3 – Covered Market

3.30 During the 2023/24 monitoring year there were 0 (change of use) applications permitted in the Covered Market.

### V4 - District and local shopping centre frontages

3.31 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.

3.32 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 provision and Class A provision which is now categorised as Class E. Figure 5 shows the percentage of use class share across Oxford’s district centres. Similar to last year’s AMR, Headington, Summertown and Cowley continue to sit above the 85%. East Oxford, predominantly of the Cowley Road, remains lower in comparison to other district centres, at 80%, mainly due to a large proportion of Sui Generis uses which now includes drinking establishments and hot food takeaways within the district.



**Figure 5:** Proportion of uses across Oxford’s district centres retail frontages. Source: Oxford City Council.

### Sustainable tourism

3.33 Tourism is an important element of Oxford’s economy. The city is world famous and attracts a large number of visitors and many overnight stays; it is a crucial destination of the national tourism industry. There has been a steady increase in people back in the city post the pandemic. Over 8m people visited the city centre between September and November 2023 compared to just 7.5m in the same period of 2022.

3.34 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. Policy V5 encourages new tourist attractions in accessible locations well related to existing facilities and where such uses can contribute to regeneration.

3.35 Over the monitoring period, 3 applications were permitted involving short term accommodation, use Class C1 (Table 9). One of these permissions resulted in an increase in 36 rooms at Linton Lodge Hotel (23/00142/FUL). The other two permissions resulted in the loss of 12 short stay rooms as permission was granted for the change of use from Use Class C1 to Large Houses in Multiple Occupation (Sui Generis Use Class) (23/00295/FUL (loss of 8), and 23/00410/FUL (loss of 4)).

Application reference	Site location	Development summary

23/00142/FUL	Linton Lodge Hotel, 11-13 Linton Road, Oxford,	Demolition of the rear accommodation block, conference block and pavilion building; erection of a replacement rear accommodation block, detached villa accommodation and courtyard garden accommodation; extension, alterations and reconfiguration of the hotel..... to provide 36 bedrooms, function space and operational improvements; extensive landscape enhancements, access and parking reconfiguration and associated works
23/00295/FUL	250 Iffley Road, Oxford	Change of use from hotel/bnb (Use Class C1) to a large House in Multiple Occupation (Sui Generis). Provision of cycle and refuse stores (amended description).
23/00410/FUL	58 Hollow Way, Oxford	Change of use of former guest house (Use Class C1) to a Large House in Multiple Occupation (Sui Generis).

**Table 9:** Short stay accommodation permissions granted

## Chapter 4: Strong, vibrant and healthy communities

### Housing completions

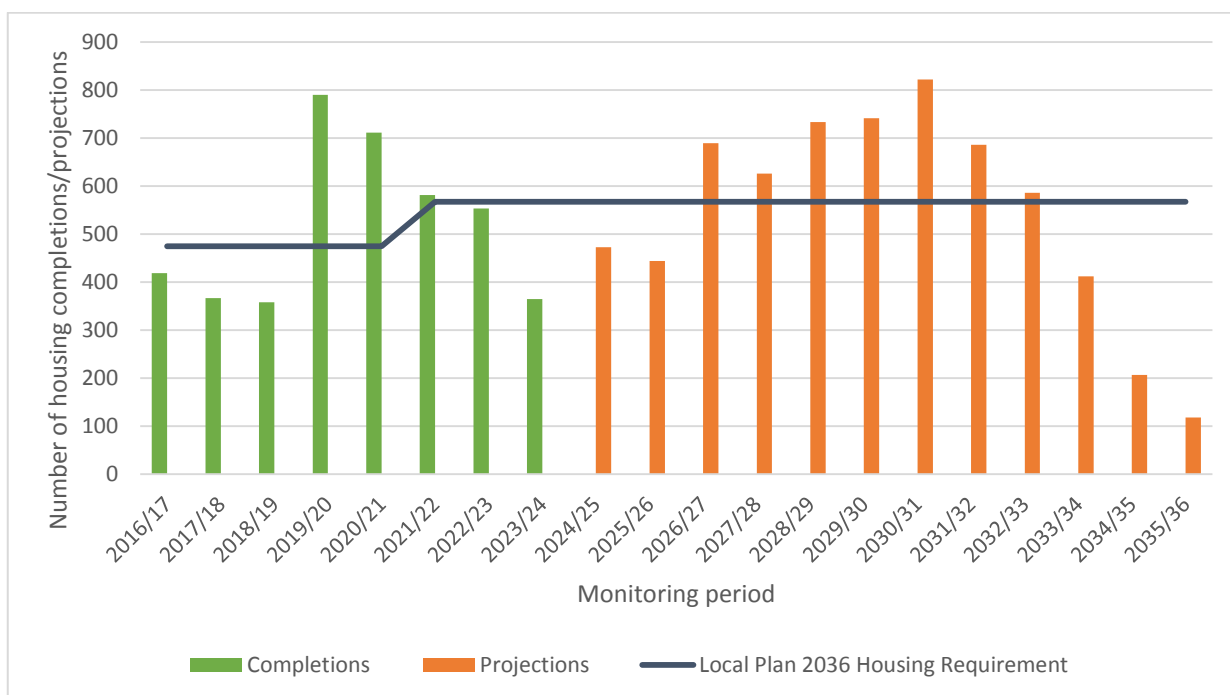
4.1 In the 2023/2024 monitoring year, 365 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 8 years since the start of the Local Plan period (2016/17 to 2023/24) is 4145 dwellings (net) with the application of ratios for communal accommodation (student, care and other communal accommodation completions) (Table 10).

Year	Housing Type					Total dwellings completed (net)
	Market Dwellings Completed	Affordable Dwellings Completed	Student Rooms Completed (Number of Equivalent 'dwellings') See table 15 for details	Care Home Rooms Completed (Number of equivalent 'dwellings')	Other communal accommodation Completed (Number of equivalent 'dwellings')	
2016/17	284	20	295 (118)	-6 (-3)		419
2017/18	170	17	452 (180)	0(0)		367
2018/19	158	105	187 (75)	36 (20)		358
2019/20	118	104	1337 (535)	59 (33)		790
2020/21	322	144	628 (251)	-11 (-6)		711
2021/22	243	274	131 (52)	-13 (-7)	34 (19)	581
2022/23	142	273	266 (107)	0 (0)	57 (32)	554
2023/24	280	61	84 (34)	0 (0)	-18 (-10)	365
<b>TOTAL:</b>	<b>1,717</b>	<b>998</b>	<b>3380 (1352)</b>	<b>65 (37)</b>	<b>73 (41)</b>	<b>4,145</b>

**Table 10:** Net additional dwellings completed broken down by housing type, since the start of the Local Plan period.

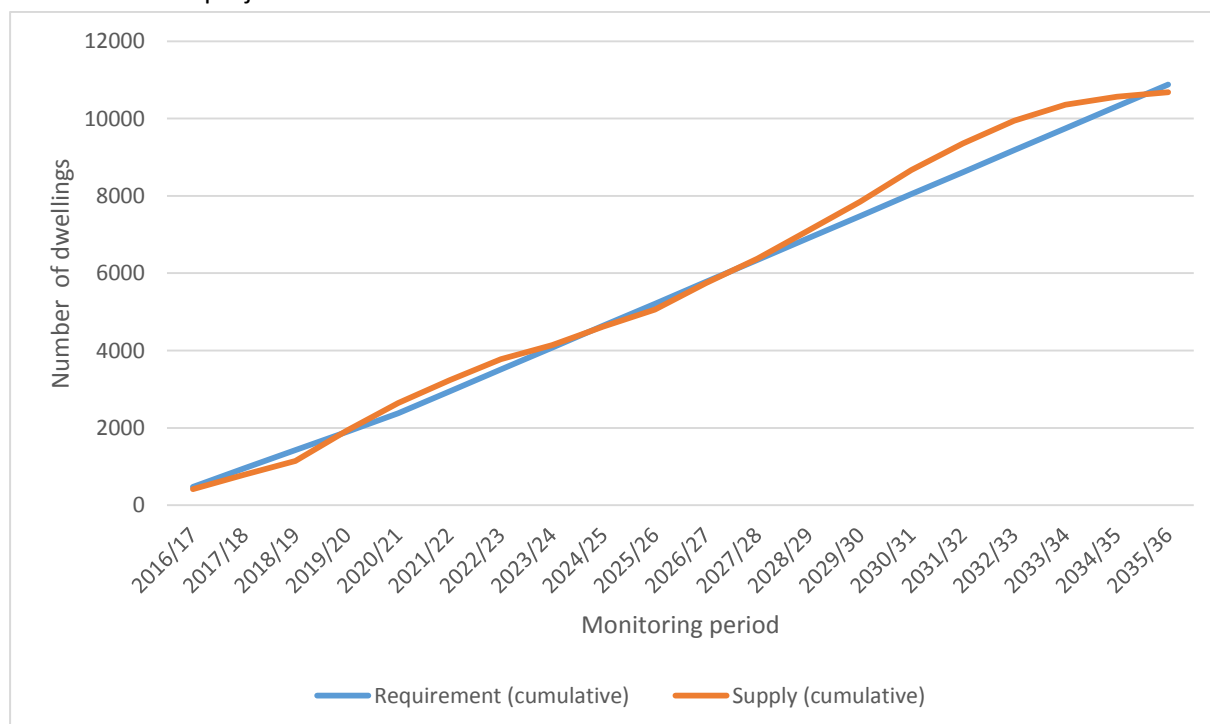
4.2 The completed 4,145 dwellings exceeds the 4,076 dwellings (net) projected to be completed by 2023/24 in the Local Plan's housing trajectory. Figure 6 shows the Local Plan housing requirement (based on the stepped trajectory of 475 dwellings per annum between 2016/17 to 2020/21, and 567 dwellings per annum between 2021/22 to 2035/36) compared to completions and projections.





**Figure 6:** Local Plan 2036 housing requirement compared to completions and projections

4.3 Figure 7 provides the same information expressed as a comparison between cumulative requirement and cumulative supply over the Local Plan period. From 2024/25 onwards these are projected numbers.



**Figure 7:** Cumulative Requirement and Cumulative Supply over the whole Local Plan period (including projections from 2024/25).

4.4 Table 10 shows that of the 365 total completions in 2023/24, 61 were affordable dwellings. Table 11 shows a breakdown of the sites that delivered affordable housing during the monitoring year including the affordable tenure:

Site Location	Planning application reference	No. of affordable homes permitted on the site and tenure split	No. of affordable homes completed in 2023/24 and tenure
Barton Park Phase 3	19/00518/RES	83 of 207 (40% affordable) 83 social rent	11, all social rent
Littlemore Park, Armstrong Road	18/02303/RES	273 of 273 (100% affordable) 111 social rent, 162 Shared ownership	7, all shared ownership
Warren Crescent	13/01555/CT3 & 20/00676/VAR	10 of 10 (100% affordable), 4 social rent, 6 intermediate rent	10, 4 social rent, 6 intermediate rent
St Frideswide Farm	21/01449/FUL	67 of 134 (50%) 56 social rent, 11 shared ownership	5, 3 social rent, 2 shared ownership
Lucy Faithful House, 8 Speedwell Street	19/03106/FUL & 21/02160/VAR	26 of 36 (72% affordable) 15 social rent, 3 intermediate rent, 8 shared ownership	26 15 social rent, 3 intermediate rent, 8 shared ownership
74 Foxwell Drive	21/01757/CT3	1 of 1 (100% affordable) 1 social rent	1 1 social rent
Roken House, 60 Lake Street	22/01167/CT3	1 of 1 (100% affordable) 1 social rent	1 1 social rent

**Table 11:** Affordable dwellings completed in 2023/24 including tenure split

4.5 Since the start of the Local Plan period (2016/17) there have been a total of 998 affordable homes built (Figure 8).

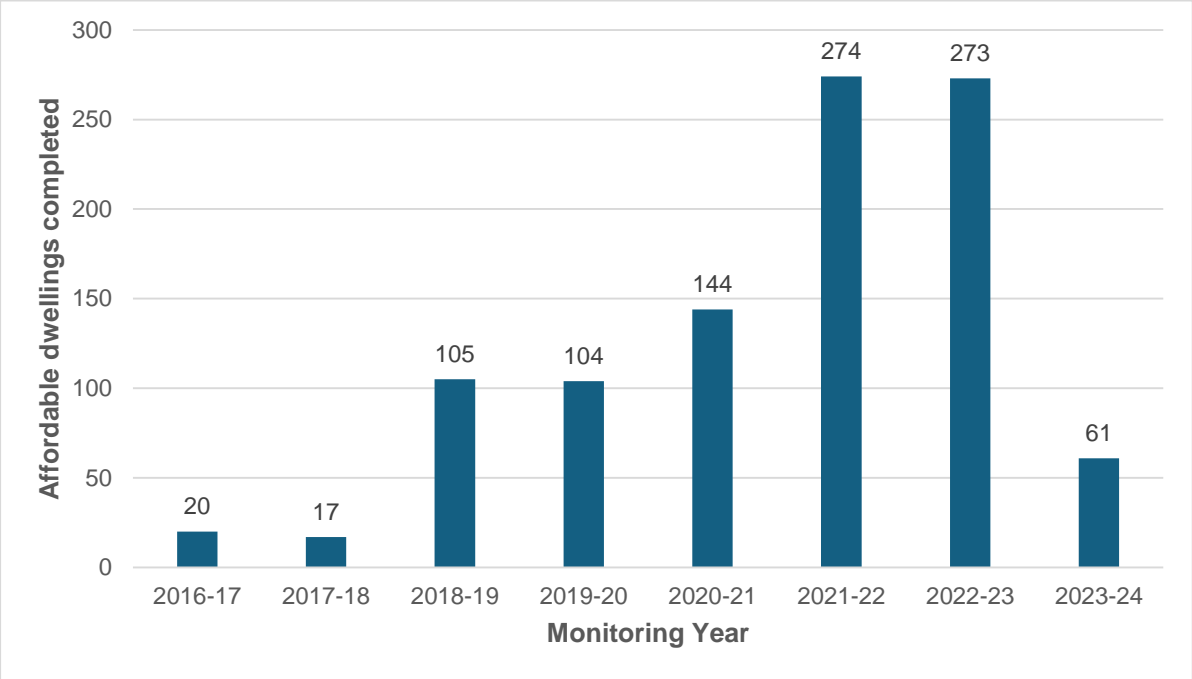


Figure 8: Net affordable dwellings completed 2016/17 - 2023/24

4.6 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 61 affordable dwellings completed in 2023/24, 49 were delivered on City Council land as set out in Table 12:

City Council owned site	Planning application reference	No. of homes for social rent completed	No. of homes for intermediate homes completed	No. of homes for shared ownership completed	Total No. of affordable homes completed
Barton Park Phase 3	19/00518/RES	11	0	0	11
Warren Crescent	13/01555/CT3 & 20/00676/VAR	10	0	0	10
Lucy Faithful House, 8 Speedwell Street	19/03106/FUL & 21/02160/VAR	18	0	8	26
74 Foxwell Drive	21/01757/CT3	1	0	0	1
Roken House, 60 Lake Street	22/01167/CT3	1	0	0	1

Table 12: Affordable homes completed on City Council land (by tenure) 2023/24

**Housing delivery on allocated sites**

4.7 Since the start of the Local Plan period (2016/17), 9 allocated sites have recorded completions. For the 2023/24 monitoring period, 83 completions on allocated sites were recorded. The wider context though is that allocated sites play a small role relative to the

total 365 completions that have occurred this year.

OLP2036 Site Allocation (SP no.)	Site Name	Planning status	19/20 total	20/21 total	21/22 total	22/23 total	23/24 total	Completions recorded to date
SP19	Churchill Hospital	Completed	0	0	19	32	n/a	51
SP24	St Frideswide Farm	Under construction	0	0	0	0	<b>11</b>	11
SP30	St Catherines College Manor Road	Completed	31	0	0	0	n/a	31
SP34	Court Place Gardens, Iffley	Completed	0	0	0	0	<b>35</b>	35
SP41	John Radcliffe Hospital Site	Under construction	0	0	0	0	<b>30</b>	30*
SP44	Littlemore Park, Armstrong Road (Newman Place)	Completed	0	0	88	178	<b>7</b>	273
SP47	Former Nielsen House Conversion	Completed	0	134	0	0	n/a	134
SP64	William Morris Close Sports Ground	Completed	0	0	86	0	n/a	86

**Table 13** Completions recorded on Local Plan site allocations 2019/20 – 2023/24

(n.b. there were no completions on site allocations between 2016 – 2019).

n.b. The John Radcliffe Hospital Site contains key worker housing, some of which is considered communal accommodation, so a dwelling equivalent ratio is included within the completion figure. [Changes of use](#)

4.8 Of the 365 dwellings completed during the 2023/24 monitoring year, 6 dwellings were delivered through the change of use of existing buildings from non-residential to C3 residential. These change of use applications are set out in the table below (Table 14).

Planning application reference	Type of Change of Use	No. And Tenure completed (net)
--------------------------------	-----------------------	--------------------------------

20/00829/FUL	COU from A1) to C3	1 market
21/02009/FUL	COU from E to C3	2 market
21/01219/B56	COU from B1a to C3	2 market
22/02824/EC56	COU from E to C3	1 market

**Table 14:** Net additional dwellings completed through non-residential to C3 residential changes of use 2023/24

4.9 All dwellings delivered through changes of use from non-residential to residential in 2023/24 were market housing. Of the four applications, three required planning permission, with the remainder submitting an application for a prior approval (22/02824/EC56).

### Student accommodation completions

4.10 As per Planning Practice Guidance<sup>10</sup>, student accommodation can be counted in housing land supply figures. In the 2023/24 monitoring year 84 (net) units of student accommodation were completed in Oxford (30 rooms at Frewin Quod, New Inn Hall Street (19/02601/FUL) and 54 rooms at Castle Hill House, 9 New Road (19/02306/FUL)). Note, although work is underway on the construction of new student rooms at Clive Booth Student Village this is a phased development being built out over several years. It will be reported in a future AMR once works on the site are fully completed. Using the ratio of 2.5:1 (as set out in Paragraph 10 of the Housing Delivery Test Measurement Rule Book<sup>11</sup>) the 84 (net) units of student accommodation equated to 34 C3 equivalent dwellings to Oxford’s housing market (Table 15). This 34 ‘equivalent dwellings’ figure is included within the 365 total dwellings figure shown in Table 10 above.

<u>Monitoring Year</u>	<u>Number of student rooms completed</u>	<u>Ratio Applied</u>	<u>Number of equivalent ‘dwellings’</u>
2016/17	295	2.5:1	118
2017/18	452	2.5:1	180
2018/19	187	2.5:1	75
2019/20	1337	2.5:1	535
2020/21	628	2.5:1	251
2021/22	131	2.5:1	52
2022/23	266	2.5:1	107
<b>2023/24</b>	<b>84</b>	<b>2.5:1</b>	<b>34</b>

**Table 15:** Student housing completions and equivalent ‘dwellings’ – 2016/17 – 2023/24

### Care home completions

4.11 As per Planning Practice Guidance, care homes can be counted in housing land supply figures. In the 2023/24 monitoring year there were no completions resulting in a net gain or net loss of

<sup>10</sup> <https://www.gov.uk/guidance/housing-supply-and-delivery#calculating>

<sup>11</sup> <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book/housing-delivery-test-measurement-rule-book>

any care accommodation.

## Other communal accommodation completions

4.12 Other communal accommodation can also be counted in housing land supply figures as per guidance set out in the Housing Delivery Test Measurement Rulebook. In the 2023/24 monitoring year, there was a net loss of 18 key worker rooms provided as cluster units at the John Radcliffe Hospital Site (Ivy Lane - 19/01038/FUL). Using a 1.8:1 ratio of rooms to dwellings delivered this equates to a C3 equivalent figure of -10. This is included in the figures shown in Table 10 above.

## Housing permissions

4.13 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.

4.14 Table 16 shows C3 self-contained dwellings permitted (net) since the start of the Local Plan period. This considers C3 dwellings gained and lost through new build completions, demolitions, changes of use and conversions. It includes outline permissions but excludes these where reserved matters have subsequently been permitted to avoid double counting.

Year	Dwellings permitted (net)
2016/17	304
2017/18	524
2018/19	504
2019/20	277
2020/21	278
2021/22	1,346
2022/23	1,209
<b>2023/24</b>	<b>178</b>
<b>TOTAL</b>	<b>4,620</b>

**Table 16:** 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.

4.15 Table 16 shows that over the 2023/24 monitoring period, planning permission was granted for 178 C3 residential dwellings. These permissions have been included in the 'cumulative supply' (Figure 7 above). Of the 178 permitted dwellings, 88 are market dwellings and 90 are affordable dwellings.

**Affordable housing permissions**

4.16 Local Plan policy H2 requires a minimum of 50% affordable provision on qualifying self-contained residential development sites, 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. In March 2022 the government introduced changes to planning practice guidance that affect policy H2, so that there is now a requirement for an element of all affordable homes to be First Homes. There has only been 1 residential permission in the 2023/24 monitoring year that met the threshold for applying Policy H2 as shown in Table 17 below. Provision of affordable housing for this site exceeded the policy requirements by providing 100% of the homes as affordable, and as such the proposal was exempt from the government requirement for First Homes.

Planning Permission Reference	Site Address	No. of new homes (net)	Affordable Housing Provision	Affordable Tenure (s)
21/01176/FUL	Former Dominion Oils Site, Railway Lane, Littlemore	90	100%	52% Social Rented; 48% Shared Ownership

**Table 17** Proportion of affordable housing for sites where the affordable housing policy requirement applies (planning permissions) 2023/24

4.17 In addition to the application set out in Table 17 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 2023/24 monitoring period there were no student accommodation applications that met the threshold for applying Policy H2.

4.18 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 2023/24 monitoring period, there were 5 applications permitted that result in the loss of dwellings. The first at 42 Park Town where a ground floor dwelling and basement flat were amalgamated to form one dwelling (22/00998/FUL), the second at 153 Hollow Way where a C3 dwelling house was lost to a children’s residential care home (use class C2) (23/00273/FUL), the third at 2 Charlbury Road, where 2 x 3 bed flats were amalgamated to form 1 x 6 bed dwelling house (22/00304/FUL), the fourth at 118 High Street where a C3 dwelling was lost to office and teaching rooms (use class F1)(the C3 dwelling was a fellow’s flat only accessible through the teaching accommodation, with limited kitchen facilities, so was not a loss of a self-contained unit) (23/02125/FUL), and the fifth at 27 Norham Road where 5 C3 flats were converted to a 1 x 7 bed dwelling house with 2 x basement flats (23/01254/FUL).

## Employer-linked affordable housing permissions

- 4.19 Policy H3 allows planning permission to be granted on specific identified sites for employer-linked affordable housing. Over the 2023/24 monitoring period, the Council did not receive or approve any applications for employer-linked affordable housing. This is a very specific housing type, only permissible on a limited number of sites so as to avoid conflict with delivery of Social Rented housing. During the Plan period, schemes with this housing type have so far come forward at the Churchill and John Radcliffe Hospital sites, which will deliver much needed staff accommodation. Further schemes on hospital and university sites are expected over the course of the Plan period.

## Self-build and community-led housing permissions

- 4.20 Community-led housing is one 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. Over the 2023/24 monitoring period, the Council did not receive or approve any applications for self-build or community-led housing.

### Self and Custom-Build Register

- 4.21 The City Council is required<sup>12</sup> 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. The Planning Practice Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.
- 4.22 Over the 2023/24 monitoring year there has been an increase of 3 individuals on the Oxford Self and Custom Build Register and an increase of just under 2 percent in the total number of plots required, as shown in Table 18 below.

<b>Number of Individuals on the Oxford Self and Custom Build Register</b>	<b>Total number of plots required for all those on the register</b>
133 individuals and 1 association with 20 members (2022/23)  71 people – Part A (a connection to Oxford)  62 Part – B (no local connection to Oxford)	153 plots (2022/23)
136 individuals and 1 association with 20 members (2023/24)  73 people – Part A (a connection to Oxford)	156 plots (2% increase from previous monitoring year) (2023/24)

<sup>12</sup> by the Self-build and Custom Housebuilding Act 2015



**Table 18:** Oxford's Self and Custom Build Register Headline Information

### Student accommodation permissions

4.23 Over the 2023/24 monitoring year, there were 5 planning permissions that involved the provision of student accommodation. Table 19 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.

Application reference	Site location	Development summary	Net increase/decrease of rooms onsite	Compliance with policy H8 criteria
22/00962/FUL	Ruskin College Campus, Dunstan Road	Demolition of the existing 24-bed student accommodation building (Bowen Building) and erection of 65-bed student accommodation building and erection of 30 bed student accommodation building with associated landscaping.	71	Yes
22/02799/FUL	Wolfson College, Linton Road	Erection of three storey student accommodation building (use class C2).	50	Yes
23/00594/FUL	19-21 St John Street, Oxford	Internal alterations to existing student accommodation to include; installation of new en-suites and creation of 2no. additional student rooms.	2	Yes
21/01261/FUL	St Hilda's College, Cowley Place, Oxford	Demolition of existing Principals Lodgings. Erection of two new student accommodation buildings (72 rooms) and associated collegiate facilities. Erection of new replacement Principals Lodgings building	72	Yes
23/00693/FUL	Site of 6-25 Pusey Lane and 19-21 St John Street and Rear of 7-11 St John Street, Oxford	Demolition of Nos. 6-25 Pusey Lane. Erection of 2-3 storey terraced building to provide new student accommodation. Demolition of rear outrigger extensions to nos. 20 & 21 St John Street. Erection of single storey common room building to the rear of nos. 20 & 21 St John Street.	26	Yes

**Table 19:** Planning permissions issued in 2023/24 for new student accommodation

4.24 Local Plan policy H9 seeks to link the delivery of new/ redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation. This has been considered in the previous Chapter of this AMR (Section 3.9) as it is connected to Policy E2.

### Older persons and specialist and supported living accommodation permissions

4.25 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 permitted for older persons or specialist / supported living accommodation.

## Housing land supply

- 4.26 In the updates to the NPPF published in 2023, Paragraph 76 supersedes the previous requirements to set out a five year housing land supply (previously Paragraph 73 of the NPPF). The Oxford Local Plan 2036 was adopted in June 2020 so it meets the criteria of having an adopted plan that is less than 5 years old, and as such the City Council is no longer required to identify a five-year housing land supply (although the consultation draft NPPF published in 2024 seeks to reverse this amend and reinstate the requirement to demonstrate housing land supply). The Housing Delivery Test requirements are also met, in accordance with NPPF paragraph 79. However for reference, the housing land supply calculations are set out below, to illustrate for our own monitoring purposes that Oxford can still demonstrate an appropriate supply of housing land (still applying the approach set out in the previous superseded NPPF).
- 4.27 The City Council has identified a deliverable supply of 3,446 homes (row I in Table 22 below) for the five year period 2024/25 to 2028/29. This includes the forecast supply from large sites, including those which have been allocated in the Local Plan 2036 and outstanding permissions (commitments), plus a windfall allowance. A 5% buffer has been applied to the five year requirement total as per the advice in the previous (superseded) national guidance<sup>13</sup> to ensure choice and competition in the market. This gives a housing land supply of 5.93 years as shown in Table 20. Note, because the current adopted Local Plan is LP2036, the annual requirement of 567 has been applied. The annual housing requirement in emerging LP2040 is not yet adopted policy.

	Local Plan 2036 Housing Requirement	Figure
<b>A</b>	Annual Requirement	567 (2024/25 – 2028/29)
<b>B</b>	Next 5 years requirement (A (567 x 5))	2835
<b>C</b>	Surplus	69
<b>D</b>	Next 5 years requirement with surplus discounted (or deficit added, as applicable) (B – C)	2,766
<b>E</b>	5-year requirement (with 5% buffer applied) (D x 105%)	2,905
<b>F</b>	Supply from large sites – (2024/25 – 2028/29)	2,965
<b>G</b>	Outstanding permissions on small sites of less than 10 dwellings (commitments) (2024/25 – 2026/27)	241

<sup>13</sup> Paragraph: 037 Reference ID: 3-037-20180913: Revision date: 13 09 2018

<b>H</b>	Windfall allowance (2027/28 – 2028/29)	240
<b>I</b>	Total supply ( <b>F+G+H</b> )	3,446
	5-year land supply (( <b>I/E</b> ) x 5)	5.93

**Table 20:** Oxford’s housing land supply 2024/25 – 2028/29

4.28 The previous PPG suggested that a 10% buffer should be applied in some circumstances to ensure 5-year housing land supply is “sufficiently flexible and robust”. As above, whilst this is no longer a requirement of the current NPPF, the calculations are shown below for reference. Even with this more cautious approach and the higher 10% buffer applied, this gives a housing land supply of 5.66 years.

	Local Plan 2036 Housing Requirement	Figure
<b>A</b>	Annual Requirement	567 (2024/25 - 2028/29)
<b>B</b>	Next 5 years requirement ( <b>A</b> (567 x 5))	2835
<b>C</b>	Surplus	69
<b>D</b>	Next 5 years requirement with surplus discounted (or deficit added, as applicable) <b>(B – C)</b>	2,766
<b>E</b>	5-year requirement (with 10% buffer applied) <b>(D x 110%)</b>	3,043
<b>F</b>	Supply from large sites - (2024/25 – 2028/29)	2,965
<b>G</b>	Outstanding permissions on small sites of less than 10 dwellings (commitments) (2024/25 – 2026/27)	241
<b>H</b>	Windfall allowance (2027/28 – 2028/29)	240
<b>I</b>	Total supply ( <b>F+G+H</b> )	3,446
	5-year land supply (( <b>I/E</b> ) x 5)	5.66

**Table 21:** Oxford’s housing land supply 2024/25 – 2028/29, adjusted with a 10% buffer

## Cultural and community facilities

4.29 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 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.

### Permissions for new community facilities

4.30 During the monitoring period there were three applications permitted involving new community facilities and spaces. These are set out in Table 22 below.

Application reference	Site location	Development summary
23/00053/FUL	John Henry Newman Academy, Grange Road, Oxford	Demolition and re-location of existing cycle shelter. Erection of a single storey building to be used as an educational facility (Use Class F1) with ancillary community use (Use Class F2)
23/00516/FUL	The Annexe, Madina Mosque, 2 Stanley Road, Oxford	Demolition of existing building. Erection of a three storey building to create a community hall (Use Class F2(b)) and 2 x 2 bed flats (Use Class C3). Provision of bin and bike store.
23/00405/OUTFUL	Land At Blackbird Leys Road And, Knights Road, Oxford	Hybrid application for the redevelopment of Blackbird Leys District Centre and land off Knights Road, Oxford. Full planning permission is sought for the erection of up to 210 apartments and up to 1,300sqm of retail and commercial space (Use Classes E and Sui Generis) across four buildings on Blackbird Leys Road and the erection of up to 84 dwellinghouses at Knights Road, all with associated demolition of existing buildings and the provision of vehicular accesses, highway improvements, public open space and associated necessary infrastructure. Outline planning permission is sought for the provision of a community centre and public open space surrounding the community centre (Use Classes F2 and E) and block A (community square and green) in the District Centre with all matters reserved except for the principle means of access.

**Table 22:** Permissions for new community spaces

**Permissions for temporary changes of use**

4.31 Over the 2023/24 monitoring period, the Council did not receive or approve any applications for temporary changes of use for cultural or community facilities.

**Assets of community value**

4.32 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.

4.33 If the proposed asset is properly nominated, is in the Oxford City Council administrative area, and meets the definition, the City Council must add it to 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 23 sets out the current register of successfully nominated assets of community value. There have been no additional entries to the register over the monitoring period.

Reference	Date nomination requested	Date of decision	Name of Asset	Address of Asset	End of listing period
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 (retained pub land only)	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
22/002	04.07.22	12.08.22	Summertown United Reformed Church	294A Banbury Road, Summertown, Oxford	12.08.27
22/001	31.03.22	26.05.22	Bullnose Morris PH	Watlington Road, Cowley, OX4 6SS	26.05.27
22/003	22.11.22	20.01.23	The Prince of Wales PH	73, Church Way, Iffley, Oxford OX4 4EF	20.01.28

**Table 23:** Current list of assets of community value

## Chapter 5: Oxford’s Historic Environment

### Enhancing Oxford’s heritage

- 5.1 Designated heritage assets are protected by statutory legislation. The management of change to them is controlled and guided by national, Government planning policies as well as by local (Local Plan) planning policies and by national and local planning guidance that supports the objectives of those planning policies. Policy DH3 sets out that development proposals and proposals for alterations and changes to heritage assets should not cause harm to the significance, including the setting of a designated heritage asset (listed buildings, registered parks and gardens, scheduled ancient monuments and conservation areas).
- 5.2 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. There are three heritage assets in Oxford identified as being at risk according to Heritage England (Table 24). The Minchery Farmhouse in Littlemore currently in the level C priority category has been added since the last monitoring report. Previous monitoring reports have referenced the application for redevelopment of the Grade II listed Church of the Holy Family (20/00688/LBC), which has not been determined. The third heritage asset refers to the Church of St Thomas the Martyr which was in the highest priority category, but is now priority D as a solution is agreed but not yet implemented.

Heritage Asset	Condition	Priority Category
Church of St Thomas the Martyr, St Thomas Street	Poor	D – Slow decay; solution agreed but not yet implemented. (Previously A)
Church of the Holy Family, Blackbird Leys	Very bad	A - Immediate risk of further rapid deterioration or loss of fabric; no solution agreed.
Minchery Farmhouse, Littlemore - Oxford	Poor	C - Slow decay; no solution agreed

**Table 24:** Heritage assets at risk in Oxford (August 2023)

- 5.3 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 produces Archaeological Annual Monitoring Statements<sup>14</sup> which provides a short overview of the scope and impact of development-led archaeology in Oxford.

<sup>14</sup> [Archaeological Annual Monitoring Statements](#)

## 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</a>	June 2020
<a href="#">Oxford Local Plan 2036 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>	June 2021
<b>Supplementary Planning Documents (SPDs)</b>	
<a href="#">West End and Osney Mead SPD</a>	November 2022
<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 12: Car and Bicycle Parking</a>	March 2022
<a href="#">TAN 14: Sustainable Design and Construction</a>	June 2022
<a href="#">TAN 15: Heritage Retrofit Guidance – Energy Efficiency and Carbon Reduction</a>	May 2024
<a href="#">TAN 16: First Homes Policy Statement</a>	March 2022
<a href="#">TAN 17: Botley Road Retail Park Development Brief</a>	October 2022
<a href="#">TAN 18: Biodiversity Net Gain and the Local Plan 2036</a>	February 2024
<b>Other planning policy documents</b>	
<a href="#">Authority Monitoring Report</a>	Produced annually
<a href="#">Community Infrastructure Levy Charging Schedule</a>	October 2013
<a href="#">Local Development Scheme</a>	January 2023
<a href="#">Statement of Community Involvement</a>	June 2021

