

To: Cabinet

Date: 10 December 2025

Report of: Director of Planning and Regulation

Title of Report: Authority Monitoring Report and Infrastructure Funding Statement 2024/25

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, Cabinet Member for Planning and Culture
Corporate Priority:	Strong, fair economy Good, affordable housing Thriving communities Zero carbon Oxford A well-run council
Policy Framework:	<p>The Authority Monitoring Report is a statutory requirement, providing information as to the extent to which the policies set out in the Oxford Local Plan are being achieved and on the implementation of the Local Development Scheme. The scope of those policies is wide and encompasses all of the Council's corporate priorities.</p> <p>The Infrastructure Funding Statement is a factual report and statutory requirement which summarises the amount of developer contributions (Community Infrastructure Levy (CIL) and Section 106) obtained, allocated and spent by the authority in the previous financial year (April 2024– March 2025).</p>
Recommendation(s): That Cabinet resolves to:	
<ol style="list-style-type: none"> Approve the Authority Monitoring Report and Infrastructure Funding Statement 2024/25 for publication. Authorise the Director of Planning and Regulation to make any necessary minor corrections not materially affecting the document prior to publication. 	

Appendices	
Appendix 1	Authority Monitoring Report 2024/25
Appendix 2	Infrastructure Funding Statement 2024/25
Appendix 3	Risk Assessment
Appendix 4	Equalities Impact Assessment

Introduction and background

1. 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.
2. The Authority Monitoring Report (AMR) 2024/5 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 2023-2028, the Council's Statement of Community Involvement in Planning and the Duty to Cooperate. The AMR covers the period 1st April 2024 to 31st March 2025 and is a factual document.
3. 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) 2023¹:
 - 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 project 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.
4. The Infrastructure Funding Statement (IFS) is a reporting requirement introduced in September 2019 as an amendment to the Community Infrastructure Levy 2010, 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:
 5. Information on Community Infrastructure Levy (CIL) contributions.
 6. Information on Section 106 contributions (made under section 106 of the Town and Country Planning Act 1990).

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

7. 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).

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

Employment land

8. 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 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. Policy E1 permits residential development on all categories of employment sites, subject to adherence with Local Plan policies.
9. Two permissions were granted resulting in the net loss of Category 1 & 2 employment floorspace: Part ground, 1st, 2nd, and 3rd floors from offices (Use Class E) to student accommodation (-100m²); Change of use from E(g) to C3 (-261m²).
10. Total loss of Category 3 employment floorspace (permissions): 3,135.1m².
11. Total gain of employment floorspace (permissions): 55,415m² (compared to 84,602m² in the previous monitoring year).
12. Applications for changes of use from office to residential which are subject to notification to the council: 5 applications granted (all involving loss of Category 3 sites and overlapping with that total loss figure above).

Growth of Oxford's universities

13. 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 and 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.
14. The University of Oxford had 26,595 students attending the University and its colleges as of 1st December 2024; of these 10,636 were excluded from accommodation needs as they were not on full time taught courses, leaving 14,959 full-time students with accommodation needs. On 1st December there were 14,407 accommodation places provided, leaving a total of 552 students the policy applies to living outside of university accommodation which is within the threshold set out in policy H9 for the University of Oxford.
15. Oxford Brookes University (OBU) states there were 21,856 students attending the university as of 1st December 2024 (compared to 19,586 the

year before). Of these 11,009 were excluded from accommodation needs, leaving 8,577 full-time Oxford Brookes students requiring accommodation. On 1st December 2024 there were 5,094 student places provided leaving 3,132 students the policy applies to without a place in university provided accommodation. This is below the threshold set out in policy H9 for Oxford Brookes. This figure represent a decrease in the number of students outside of university provided accommodation when compared to last monitoring period (2023/24 – 3,720).

Summary of university monitoring data:

- Approved additional academic and administrative floorspace: 14,542.54m².
- Number of University of Oxford students living outside of provided accommodation: 552 – within policy H9 threshold.
- Number of Oxford Brookes students living outside of provided accommodation: 3,132 – within policy H9 threshold.

Ensuring the vitality of our centres

16. Oxford provides a wide range of services and facilities to both residents and visitors alike, and policies have been drafted in the OLP 2036 to maintain and enhance this 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. Because the use classes referred to in policies V1-V4 were superseded by the introduction of the new Use Class E, the AMR instead reports on the current percentage share of Use Class E. The proportion of Use Class E (used as a proxy for the threshold for Use Class A set out in the policies) is above the policy thresholds for Class A for Cowley, Headington, Summertown and primary city centre shopping frontage (meaning that change of use involving a loss of Use Class E would be acceptable in principle). The proportion of Class A uses is 81% in East Oxford (Cowley Road) and 58% for Blackbird Leys, which is below the 85% threshold. In the city centre secondary frontage, the proportion is 74.27%, below the 85% threshold.

Sustainable tourism and cultural venues, community facilities and infrastructure

17. Tourism is an important and substantial element of Oxford's economy. 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 to reduce dependency on the private car, and 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.
- Two Planning permissions were granted for additional hotel bedrooms: one permission for a development of 133 rooms at Thornhill Park (Nielsen House) and change of use from an HMO to a 5-guestroom hotel at 222 London Road.

18.2 applications involving loss of rooms and floorspace - 8 rooms at 250 Iffley Road and a change of use from Boarding House (Use Class C1) to create 2 x 6 bed dwelling houses (Use Class C3) at 244 - 246 Iffley Road.

Key AMR findings: Building strong, vibrant and healthy communities

Housing

19. In this monitoring year 272 (net) dwellings were completed in Oxford of which 61 were affordable dwellings. This includes the equivalent numbers calculated through the application of ratios for communal accommodation (student completions and other communal accommodation). Whilst the number of completions in the 2024/25 monitoring year has fallen below the Local Plan's annual requirement, the cumulative number of dwellings completed in the 7 years since the start of the Local Plan period (2016/17 to 2024/25) is 4,417 dwellings (net). The housing trajectory had projected that by 2024/2025, 4,673 dwellings (net) would have been provided (Figure 1). Figure 2 below shows the cumulative projection is just under the target to meet the minimum of 10,884 dwellings to 2036 as set out in policy H1. There are likely to be a range of potential factors which have affected completion rates in recent years, these are difficult to separate out statistically, however officers are working hard to maximise opportunities to deliver housing to meet the target.



Figure 1: Local Plan 2036 Completions and Projections

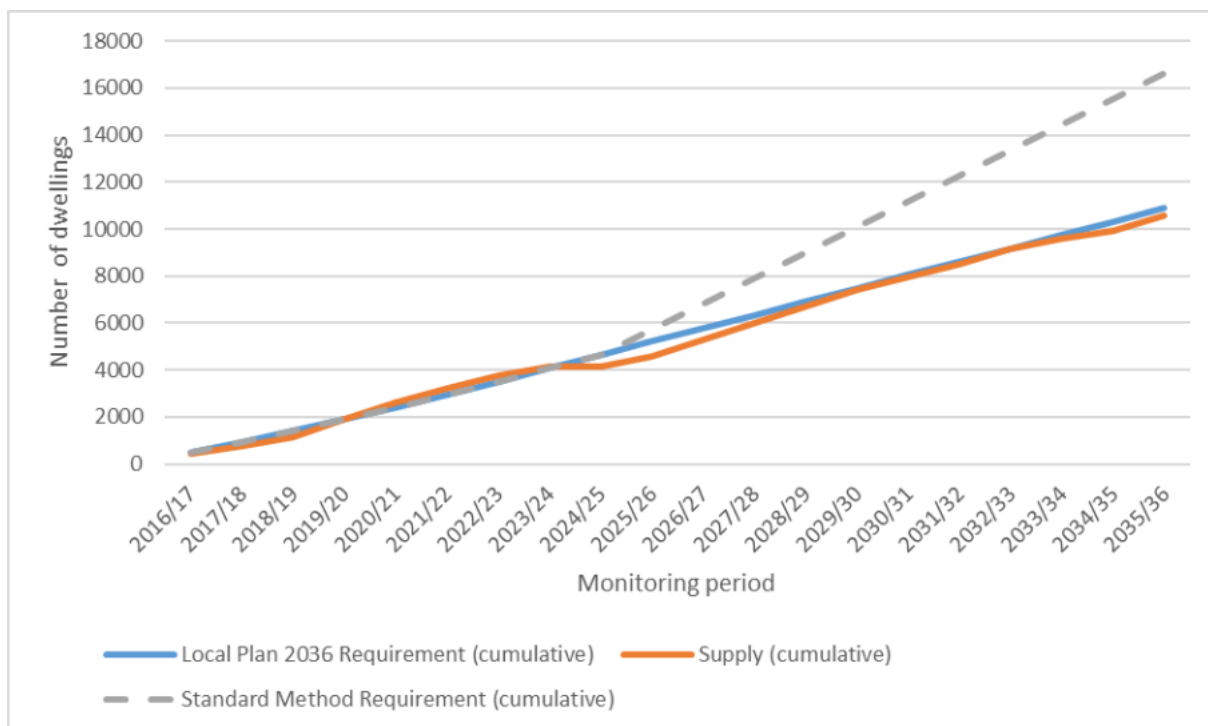


Figure 2: Cumulative Requirement and Cumulative Supply

20. The breakdown of the 75 affordable dwellings completed during the monitoring year is as follows: 18 social rent at Barton Park Phase 3; 34 social rent at Barton Park Phase 4; 13 social rent at St Frideswide Farm; 5 social rent and 5 shared ownership at Lanham Way.
21. Since the start of the Local Plan period there have been a total of 1073 affordable homes built (Figure 3).

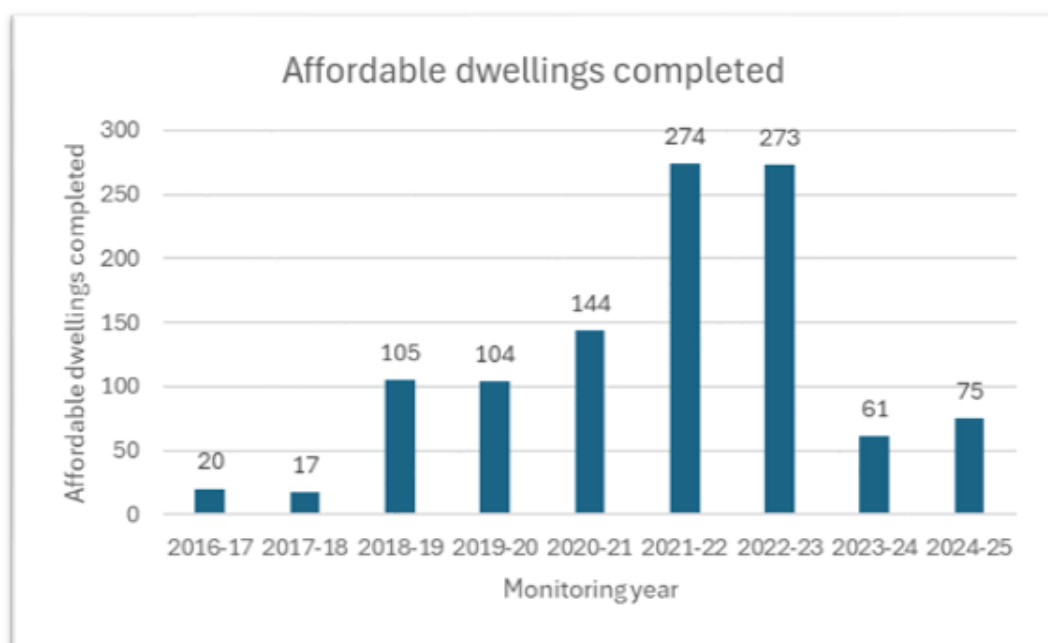


Figure 3: Net affordable dwellings completed 2016/17 - 2022/23

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 75 affordable dwellings completed in 2024/25, 62 were delivered on City Council Land.

In summary:

- 22. Net dwellings completed in 2024/25: 272 of which 75 were affordable:
- 23. Affordable units delivered on council land in 2024/25: 62,
- 24. Net C3 dwellings permitted in 2024/25: 524; of which were affordable: 75.

Provision of new student accommodation

- 25. There were 4 planning permissions for student accommodation, all of which were compliant with the location criteria set out in Policy H2.
- Applications for new student accommodation: 5
- Number of new student rooms with permission: 197.

Housing land supply

- 26. In previous monitoring periods the housing land supply has been calculated against the housing requirement in the adopted Local Plan. The NPPF states where local plan policies are more than 5 years old, then this should be measured against the standard method calculation of housing need. The Oxford Local Plan 2036 was adopted in June 2020 and so the basis of the calculation has therefore changed. The standard method housing figure of 1087 dpa is now applied. Against this figure, the Council has identified a deliverable supply of 3,289 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 2.88 years.
- 27. As a comparison, had the basis of the calculation continued as in previous years (with the requirement figure from the adopted Local Plan 2036 being used) this would have resulted in a housing land supply of 5.12 years.
- 28. Whilst work on the Local Plan 2045 has provided further updates on the anticipated delivery of some of the large trajectory sites, alongside a further round of landowner engagement to inform our Strategic Housing and Land Availability Assessment (SHLAA) previously the Housing and Economic Land Availability Assessment (HELAA), until such time that a new Local Plan is adopted (and the calculation of land supply can be on the basis of the adopted housing requirement), the standard method will be used.
- Housing land supply: 2.88 years.

Key AMR findings: Oxford's Historic Environment

- 29. There are three buildings are on English Heritage's at-risk register, with Minchery Farmhouse having been added since the previous monitoring year.

Key IFS Headlines

- 30. The IFS reports on the developer contributions received, allocated and spent for 2024-25.

31. £4,950,125.08 of CIL was collected in 2024-25 and a total of £9,156,398.96 of CIL was spent. £5,139,340.88 of CIL was set out in demand notices in the year for collection.
32. £8,591,935.88 of CIL was spent on strategic infrastructure; £142,551.22 was passed to Parish Councils; £503,354.15 was received in 24/25 to be allocated or spent towards Neighbourhood forums and Neighbourhood CIL, and £304,638.58 was spent by Neighbourhood Forums. As per the CIL regulations, £118,273.28 was spent on administration fees.
33. In 2024-25, £856,781.04 was received in Section 106 agreements and £1,046,290.11 was spent towards infrastructure projects. A further £351,089.94 of S106 agreements were entered into in the year.
34. From the total of £13,948,025.67 received under Section 106 planning obligations but not spent in the year 24-25, contributions are allocated to be spent on primarily affordable housing (£12,166,478.39); followed by open space/green infrastructure (£867,678.62); Community (£403,000.00) Highways/transport and travel (£227,035.75); and Other/Economic development uses (£283,832.90).
35. 201 units of Affordable housing are to be provided through Section 106 agreements entered into in 2024-25. Whilst the value associated with those units is not reported in the IFS, as an indication the combined sales price of those units might be expected to reach £70 million plus (based on average 2-bed apartment in this area).

Carbon and Environmental Considerations

36. 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

37. There are no financial implications arising from these reports. The IFS simply reports on the collection and spending of monies through the Community Infrastructure Levy (CIL) and S106 developer contributions.

Legal implications

38. The publication and content requirements of the AMR (Appendix 1) are set out in section 35 of the Planning and Compulsory Purchase Act 2004 and regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
39. The requirements for the publication and content of the IFS (Appendix 2) are set out in Regulation 121A and Schedule 2 of the Community Infrastructure Levy Regulations 2010 (as amended).

Level of risk

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

Equalities impact

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

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Background Papers: None