

[www.oxford.gov.uk](http://www.oxford.gov.uk)



**Oxford City  
Council Local  
Plan 2036**

*Student Accommodation*

BACKGROUND  
PAPER

## INTRODUCTION

Oxford is a world-renowned brand for educational excellence, principally because of the historic University of Oxford<sup>1</sup> but latterly due to the highly respected Oxford Brookes University<sup>2</sup>. It is as a result of this reputation that Oxford derives much of its prosperity. In 2016 there were approximately 16,200 people directly employed by the universities with approximately 30,000 further jobs being supported by them. In addition to this Oxford's reputation attracts tourists, language students, publishing businesses, spin-out university enterprises and medical research.

For most of the last century Oxford's economy was centred on two main activities – the universities and car manufacturing. However, the decline of traditional manufacturing jobs in recent decades now means that Oxford is more reliant than ever on its reputation as a university city along with the associated activities, spin-offs and enterprises that this encourages. The city also has students studying at other institutions, and a number of short-term students who visit the universities and language schools. These private colleges are the subject of another Background Paper in this series.

The demand for student accommodation places two main forms of pressure on the local housing stock:

- students accommodated directly in private rented housing; and
- from student accommodation being developed on sites that may equally be suitable for other types of housing.

An additional consequence where there is a high proportion of students can be the perceived or actual harmful impacts on the host community or neighbourhood. In addition to this, as considered by the private college background paper, the large numbers of summer school and foreign language students accommodated in the city can impact on public transport and the city centre environment.

Oxford City Council has a long standing policy approach to attempt to manage and reduce pressures of students on the housing market. Core Strategy Policy CS25 of the currently adopted Local Plan requires each university to have no more than 3,000 full-time students living in Oxford outside of university-provided accommodation. This policy approach was developed and has been annually reviewed with the Universities through the monitoring and plan review processes and liaison meetings.

To avoid worsening the pressure on the already stretched housing and land supply in Oxford, current policy requires that all increases in student numbers at the two universities

---

<sup>1</sup> <http://www.ox.ac.uk/>

<sup>2</sup> <https://www.brookes.ac.uk/>

should be matched by an equivalent increase in student accommodation. In practice this means that planning permission will not be granted for new academic facilities if the numbers of full-time students living outside of university-provided accommodation exceeds 3,000. The policy also restricts occupation of new student accommodation to students in full-time education on courses of an academic year or more. Policy does now have latitude for other short term uses (eg conferences, summer schools) outside of university term time.

The currently adopted Local Plan (via the Sites and Housing Plan, HP5) contains a more detailed policy about the location of new student accommodation. It recognises that it is important to locate student accommodation in a way that avoids changes in character and great increases in activity along quieter residential streets. It also recognises the issue that new student halls are often proposed on sites that would otherwise be developed for housing; consequently it requires contributions from larger student accommodation schemes towards affordable housing (HP6).

## PLANS, POLICIES AND PROGRAMMES

### National Planning Policy Framework (NPPF)

Revised NPPF (July 2018)<sup>3</sup> version now specifically requires Local Authorities to consider student accommodation within their assessment of local housing needs. This is via the linked paragraphs 60-61 which state (NB **highlighted text** is Oxford City Council emphasis):

60. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.
61. ***Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, ....., students, .....***

### National Planning Policy Guidance

The final bullet point of paragraph 021 (reference ID 2a-021-20160401)<sup>4</sup> of the NPPG states that:

*“Local planning authorities should plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Student housing provided by private*

---

<sup>3</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/728643/Revised\\_NPPF\\_2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/728643/Revised_NPPF_2018.pdf)

<sup>4</sup> <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

*landlords is often a lower-cost form of housing. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. **Plan makers are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan makers should engage with universities and other higher educational establishments to better understand their student accommodation requirements.***

Paragraph 3-038-20140306 of the NPPG allows for student accommodation to be counted towards the housing requirement for a district, based upon the amount of accommodation it releases from the housing market:

*“All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double-counting.”*

The 2018 Draft Revised NPPG<sup>5</sup> further addresses the provision of student accommodation thus (NB – **highlighted text** is OCC emphasis):

#### **“STUDENT HOUSING**

*Plan-making authorities need to plan for sufficient student accommodation whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus. Encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock. **Plan-making authorities are encouraged to consider options which would support both the needs of the student population as well as local residents before imposing caps or restrictions on students living outside of university-provided accommodation. Plan-making authorities will need to engage with universities and other higher educational establishments to ensure they understand their student accommodation requirements.** “*

Which, as well as making plain the need for Local Planning Authorities to consider student accommodation within the wider housing context, also requires authorities to liaise with the relevant universities where a policy cap or restriction is proposed (as in the case of Oxford City Council).

---

<sup>5</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/687239/Draft\\_planning\\_practice\\_guidance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/687239/Draft_planning_practice_guidance.pdf)

## CURRENT SITUATION

The majority of university students live in halls of residence (either purpose built or university-owned accommodation), but there are not enough places in these to accommodate all students. Most students not living in halls will be living in private rented accommodation; one reason why one in five properties in Oxford are privately rented. Some of the housing let to students is very poorly maintained. The most popular area for students in rented housing is around Cowley Road and so the effect on the make-up of the population in this area is much more marked than in the city as a whole. The demand for private rented housing is another factor why (along with constrained land supply and a prosperous economy) house prices in Oxford remain unaffordable for many residents.

### Student Numbers - Student Accommodation Supply and Demand

#### *University of Oxford*

The University of Oxford stated that there were 23,975 students attending the University (and its colleges) at 1 December 2017.

A number of agreed exclusions apply to the data:

- Students with a term-time address outside of the city (184 students)
- Students living within the city prior to entry onto a course (1,008 students)
- Visiting students (541 students) or those not attending the institution (nil students)
- Part-time students (2,771 students)
  - Postgraduate research students past year four/assumed to be writing up (452 students)
- Postgraduate research students beyond year four/assumed to be writing up (452 students)<sup>6</sup>.
- Students working full time for the NHS (DClinPsyc Students) (49 students)
- Specific course exclusions (BTh Theology and MTh Applied Theology) (38 students)
- Students who are also members of staff (228 students)
- Students living with their parents (130 students)
- Students on a year abroad (353 students)

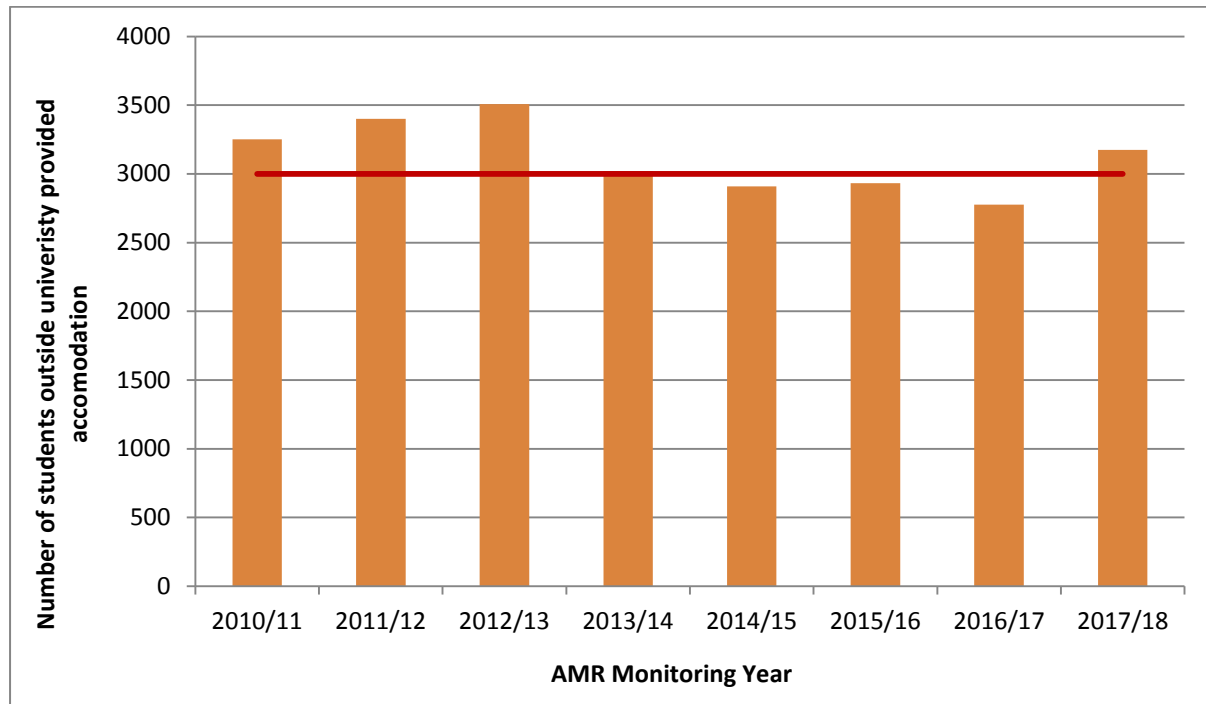
Taking into account these exclusions, there were 18,221 full-time University of Oxford students with accommodation requirements. At 1 December 2017 there were 15,047 accommodation places provided across the collegiate University. This left a total of 3,174

---

<sup>6</sup> The reason why these students are excluded is that typically these post-grads are in the write-up phase of their degree and will typically do this away from Oxford at their normal home place. If they are normally Oxford resident anyway then they will have been excluded from the accommodation calculations for the duration of their degree since they will not be putting any additional demand onto the housing requirement.

students living outside of university provided accommodation in Oxford, which is just above the Core Strategy target of no more than 3,000 (Figure 1).

**Figure 1: University of Oxford students living outside of university provided accommodation 2010/11-2017/18**



Source: OCC AMR

Additionally, at 1 December 2017, there were 996 student accommodation places under construction across the collegiate University and extant planning permissions for a further 128 student accommodation places.

### **Oxford Brookes University**

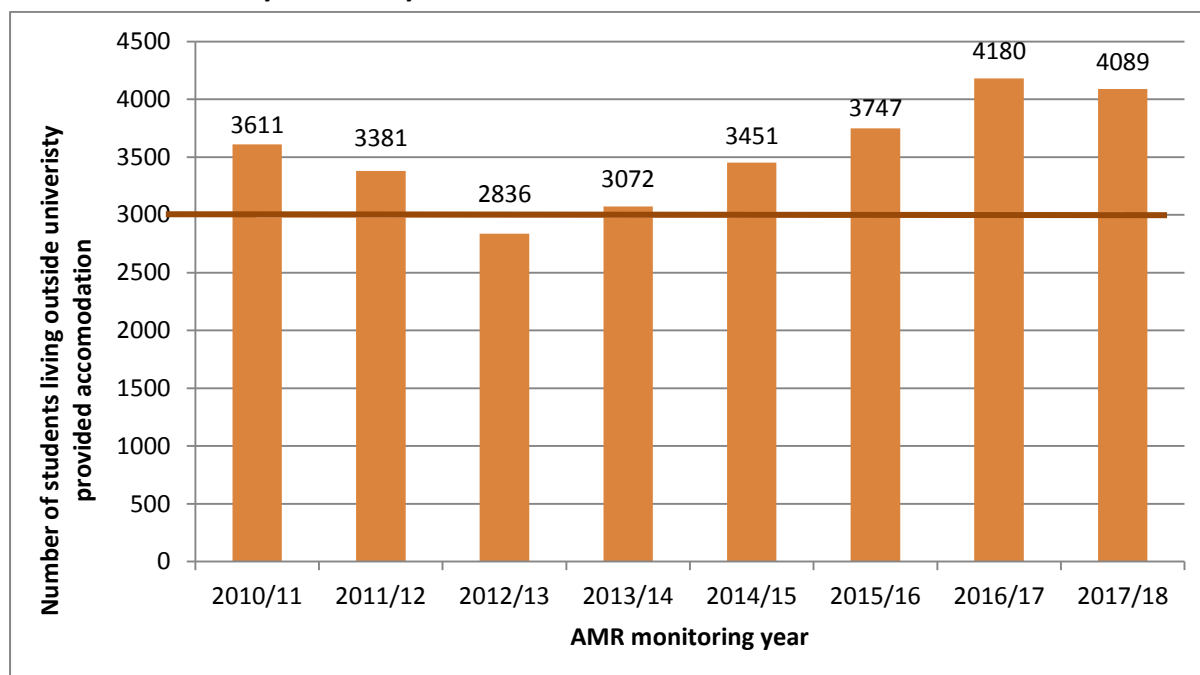
Oxford Brookes University stated that there were a total of 16,988 students attending the university at 1 December 2017.

As with University of Oxford there are a number of agreed exclusions which apply:

- Part-time students (2,597 students)
- Students studying at franchise institutions (1,282 students)
- Students studying outside Oxford (i.e. Swindon campus) (369 students)
- Placement students away from the university (501 students)
- Students living at home or outside of Oxford (2,745 students)

Taking into account these exclusions, there were 9,494 full-time Oxford Brookes University students with accommodation requirements. At 1 December 2017 there were 5,405 accommodation places provided by Oxford Brookes University. This leaves a total of 4,089 students without a place in university provided accommodation living in Oxford, exceeding the Core Strategy target of 3,000 (Figure 2).

**Figure 2: Oxford Brookes students living outside of university provided accommodation 2010/11 – 2017/18**



*Source: OCC AMR*

When compared to Dec. 2012, there were an additional 1,253 Oxford Brookes students living outside of university provided accommodation in the city in Dec. 2017. This has taken Oxford Brookes from a position of compliance with the Core Strategy in 2012 to a significant variance more recently. A more detailed breakdown of Oxford Brookes University’s student numbers is provided in Table 1.

**Table 1: Oxford Brookes University’s student numbers 2011/12 – 2017/18**

Monitoring year	Total Number of Students	Students needing accommodation in Oxford	Units of University provided student accommodation	Shortfall of University provided accommodation (units)
2011/12	17,811	8,032	4,651	3,381
2012/13	17,115	7,909	5,073	2,836
2013/14	17,053	8,319	5,247	3,072
2014/15	16,553	8,489	5,038	3,451
2015/16	17,149	8,954	5,207	3,747
2016/17	17,069	9,504	5,324	4,180
2017/18	16,988	9,494	5,405	4,089

*Source: OCC AMR*

Oxford Brookes University has commented that the recent trend of an increased number of their students living outside of university provided accommodation in Oxford are a result of an increasingly volatile higher education market and changes in student behaviour since the introduction of the £9,000 undergraduate fee in 2012. The University has observed different patterns of demand for student accommodation since 2012 with the proportion of students deciding to live in Oxford increasing from around 64% in 2010 to well over 70% in 2016. This has meant that their residential halls (including university owned and those under nomination agreements) cannot meet this effective increased demand even in spite of the reduced number of students and increased provision of accommodation by the university. The following specific factors have been identified by the Oxford Brookes University to explain this shift in demand:

- A decline in postgraduate students (who are more likely to live at home and, if they do live in university-provided accommodation, they often require the accommodation for shorter periods);
- An increase in undergraduate students (who are less likely to live at home);
- A decline in part-time students (with this shortfall being replaced with more full-time students); and
- A decline in the proportion of students recruited from Oxfordshire (who have a higher propensity to live at home).

It is anticipated that these trends are set to continue. Oxford Brookes University is therefore currently working on a fully revised student accommodation strategy, taking into account these fundamental shifts in the makeup of the student body and the consequential impact on the accommodation the University needs to provide to ensure it can meet the 3,000 target. It will take time for additional student accommodation to be planned and built out. In 2017/18 an additional 245 student accommodation places available (167 student rooms at Beech House on London Road/Latimer Road and 78 student rooms at Canterbury House, Cowley Road) were constructed.

Within the current Local Plan context the approach set out in Core Strategy Policy CS25 will be a key consideration in determining any planning applications submitted by Oxford Brookes University. The policy and its supporting text is clear that planning permission will only be granted for additional academic/administrative accommodation (including redeveloped academic floorspace) for use by Oxford Brookes and the University of Oxford where it can be demonstrated that the number of students living outside of university provided accommodation is less than 3,000 students for that institution. No planning applications for new or redeveloped academic floorspace were received from Oxford Brookes University during the 2017/18 monitoring year (Indicator 3). These data are subject to confirmation in due course through the AMR process.



As part of the current Local Plan review these policies are being re-examined and revisited with Oxford City Council, jointly with Cambridge City Council, commissioning an Assessment of Student Housing Demand and Supply (2017) <sup>7</sup>. This provides a detailed assessment of student housing demand in Oxford, designed to inform development of policies for the emerging Oxford Local Plan 2036. It includes assessment of a broad range of students, including those at language schools. The Assessment utilised Higher Education Statistics Agency (HESA) data as the basis of university student numbers data <sup>8</sup>.

### **Other Purpose Built Student Accommodation**

It is important to note that the two Universities are not the only institutions that attracting students to Oxford. There is an increasing demand to accommodate students from language schools and other academic organisations which also puts pressure on the private rental market. This issue is not addressed by the currently adopted Local Plan Policy CS25 but is an important consideration in the consideration of Oxford's housing need. The Oxford Local Plan 2036 proposes an approach to restrict the expansion of language schools (Policy E3 - New Academic or Administrative Floor-space for Private Colleges and Language Schools) which is the subject of a further Background Paper in this series.

### **Provision of New Student Accommodation by the Universities**

As demonstrated by (for example) Oxford's housing affordability issues and the Strategic Housing Market Assessment, the Oxford housing market is under severe strain. This is due to a wide variety of factors but one of especial importance in recent years, with the growth in Higher Education, has been the insufficient provision of accommodation by the academic institutions causing more students to live in privately provided accommodation.

The Sites and Housing Plan DPD (Adopted February 2013) addressed this issue in respect of the universities since when an increased level of accommodation has been provided by the universities. Appendix 1 to this Background Paper describes the Planning Permissions from all providers in respect of student accommodations granted since the inception of the Core Strategy. From this data it can be seen from Table 2 below that the majority of planning permissions (both in terms of scale of provision and absolute number of permissions) have been in favour of the private sector although it is worth noting that a number of these are in relation to university requirements (particularly Oxford Brookes). During this time the universities have received permission for the direct provision of over three hundred additional bedrooms (net).

---

<sup>7</sup> [https://www.oxford.gov.uk/download/downloads/id/3758/student\\_housing\\_report.pdf](https://www.oxford.gov.uk/download/downloads/id/3758/student_housing_report.pdf)

<sup>8</sup> The HESA data used by the Assessment of Student Housing Demand and Supply is a 'flow' which records all students of the course of the academic year. Conversely the AMR data relates to the December student population 'snapshot'. Therefore these two datasets will not match.

**Table 2: Planning permissions for student bedrooms since 2013<sup>9</sup>**

<b>Provider type</b>	<b>Number of bedrooms (net)</b>
Universities (direct provision)	774
Private Provision (including indirect provision for universities and private colleges)	2,118
Private Colleges (direct provision)	150
<b>Total</b>	<b>2,577</b>

In terms of completions the Oxford City Council 2017-18 Annual Monitoring Report<sup>10</sup> (Table 3 below) shows that between 2013/14 and 2017/18 a total of 1,924 student rooms had been completed. This is estimated by the Council to have released 384 dwelling equivalents back into C3 residential use<sup>11</sup>. Further, within 2017/18, permission for a further 1978 rooms was granted allowing a further 385 C3 dwelling equivalents to be taken into account for the wider housing supply calculations.

**Table 3: Student housing completions and equivalent 'dwellings' 2013/14-2017/18**

<b>Monitoring Year</b>	<b>Number of student rooms completed</b>	<b>Number of equivalent "dwellings"</b>
2013/14	720	144
2014/15	312	62
2015/16	125	25
2016/17	295	59
2017/18	472	94
<b>Total</b>	<b>1,924</b>	<b>384</b>

The impact of this additional provision has now significantly reduced the number of students living in accommodation *not* provided by the Universities and in the case of the University of Oxford achieved compliance with Policy CS25 – Student Accommodation whilst Oxford Brookes University, when the very latest series of Planning Permissions etc., described above are taken into account, is now moving towards compliance.

### **Provision of New Student Accommodation by the Private Colleges**

Whilst the accommodation requirements of many students attending the private colleges are different to university students these institutions still attract a large number of full time students requiring accommodation. Table 2 (above) shows that since 2013, 150 additional

<sup>9</sup> Oxford City Council Planning applications

<sup>10</sup> [https://www.oxford.gov.uk/downloads/download/420/annual\\_monitoring\\_report](https://www.oxford.gov.uk/downloads/download/420/annual_monitoring_report)

<sup>11</sup> In consultation with local estate agents a multiplier of 5 student rooms equating to 1 family dwelling has been determined as being a suitable equivalence rate

bedrooms have received planning permission directly by the private colleges. Whilst one of these Permissions was in favour of Oxford Tutorial College two were in favour of Bellerby's which has since ceased trading in the City. One of these developments (Luther Court, now known as Thames St) is now operated by Oxford Brookes whilst the other is let via a private student accommodation agency.

Increasingly further education colleges are housing their students in speculatively built student accommodation in direct competition with the universities. D'Overbroecks, Oxford International College and Cherwell College all house some of their students in new purpose-built student accommodation. Table 4 below shows the further education colleges which are beginning to house some of their students in boarder accommodation and, in doing so, potentially compete with the Universities for purpose built student accommodation.

**Table 4: Boarding accommodation used by further education colleges<sup>12</sup>**

<b>College and ages of pupils</b>	<b>Course types and accommodation types provided</b>	<b>Boarder accommodation</b>	<b>Capacity of boarder accommodation (no. pupils)</b>
Bellerby's 14+ (now ceased trading in Oxford)	Age 14-19. Boarding and homestay.	St Ebbe's (Now let via a private student accommodation agency)	50
		Pensons Gardens, St Clement's (Now let via a private student accommodation agency)	31
		St Aldate's (Spice Lounge) (Now let via a private student accommodation agency)	59
		Luther Court (Now operated by Oxford Brookes)	82
D'Overbroeck's Yr 7-6 <sup>th</sup> form	Day students only until sixth form. Mix of day and borders	106 Banbury Road	20
		Hayfield House	18
		Benson's	7
Oxford International College 15-18	A level students in halls, IGCSE with host families	Wavy Gate new purpose built halls (shared with Kings and Brookes) Travis Perkins site	93

<sup>12</sup> Based on information appearing in "Oxford City Council - Background paper 5 (June 2016): Students/Student Accommodation (higher education, language courses, private further education)"

		(originally restricted to Brookes/UofOx)	
Cherwell College 14-6 <sup>th</sup> form	GCSE, IGCSE, A levels University preparation	Cherwell House, Mill Street	55

### Balance of Student Accommodation in Oxford

Even though the supply of student accommodation in Oxford has increased over the past five years or so, the above data would suggest that there continues to be a significant shortfall. Whilst the University of Oxford and its constituent Colleges by Dec 2017 had made progress in increasing their own supply there still remain 3,174 students living outside of university provided accommodation; this is just above the 3,000 ceiling required by Core Strategy Policy CS25. Whilst Oxford Brookes University student accommodation situation has worsened significantly between Dec 2012 and Dec 2017 in relation to the 3,000 threshold required by Policy CS25 it has responded to the need to provide more accommodation through commissioning new build, via the private sector and taking on some of the new provision originally commissioned by a now-closed private college.

However, it is anticipated that it will take some time to reduce the number of students living outside of university provided accommodation from the current level of 4,089 to below the threshold of 3,000 required by Policy CS25. Therefore, although the private colleges have provided some additional student accommodation, the demands on the student housing supply caused by the private colleges' and language schools' continues to provide unhelpful competition with the two universities in meeting Policy CS25.

### REVISED POLICY APPROACH

The preferred approach set out in the Oxford Local Plan 2036 Preferred Options was to continue to link new or redeveloped university academic accommodation to the delivery of associated residential accommodation, supporting institutions to meet their own accommodation needs by demonstrating that they have fewer than a set number of full-time taught degree students living outside of university provided accommodation (excluding students studying and working on placements such as teaching and nursing students and post-graduates on research based courses). The policy threshold would be set based on existing student numbers (using a 2016 baseline), potentially reducing across the plan period and varying between each university.

Central to understanding the implications of this approach is an understanding of a number of factors. This section seeks to set out:

- Adjustment to definition and consequent to the future approach to monitoring;
- The universities' future plans for expansion of student numbers;

- The current pipeline of development of university sponsored purpose built student accommodation.

This intelligence has been used to inform the development of the proposed update to the policy approach.

### **Adjustment to Definition and Consequent Future Approach to Monitoring**

The Preferred Option (Opt 20; OCC Preferred Options, 2017) explicitly sought to separate out from the university accommodation requirements those on postgraduate research-based degrees. This effectively means that only those on taught undergraduate and taught post graduate degrees will be counted towards the accommodation requirements. This is because those undertaking research-based post graduate courses tend to play a more established and active role in the community with many being engaged on their degree through a form of paid studentship, employment or sponsorship.

The monitoring data provided by the Universities in respect of December 2017 and subsequently will therefore enable the exclusion of post-graduate research students from the calculation of university accommodation requirements.

### **Future Student Numbers**

It is difficult to be certain over the longer term in respect of the future recruitment of students. Factors that can influence this may be within the institutions' control (eg facilities, courses offered, maintenance of academic reputation) but are as likely to be outside their influence (e.g. government policy, macro-economic situation). The study by Cambridge Centre for Housing and Policy Research (2017)<sup>13</sup> for Oxford City Council sought to assess the universities growth intentions over the next 10-15 years. Also, through regular meetings with the individual universities, the Council has derived a view of the likely need for additional student accommodation in the future.

### **University of Oxford**

The 2017 Cambridge study found that most of the constituent colleges of the University of Oxford are expecting undergraduate numbers to remain pretty static with only a handful of colleges proposing a change greater than +/-1%. Conversely the predicted change in postgraduate numbers is more variable across the colleges. Again, most intend to maintain a stable postgraduate population, but some are planning greater change. The study, unfortunately, was not able to quantify this anticipated expansion.

More recent information shared with the Council by the University of Oxford (which is being utilised for the production of the University's 2018-23 Strategic Plan) would appear to generally reinforce the information in the 2017 Cambridge study with the key future variation in numbers being an unquantified increase in postgraduates where there are a

---

<sup>13</sup> [https://www.oxford.gov.uk/download/downloads/id/3758/student\\_housing\\_report.pdf](https://www.oxford.gov.uk/download/downloads/id/3758/student_housing_report.pdf)

number of planned courses that have yet to start. To date there has not been a distinction between taught and research post graduates in the data.

### ***Oxford Brookes University***

Oxford Brookes University has a global count of students of 18,500 of whom approximately 3,500 are overseas based and will not attend the UK campuses in Oxford or elsewhere in the UK. Approximately 13,500 students are taught on campus in Oxford.

It is the current understanding of Oxford City Council that Oxford Brookes University does not currently anticipate an increase in its Oxford-based student numbers with potentially a slight decline anticipated for September 2018.

### **Pipeline of Development of University Sponsored Student Accommodation**

This indicates the ongoing action being undertaken by the institution to address their accommodation deficit and plans to house any additional students recruited to the university.

### ***University of Oxford***

Preliminary information provided by the University indicates that there are 996 student accommodation units under construction of which 535 are for postgraduates and a further 123 postgraduate units have planning permission (in these data no distinction was made by the University between taught and research postgraduates). The University and its constituent colleges have plans and strategies over the next ten years for the provision of further postgraduate accommodation.

### ***Oxford Brookes University***

There are currently two major schemes in the pipeline with 885 units currently being constructed on the Cowley Barracks site and a further 660 units proposed at the Clive Booth Student Village in Headington.

## **JUSTIFICATION OF REVISED POLICY**

For each university the current policy (CS 25) has a blanket threshold of 3,000 students living outside of university-provided accommodation. This policy has served the universities and community well but has proved to be unresponsive to the evolving context. This has been demonstrated quite markedly in the case of Oxford Brookes where, in spite of an increase in provision of accommodation and reduction in student numbers the number of students living outside of university-provided accommodation has increased markedly since the national government's introduction of £9,000 fees in 2012.

The proposed Policy H9 "*Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation*" states in respect of University of Oxford:

*“Planning permission will only be granted for new/redeveloped or refurbished academic or administrative accommodation for the University of Oxford where it can be demonstrated that the number of their full-time taught course students living in Oxford in non-university-provided accommodation does not exceed 2,500. This threshold will be reduced to 1,500 at 1<sup>st</sup> April 2022.”*

This proposed policy approach in respect of student accommodation for the University of Oxford reflects the recently reduced number of students living outside of university-provided accommodation, the significant number of spaces in the pipeline and the relatively modest growth in student numbers anticipated. The policy will ultimately achieve a significant reduction of students living in non-university accommodation.

The approach proposed in respect of Oxford Brookes University is:

*Planning permission will only be granted for new/redeveloped or refurbished academic or administrative accommodation for Oxford Brookes University where it can be demonstrated that the number of their full-time taught course students living in Oxford in non-university-provided accommodation does not exceed 3,500. This threshold will be reduced to 3,000 at 1<sup>st</sup> April 2022.*

In respect of Oxford Brookes University the proposed approach, i.e. an initial increase in the threshold followed by a subsequent reduction, recognises the recent challenges that the University has faced in respect of the provision of student accommodation whilst at the same time recognising that there are initiatives in train to address the situation. The proposed approach will grant sufficient time for the university to bring the new accommodation already in the pipeline into use and continue its search for further provision post 2022.

As proposed in the 2018 Draft Planning Practice Guidance referenced above these policy approaches have been developed in conversation with Oxford’s two Universities and are intended to support their future growth in line with their planned student number trajectories whilst at the same time not placing the wider housing market under further stress.

The Private Colleges are subject to a different policy, Policy E3“*New academic or administrative floor space for private colleges/ language schools*” which recognises the effective competition of the private colleges with the universities and other businesses in respect of not only office and teaching space but also, critically, student accommodation. The private colleges will be subjected to limits on their expansion to ensure that their

activities do not unduly impact upon business and the universities. The issues posed by the private colleges are considered fully in the relevant Background Paper.

## **CONCLUSION**

The proposed policy approach to the future provision of student accommodation has been developed in conjunction with Oxford's two universities. It is believed by Oxford City Council that this policy will give an appropriate framework to address the need for additional student accommodation in the City in a proportionate, timely and balanced manner whilst at the same time reducing the reliance of students on the private rented sector for their accommodation. This in turn will, in time, reduce the pressure on the wider housing market generated by the presence of the large number of students in Oxford.



## APPENDIX 1: OXFORD CITY PLANNING PERMISSIONS RELATING TO STUDENT ACCOMMODATION SINCE THE ADOPTION OF THE CORE STRATEGY (2011)

Address	No. of rooms	Organisation	Date of permission	Description
172 Walton Street	1	Worcester College	17/02/2011	10/02663/FUL Erection of two storey rear extension and porch with alterations to create additional study bedroom. Change of use of part of ground floor to create tutorial rooms.
258 Cowley Road	10	Private owner	18/03/2011	10/03110/FUL Erection of two storey extension. Provision of student accommodation at first floor level, and extension to shop/storage area for 258 Cowley Road
258-262 Cowley Road	5	Private owner	14/04/2011	10/03110/FUL Division of existing flat over 258-262 Cowley Road, extension of part of existing first floor flat to provide student accommodation over 258 Cowley Road and rebuilding ground floor shop/ storage area to 258 Cowley Road; amendments to stair to flat over 256 Cowley Road; new shop fronts to 256 and 258 Cowley Road.( Amended Plans)
Dorset House School of Health Care, 58 London Road, Headington	313	Berkley Homes	21/04/2011	10/03136/FUL Demolition of 1a Latimer Road and 44 London Road. Alterations to 60 London Road and erection of 3 buildings of 2,3 and 4 storeys to provide 313 student bed spaces, ancillary accommodation, plant and secure and integrated cycle storage for 160 cycles. External works including associated communal space 4 car parking spaces for disables residents, 1 staff car parking space and 12 visitor cycle spaces. ( Amended Description, Amended Plans, Amended CTMP)
Former Bus Depot	112	Berkley Homes	16/06/2011	12/00455/FUL Erection of building to provide 112 student study rooms, 3 parking spaces, cycle parking, access, and landscaping (amended scheme to include additional study rooms from that approved under references 09/01201/OUT and 11/01150/RES). Development Site Of Former Oxford Bus Depot 395 Cowley Road. Limited to Full time students on academic courses of 1yr plus

381 Cowley Road	12	Greenings (Oxford) Ltd	01/07/2011	11/01167/FUL Change of use of first floor accommodation from assembly and leisure (class D2) to 12 x student units (class C2) with associated external alterations. (Amended Plans)
23 Park End	19	Private owner (no info. iro occupants)	15/07/2011	15/01643/FUL Demolition of the existing single storey commercial unit. Erection of 1No. two storey building to create 16 x 1-bed student study rooms and erection of 1No. two storey building to create 1 x 1-bed warden flat and 1 x 3-bed postgraduate flat. Limited to Full time students on academic courses of 1yr plus
The Cavalier Pub, Oxford	58	Private owner (no info. iro occupants)	20/07/2011	10/03215/FUL. Demolition of existing public house. Erection of two and three storey building accommodation for retail store and 35 student study bedrooms.
1 Woodbine Place	9	Private owner (no info. iro occupants)	27/07/2011	11/01345/FUL Change of use from hostel (SG) to student accommodation (SG) comprising 9 study bedrooms.
123 to 127 Walton Street and 32/32A Little Clarendon Street	41	Shirehall Properties Ltd	23/08/2011	11/00711/FUL Retention of front part of 123-125 and 127 Walton Street. Erection of new structure. Demolition of 126 Walton Street and 32-32A Little Clarendon Street and their replacement with new 3 and 4 storey building. Provision of 6 retail units on ground and basement floors with student accommodation (41 Study rooms) on upper floors. (Amended Plans)
162-164 Hollow Way	19	Speedy Property Solutions	12/09/2011	11/00765/FUL Demolition of existing building. Erection of 2x2 storey building accommodating 19 student study rooms plus warden's accommodation. Provision of cycle and bin storage.
12A Friar's Entry	29	Eckersley (Oxford) Limited	12/10/2011	11/01814/FUL. Part demolition of existing sub-station building fronting Red Lion Square. Erection of part 4 storey, part 7 storey building to provide 29 No. en-suite student bedrooms. Limited to Full time students on academic courses of 1yr plus

379 Cowley Road	6	Clive Smith (Oxford) Ltd	10/11/2011	11/02202/FUL. Erection of two-storey building to provide 6 student bedsits with communal space, and office (Class A2). Limited to Full time students on academic courses of 1yr plus
St Hughs College, St Margaret Road	63	St Hugh's College	13/12/2011	11/01794/FUL Erection of freestanding building on 3 and 4 levels plus basement to accommodate Chinese Institute plus 63 student study rooms for St. Hugh's, together with College offices, music room, lecture theatre, seminar room and ancillary facilities. Access from Canterbury Road via new gate to 20 car parking spaces including 4 disabled and 140 cycle parking spaces. (Amended plans)
Mansfield College, Mansfield Road, Oxford	78	Mansfield College	16/12/2011	11/02210/EXT Application to extend the time limit of planning permission 08/01741/FUL for erection of new buildings over four floors and basement to provide student accommodation (78 rooms), meeting rooms, offices, common rooms and ancillary facilities. Associated landscaping and pedestrian access and landscaping improvements to existing main quadrangle.
51 Union Street	26	Crampton Smith Properties	24/01/2012	11/02248/FUL. Demolition of former school canteen. Erection of 26 en-suite student rooms with shared facilities. Limited to Full time students on academic courses of 1yr plus
Cantay House, 36-39 Park End Street	44	Cantay Investments Ltd	09/02/2012	11/02447/FUL Demolition of rearmost building. Erection of 5 storey building to comprise 44 student study rooms plus wardens accommodation. Can be used for other students outside of normal term time
Land to the rear or 17-41 Mill Street	55	Bellerby's	15/02/2012	11/02382/FUL. Erection of two storey building to provide 55 ensuite student rooms plus warden's accommodation. Limited to Full time students on academic courses of 1yr plus
117 Banbury Road	3	Oxford Overseas Student Housing Association Ltd	20/02/2012	12/00045/FUL Demolition of existing timber extension. Erection of 2 storey extension to accommodate administrative offices. Internal alterations to include conversion of first floor offices to 3 additional study bedrooms.

381 Cowley Road	12	Private owner (no info. iro occupants)	23/04/2012	11/02884/FUL. Change of use of first floor (remainder) from D2 (leisure and assembly) to 5 x student units (Sui Generis) with associated external alterations. Limited to Full time students on academic courses of 1yr plus
Summertown House, Apsley Road	5	University of Oxford	17/05/2012	12/00239/FUL Refurbishment of eastern block of student accommodation including recladding of all elevations, internal alterations to stairs, lifts and student flats to create 5 additional residential units. Alterations to central car parking area to create landscaped garden, plus creation of covered cycle store for additional 84 cycles to rear of site, and new car port and store to serve Lodge. (Amended plans) (Amended description)
Castle Mill, Roger Dudman Way	312	University of Oxford	13/08/2012	11/02881/FUL Extension to existing student accommodation at Castle Mill to provide additional 312 postgraduate units consisting of 208 student study rooms, 90 x 1 bed graduate flats and 14 x 2 bed graduate flats, plus ancillary facilities, 360 covered cycle spaces and 3 car parking spaces. (Amended Plans)
Travis Perkins, Chapel Street	190	Dominion Developments	23/08/2012	12/01388/RES   Former Travis Perkins site. Demolition of existing buildings on site. Erection of 190 student study rooms plus B1 levels 1&2. Limited to Ox Brookes Uni in term time
Harris Manchester College, Mansfield Road	5	Harris Manchester College	24/09/2012	12/01729/FUL Demolition of rear section of 24 Holywell Street. Erection of three storey student accommodation and clock tower, alterations to existing boundary wall (involving demolition) and formation of new gated entrance (amended description) (Amended plans)
220-222 Cowley Road	18	RMA properties	25/10/2012	12/02447/FUL   Demolition of existing buildings comprising shop, workshop (Use Class B1) and student accommodation. Erection of new buildings to provide replacement retail, offices (Use Class B1), self contained two bedroom flat, and student accommodation (18 student study bedrooms and ancillary accommodation). Limited to Full time students on academic courses of 1yr plus

St Clement's Car Park & Public Convenience, St Clement's Street	140	i-Q Student Accommodation	06/03/2013	12/01369/FUL Redevelopment of St Clement's car park to provide 140 student study rooms and ancillary accommodation in two blocks on 3, 4 and 5 floors.
229 Cowley Road	13	Oxford Tutorial College	16/09/2013	13/02417/FUL Change of use of 229 Cowley Road from dwelling house (Use Class C3) to student accommodation (Sui Generis). Erection of 1 x 3-bedroom dwelling house (Use Class C3)
Mansfield College, Mansfield Road, Oxford	78	Mansfield College	17/10/2013	13/01637/FUL Erection of new building on 5 floors plus basement to provide 78 student study rooms, offices, common rooms, ancillary facilities and landscaping improvements.
Ruskin Hall	30	Ruskin College	17/10/2013	12/03123/EXT Application to extend the time limit for implementation of planning permission 09/00636/FUL (Erection of student accommodation on 2 and 3 storeys. Cycle parking. Associated hard and soft landscaping).
Luther Court	82	Bellerbys	18/10/2013	12/01228/FUL Erection of new buildings fronting Thames Street comprising 42 self-contained flats (13x1 bed, 29x2 bed) and 82 student study rooms on 5 and 6 storeys. Limited to Full time students on academic courses of 1yr plus
Former Ruskin College Site, Walton sTreet	90	Exeter College	03/02/2014	13/00832/FUL Redevelopment of existing student accommodation and teaching site comprising the demolition of all buildings, with exception of the 1913 Ruskin College facade to Walton Street and Worcester Place, and erection of 90 student study rooms, 3 Fellows/Staff residential rooms, teaching facilities, library archive social space, landscaping and associated works. (Amended plans and supplementary planning documents)
St Cross College, ST Giles	53	St Cross College	28/07/2014	13/01800/FUL Demolition and rebuilding of existing boundary walls. Erection of 53 study bedrooms, lecture theatre, library, seminar rooms and ancillary accommodation on 4 floor plus basement.

Harris Manchester College, Mansfield Road	8	Harris Manchester College	27/08/2014	14/01762/FUL Demolition of part of listed boundary wall.Erection of first floor rear extension to Arlosh hall. Erection of a two storey building to rear of No.30 Holywell Street to provide 8 student bedrooms.
North Oxford Medical Centre	9	University College, UoO	17/09/2014	14/01725/FUL Change of use from Doctor's Surgery (Use Class D1) to 9 bedroom student accommodation (Use Class C2) and associated Porter Lodge on ground floor. . Creation of additional entrance to provide access into entrance hall. (Amended plans) (Amended description)
376 Banbury Road	36	D'Overbroecks And Carnegie Capital Estates	24/03/2015	14/03445/FUL Demolition of existing building. Erection of school boarding house on 3 and 4 storeys, plus basement. Provision of 2 car parking spaces, cycle and bin stores, landscaping and ancillary works.
Harris Manchester College, Mansfield Road	2	Harris Manchester College	04/06/2015	15/00994/FUL Alterations to roof on west elevation to match existing roofslope. Formation of 1 no. dormer window to west elevation and 3 no. dormer windows to east elevation in association with loft conversion. (Amended plans)
Cheney Hall	20	Oxford Brookes University	10/07/2015	15/01568/FUL Change of use from B8 storage and distribution to C2 student accommodation to provide 20 student rooms.
4-5 Queen Street	133	Reef Estates Ltd with Christ Church College	04/08/2015	14/02256/FUL Demolition of 4-5 Queen Street and rear of 114-119 St Aldates. Renovation and alteration of remaining properties at 114-119 St. Aldates with roof extension, plus erection of new building to Queen St on 5 levels plus basement. Change of use from offices and retail to form 2 Class A1 retail units plus further unit for either Class A1 (retail), Class A2 (offices) or Class A3 (restaurant) at basement and ground floor levels. Provision of 133 student study rooms at upper levels, plus ancillary facilities at basement level

162-164 Hollow Way	16	Speedy Property Solutions	21/08/2015	15/01643/FUL Demolition of the existing large single storey retail unit (A1) Erection of building to provide 16 student rooms (plus 1x1-bed warden flat and 1x3-bed post-graduate accommodation which is counted as C3). Term time for 1yr+ FT courses. Wider use in vacations
Land to Rear Fairfield	30	University College, UoO	08/10/2015	15/01102/FUL Erection of 6 buildings to provide 30 student rooms.
Friar Pub, 2 Old Marston Road	30	Dunne Property Developments	22/10/2015	15/02543/FUL. Site of former PH. Erection of 3-storey building to provide student accommodation of 30 number ensuite rooms with kitchen/diner to each floor and communal hall. During term time for student accommodation. Outside term time can be extended to include accommodation for cultural and academic visitors and summer school delegates but not for conference use.
115 Babury Road UC	36	University College, UoO	10/11/2015	15/01104/FUL Demolition of existing bungalow, part of existing Fairfield Residential Home and various outbuildings. Erection of replacement residential care home consisting of 38 bedrooms, communal and ancillary facilities on 1, 2 and 3 storeys, together with extension and alteration to existing garage to rear of 25 Staverton Road to form manager's accommodation. New vehicular access from Banbury Road, 18 car parking spaces and landscaped garden (Amended plans)
Site of former Friar Public House	30	Dunne Property Developments	20/01/2016	15/02543/FUL Erection of 3 storey building to provide 30 student rooms. Student accommodation for term time for 1yr+ FT courses. Use of student accommodation outside term time by cultural and academic visitors and by conference and summer school delegates.
11 Winchester Road	0	Hertford College, UoO	06/04/2016	15/00759/FUL Change of use from large House in Multiple Occupation to Student Accommodation.
Florey Building	25	Queens College, UoO	06/06/2016	15/03643/FUL. Refurbishment and extension to provide 25 additional student study bedrooms.

36 38 40 London Road & 2 Latimer Road	167	Frontier Estates (Oxon) Ltd	15/04/2016	15/00858/FUL. Demolition of existing buildings. Erection of 167 student study rooms and 4 C3 dwellings. Close to OBU. The student accommodation shall only be occupied by students in FTE on courses of an academic year or more.
Canterbury House, Cowley Road (Reliance Way)	60	Cantay Estates Ltd	22/12/2016	16/01973/FUL. Change of use of Canterbury House, Adams House and Rivera House from Class B1(a) office use to 48 student study rooms and ancillary facilities. Full planning permission for the erection of a three storey building to provide 30 further student rooms and ancillary facilities. During term time for student accommodation. Outside term time can be extended to include accommodation for cultural and academic visitors and summer school delegates but not for conference use.
77-83 Iffley Road	13	St Hilda's College, UoO	19/12/2016	16/02772/FUL Erection of a four storey rear extension to provide 13 additional student study rooms.
Canterbury House	78	A2 Dominion and Cantay Estates Ltd	21/12/2016	16/01973/FUL. Change of use of Canterbury House, Adams House and Rivera House from Class B1(a) office use to 48 student study rooms and ancillary facilities. Full planning permission for the erection of a three storey building to provide 30 further student rooms and ancillary facilities. During term time for student accommodation. Outside term time can be extended to include accommodation for cultural and academic visitors and summer school delegates but not for conference use.
Swan Motor Centre, Between Towns Road	144	Watkin Jones	15/02/2017	16/01752/FUL. Redevelopment of site to provide purpose built managed student accommodation comprising 144 study rooms, provision for one commercial unit, and provision of an on-site management suite. FT students only
Somerville College, Woodstock Road	68	Somerville College, UoO	31/03/2017	16/03062/FUL Erection of five storey building to provide 68 student rooms. Extension/refurbishment to provide 42 student rooms.



24 Norham Gardens	11	St Edmund Hall	13/04/2017	17/00418/FUL Conversion of existing building from 3 x flats (Use Class C3) to provide 1no. bedsit and 11no. student bedroom (Sui Generis).
Balliol College Sports Ground	223	Balliol College	30/05/2017	16/03056/FUL Proposed demolition of existing collegiate accommodation and erection of C2 residential institution including sports pavilion, assembly space and associated accommodation, access and landscape.(amended information and revised plans)
Rymers Lane	39	Cantay Estates	21/06/2017	16/02997/OUT Application for outline planning permission for the provision of development comprising a purpose built student accommodation facility of 39 study bedrooms with ancillary facilities for use during academic term time and vacation periods. For occupation during term time by students in full time education on courses of an academic year or more. Outside term time may be extended to include accommodation for cultural and academic visitors and for conference and summer school delegates.
46-47 St Clements	16	Private owner (no info. iro occupants)	01/08/2017	17/01230/FUL Change of use from a House in Multiple Occupation (Use Class C4) and Housing in Multiple Occupation (Sui Generis) to Student Accommodation (Sui Generis).
St Catherines College, Manor Road	78	St Catherines College	03/10/2017	17/00758/FUL Erection of 78 student bedrooms (4 with disabled access) arranged in clusters of 8, over three floors in three 'pavilion' style buildings connected by glazed stairwells; together with a three storey Graduate Centre, landscaping, flood compensation, and associated infrastructure; and including the demolition of staircase 23.
Oxford Business Centre, Osney Lane	514	SC Osney Lane Ltd	22/12/2017	16/02945/FUL Demolition of units 1-15 Oxford Business Centre and redevelopment including erection of purpose built student accommodation with small-scale A1, A3, A4 and B1 units, with associated landscaping.

British Telecom, James Wolfe Road	885	Unite Students	04/01/2018	17/02140/FUL. Demolition of existing buildings. Erection of new student accommodation comprising of 885 student rooms (of which 46 would be fully accessible), communal areas and amenity provision. Use of student accommodation outside term time by cultural and academic visitors and by conference and summer school delegates.
St Hilda's College, Cowley Place	59	St Hilda's College, UoO	29/03/2018	17/02537/FUL Proposed demolition of existing buildings and redevelopment comprising: erection of new building to provide student accommodation (59 bedrooms), porters lodge, middle common room, fellows' accommodation and academic and administrative offices; erection of new pavilion building; removal of existing porch to old hall building and provision of replacement; creation of new pedestrian access from Cowley Place; replacement bin and bicycle parking.