

Authority Monitoring Report

1st April 2022 to 31st March 2023

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Providing a world-class city for everyone

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Chapter 1: Introduction

- 1.1 This is Oxford's eighteenth Authority Monitoring Report (AMR). It 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 planning policies (Appendix A) helps to ensure that progress is being made towards achieving the Plan's objectives. Monitoring also helps to identify when policies may need adjusting or replacing if they are not working as intended or if wider social, economic or environmental conditions change. This information is important in shaping our approach to reviewing the Plan and 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 (Appendix B).
- 1.2 The AMR no longer reports on S106 and CIL income. This can be found in the Infrastructure Funding Statement published in December 2023¹.

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 the National Planning Policy Framework (2021, paragraph 8):
 - 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 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.

¹[Infrastructure Funding Statement \(December 2021\)](#).

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. A new 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. 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 2022/23 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 Preferred Options consultation (Regulation 18 Part 1) of the OLP 2040 was carried out in Autumn 2022. This was followed by a separate supplementary consultation (Regulation 18 Part 2) which focused specifically on housing need in Spring 2023.

Table 1: Progress against Local Development Scheme timescales in 2022/23

- 2.2 Work continued on the [Oxfordshire Plan 2050](#) (OP 2050) during this monitoring period, however work on the Plan ceased in August 2022 following a decision taken by the Oxfordshire authorities.

Duty to Co-operate

- 2.3 The Duty to Cooperate, introduced by the Localism Act 2011, requires on-going, constructive collaboration and active engagement with neighbouring authorities and other statutory bodies when preparing Local Plan documents.
- 2.4 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); the Oxfordshire Local Enterprise Partnership (LEP); the Oxfordshire Area Flood Partnership; and the Oxfordshire Planning Policy Officers Group. These meetings are attended by lead members and/or by a range of senior officers. Engagement with other stakeholders about Duty to Cooperate matters was very important in the development of the Local Plan 2036, and commentary about those processes is provided in more detail in the Local Plan Consultation Statement.
- 2.5 A detailed Duty to Cooperate Statement² was produced which outlines the scope and nature of engagement, both formal and informal, and the impact this cooperation has had on decisions

² [Duty to Cooperate Statement](#)

made by the Council, including which planning policies have been put forward and the rationale behind them.

Neighbourhood plans

- 2.6 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.
- 2.7 No Neighbourhood Plans were formally made during the 2022/23 monitoring year.

Consultations

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

2.9 West End & Osney Mead Supplementary Planning Document (SPD) Consultation

Consultation dates:	29 th June 2022 – 17 th August 2022
Summary of what we did:	<p>In June 2022, the City Council’s Cabinet approved the Draft West End and Osney Mead SPD document for public consultation. This consultation period ran between June and August 2022; this followed up on the initial consultation which had been held in 2021. The West End and Osney Mead SPD was adopted on 16th November 2022.</p> <p>A summary report of the consultation can be found here: Oxford West End SPD - Adoption Statement and Public Participation Statement Oxford City Council</p>

2.10 Oxford Local Plan 2040 Preferred Options Consultation

Consultation dates:	3 rd October 2022 – 6 th January 2023
Summary of what we did:	<p>A statutory consultation exercise (Regulation 18) was undertaken in the autumn of 2022 on the Local Plan Preferred Options document. This document had been developed as a result of the Issues consultation in 2021.</p> <p>To make the consultation as accessible as possible and to engage with a wide range of potential respondents, two different questionnaires were produced. The first of these questionnaires was a short leaflet questionnaire which was distributed door-to-door across the city (approximately 46,000 properties). Respondents were able to return their completed questionnaires via Freepost, while an online version was also made available for those who preferred to use this method. This questionnaire was designed with the intention of making it possible for people with only 5-10 minutes to spare to get involved.</p> <p>The second questionnaire was a longer structured form that was available on the Council's online Consultation Portal. This was intended for stakeholders and those with more time to spare. Comments could also be submitted in writing via email or letter.</p> <p>Some of the questionnaires were delayed due to postal distribution problems. An extension of time until the first week of January 2023 was arranged to enable the return of completed questionnaires.</p> <p>To advertise the consultation, a number of 'drop in' sessions were organised at various locations across the city, attended by officers of the Planning Policy team. In addition to the direct mailing of leaflet questionnaires, a social media and bus advertising campaign was arranged to promote the consultation. Statutory consultees, Duty to Cooperate bodies and local groups who were likely to be interested were also contacted directly, as were those who were on the Council's online consultation database with an interest in Planning and Regeneration.</p> <p>A summary report of the consultation can be found here: Preferred Options Regulation 18 (Part 1) Consultation Report Oxford City Council</p>

2.11 Oxford Local Plan 2040 Reg 18 Part 2 Consultation

Consultation dates:	3 rd February 2023 – 27 th March 2023
Summary of what we did:	<p>A focused supplementary consultation relating to the single issue of housing need within the Local Plan was arranged and ran between February and March 2023. This additional consultation became necessary in the context of work having stopped on the Oxfordshire Plan. This was accessible online and responses were also accepted via email.</p> <p>As with the Reg 18 Part 1 Consultation, statutory consultees and local groups who were likely to be interested were contacted directly, as were those who were on the Council’s online consultation database with an interest in Planning and Regeneration.</p> <p>A summary report of the consultation can be found here: Preferred Options Regulation 18 (Part 2) Consultation Report Oxford City Council</p>

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, not least for housing but also 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 as much protection from the loss of floorspace as possible, without compromising the capacity for the delivery of much needed housing. There is some flexibility within the policy to allow for potential changes in circumstance, and to ensure the strongest employment base possible, which will sometimes rely on the ability to develop supporting uses. Existing employment sites which are not performing well, or which make inefficient use of land will be encouraged to modernise, to better utilise the space. In some limited circumstances, such sites which will also be considered for alternative uses.
- 3.2 As such, Policy E1 sets out a hierarchical approach to employment categories, stating how existing employment sites will be supported to ensure appropriate levels of protection and intensification. The sites range from Category 1 and 2 sites, which are afforded most protection, to Category 3 and B8 uses which have more flexibility and potential to be released from employment uses for other purposes to ensure the best use of land. monitor the relevant permissions resulting in loss or gain of employment floorspace for each category, while recording the alternative use where known.

Permissions involving net loss of Category 1 and 2 employment floorspace

- 3.3 One permission has been granted within the monitoring period resulting in the loss of a category 2 employment floorspace.

Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
22/02836/FUL	Crown House, 193 Cowley Road (category 2)	Change of use of first floor offices (Use Class E(c)(ii)) to guest house (Use Class C1).	-270	C1

Table 2: Permissions involving net loss of category 1 and 2 employment floorspace 2022/23

Permissions involving net loss of Category 3 and other employment floorspace

- 3.4 Permissions which involve the loss or change of use of Category 3 and other employment sites are shown in Table 3:

Application reference	Site location	Development summary	Net loss of office/other employment floorspace (sqm)	Summary of alternative use
21/02870/FUL	Templars Shopping Square	Change of use from Commercial, Business and Service (Use Class E) to Restaurant and Takeaway (Sui Generis).	-186	Sui Gen
21/03639/FUL	221 Cowley Road	Change of use from Commercial, Business and Service (Use Class E) to create 1 x 3 bed flat (Use Class C3).	-69.2	C3
22/00129/FUL	5 Oxford Castle New Road	Change of Use from Commercial, Business and Service (Class E) to Local Community and Learning (Class F1).	-218	F1
22/00743/FUL	88 Magdalen Road	Change of use of the ground floor from Commercial, Business and Service (Use Class E) to residential to extend the existing dwelling at first floor level (Use Class C3).	-54	C3
22/00929/FUL	27-28 St Clement's Street	Change of use from Commercial, Business and Service (Use Class E) to dwellinghouse (Use Class C3).	-170	C3
22/01045/B56	47 – 49 Cowley Road	Application for prior approval for change of use from Commercial, Business and Service (Use Class E) to create 1 x 1 bed dwellinghouse (Use Class C3).	-58	C3
22/01214/CPU	John Smith Drive	Application to certify that the proposed change of use of the ground floor only from office (Use Class B1) to medical/health centre (Use Class E) is lawful development.	-747	Class E

22/02824/EC56	195 Banbury Road	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 1-bed flat (Use Class C3) (amended plans & description).	-45	C3
22/01497/FUL	Canterbury Works Glanville Road Oxford Oxfordshire OX4 2DD	Demolition of the existing property. Erection of a part two-part three storey building to create 7 x 1 bed flats (Use Class C3) and 2 x 2 bed flats (Use Class C3).	-430.8	C3
Total			-1,978	

Table 3: Permissions involving net loss of employment floorspace of Category 3 and other sites 2022/23

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:

Application reference	Site location	Development summary	Net gain of office/other employment floorspace (sqm)
22/00491/FUL	Assembly And Service Division BMW UK Manufacturing Ltd Garsington Road Oxford Oxfordshire OX4 6NL	Demolition of 2no existing single storey buildings. Erection of 1no single storey building to create offices (Use Class B1A).	118
22/01311/FUL	52 And 55 High Street Oxford Oxfordshire OX1 4AS	Conversion of use of 2no retail units (Use Class E(a)) into office space (Use Class E(g)(i)) including the lowering of the basement floor	147
22/01532/CT3	The Oxford Enterprise Centre Standingford House 26 Cave Street Oxford Oxfordshire OX4 1BA	Demolition of existing building and erection of a part two, part three storey office building	856
22/02399/FUL	8 Hollybush Row Oxford Oxfordshire OX1 1JH	Demolition of existing building and erection of four storey building for laboratories and offices (Use Class E).	400.7
22/02649/FUL	3-5 Hythe Bridge Street Oxford Oxfordshire	Change of use from non-residential educational facility (Use Class F1) to office/research and development facility (Use Class E).	1087

	OX1 2EW		
22/03042/RES	Oxford North Northern Gateway	Erection of commercial building (revised design of approved Red Hall) and immediate hard landscaping.	5710
22/03058/FUL	Northgate House 13 - 20 Cornmarket Street Oxford	Change of use from retail (Use Class E) to flexible use (Use Class E/Use Class E(c)(i)) for use as a commercial banking facility.	284
23/00083/FUL	1-5 Buckingham Street Oxford Oxfordshire OX1 4LH	Change of use of former Conservative Club (Sui Generis) on the ground floor of the building to Commercial, Business and Service Use (Use Class E).	226
Total			8,828

Table 4: Permissions involving net gain in new office floorspace 2022/23

Temporary changes of uses

3.6 Over the 2022/23 monitoring period, there were a number of permissions for Temporary Changes of Use.

Application reference	Address	Proposal	Change in employment floorspace m ²
21/03458/FUL	The Kassam Stadium Grenoble Road Oxford OX4 4XP	Erection of temporary office building (Use Class E(g)(i)). Temporary storing of vehicles on site. (Retrospective)	15.36
22/01712/FUL	U Y S Ltd, Garsington Road, Oxford, OX4 2BW	Temporary change of use of the existing UYS Building from general industrial (Use Class B2) to storage and distribution (Use Class B8) for a period of 5 years.	12,173
22/01026/FUL	20-21, Park End Street, Oxford, OX1 1HU	Temporary partial change of use of 20-21 Park End Street from restaurant (Use Class E(b)) to mixed use of sale of food and drink (Use Class E(b) and office (Use Class E(g)(i)) and non-residential institution (Use Class F1). Temporary change of use of 21B Park End Street from use as a dwelling (Use Class C3) to office (Use Class E(g)(i)). Temporary uses would be for a period of five years until 31st December 2027.	20
22/02556/FUL	19 Arthur Street, Oxford,	Continuation of the temporary	85

	OX2 OAS	change of use from dwellinghouse (Use Class C3) to Commercial, Business and Service (Use Class E) until the end of 2024.	
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Table 5: Permissions involving temporary net gain in new office floorspace 2022/23

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.³ Permitted Development Rights allow certain types of work without needing to apply for planning permission. Change of use to dwellings require a prior approval application⁴.

3.8 Table 6 shows the number of applications and the number of dwellings granted and refused prior approval since this system was introduced, and for which the City Council could only consider flood risk, land contamination, highways and transport, and noise, and could not apply other normal local plan policies in determining the applications.

Monitoring year	Prior approval required and granted		Prior approval required and refused	
	Number of applications	Number of dwellings proposed	Number of applications	Number of dwellings
2013/14	9	167	4	70
2014/15	9	64	1	1
2015/16	10	39	1	3
2016/17	9	113	2	96
2017/18	3	141	0	0
2018/19	1	3	0	0
2019/20	1	2	0	0
2020/21	8	17	1	3
2021/22	4	26	2	9
2022/23	2	2	1	2

Table 6: B1a office to C3 residential prior approval decisions 2013/14- 2022/23

³ 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/permission/responsibilities/planning-permission/permitted-development-rights>

⁴ Planning Portal: Prior approval - <https://www.planningportal.co.uk/planning/applications/consent-types/prior-approval>

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 remains at sustainable levels 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 as well as redevelopment and intensification as appropriate. Both institutions have indicated that they have the potential to deliver more of their own needs in this way. This policy approach is set out in Policy E2: Teaching and research, which states that planning permission will be granted to support the growth of the hospitals, through the redevelopment and intensification of their sites as set out in the site allocations, including to increase their teaching and research function. This policy also requires that schemes for all new education, teaching and academic institutional proposals (excluding providers of statutory education) demonstrate how they support the objectives of the wider development plan and align with its other policies.
- 3.11 The other policy approach involves restricting the number of students that each university is permitted to have living outside of university- provided accommodation. One strand of this approach is set out in Policy H9: Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation which does not permit new, redeveloped or refurbished academic floorspace unless the university has fewer than the threshold number of student numbers living outside of university-provided accommodation. The policy applies to university students on full-time taught degree courses of an academic year or more. These are the categories of student most suited to living in student accommodation.

University student number thresholds

- 3.12 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.
- 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 2022.

University of Oxford

3.15 The University of Oxford states that there were 26,497 students attending the University (and its colleges) as of 1 December 2022.

3.16 A number of agreed exclusions apply to the data:

- Part-time and short-course students (3,794)
- Students studying a research based post-graduate degree (6,576)
- Students studying a Further education course or a foundation degree (-)
- Vocational course students who will at times be training on work placements (156)
- Students with a term-time address outside of the city (OX1, 2, 3, 4) (815)
- Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (201)
- Students not attending the institution or studying at a franchise institution (65)
- Students studying outside Oxford (-)
- Specific course exclusions (BTh Theology and MTh Applied Theology) (28)
- Students who also have an employment contract with the university (-)
- Students on a year abroad and other placement students away from the university (209)

3.17 Considering these exclusions, there were 14,653 full-time University of Oxford students with accommodation requirements. As of 1 December 2022, there were 13,975 accommodation places provided across the collegiate University. This leaves a total of 678 students living outside of university provided accommodation in Oxford (Figure 1), which is within the threshold of Oxford Local Plan 2036 (Policy H9). The University has seen an increase in the total accommodation places from the previous monitoring period (13,382 to 13,975). There was a slight decrease in the total number of students attending the University. This could be linked to the over-recruitment of students in previous years.

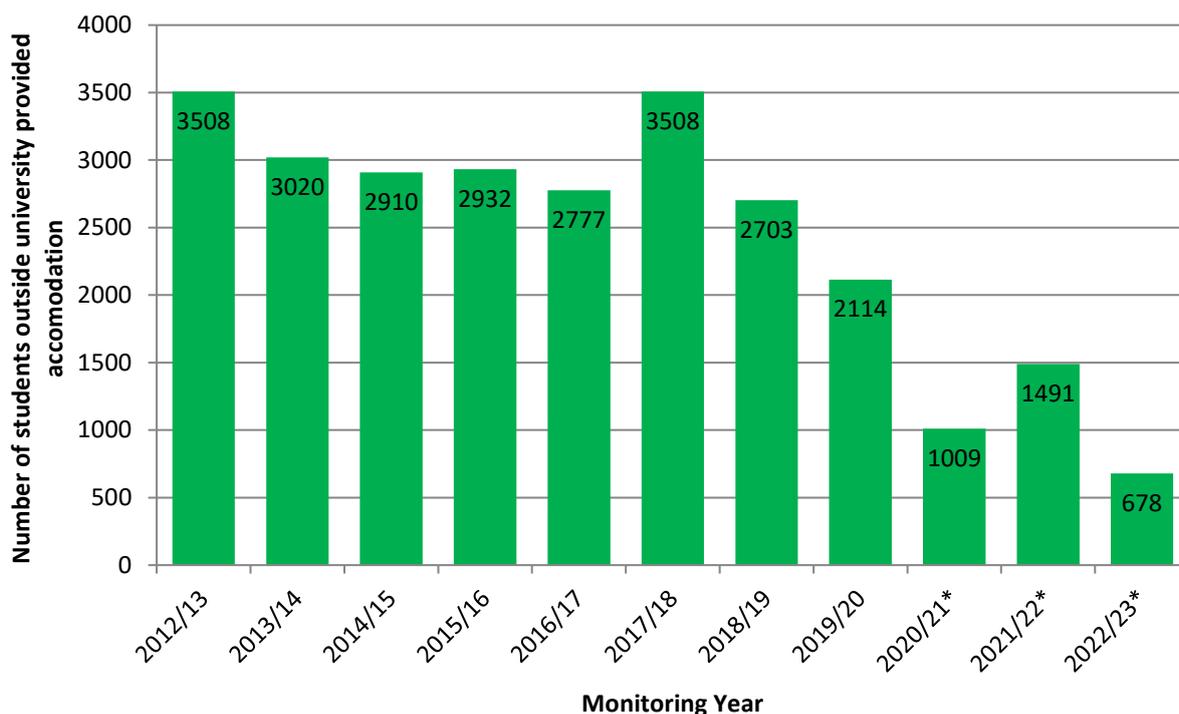


Figure 1: University of Oxford students only living outside of university provided accommodation 2012/13-2022/23 (*Note: Student numbers contributing to the threshold for 2020/21 onwards have been redefined according to the Local Plan 2036 definition and only include full-time, taught-course students. 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 student accommodation	Students living outside of university provided
2012/13	21,922	17,540	14,032	3,508
2013/14	22,108	17,589	14,569	3,020
2014/15	22,346	17,706	14,796	2,910
2015/16	22,601	17,748	14,816	2,932
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

Table 7: University of Oxford’s student numbers 2012/13 – 2022/23

Oxford Brookes University

3.18 Oxford Brookes University states that there was a total of 16,050 students attending the university as of 1 December 2021.

3.19 A number of agreed exclusions apply to the data:

- Part-time students (2,753 students)
- Students studying at franchise institutions (756 students)
- Students studying outside Oxford (i.e., Swindon campus) (266 students)
- Students on a Further Education course (99)

- Students on a research-based PG degree (134)
- Vocational Course students (1604)
- Students with a term-time address outside of the city (OX1, 2, 3, 4) (1552)
- Students living within the city (OX1, 2, 3, 4) prior to entry onto a course (326)
- Placement students away from the university (394 students)
- Private Student only accommodation (e.g., Alice House, Slade Park) (635)

3.20 Taking into account these exclusions, there were 7,531 full-time Oxford Brookes University students with accommodation requirements. As of 1 December 2022, there were 4,623 accommodation places provided by Oxford Brookes University. This leaves a total of 2,908 students without a place in university provided accommodation living in Oxford, which is below the threshold set in the Local Plan (Figure 2). It is noted from the University provided data, the occupancy rates of the University provided accommodation was at 95% overall, which is a large increase from previous monitoring years (82% in 2021/22 and 87% in 2020/21).

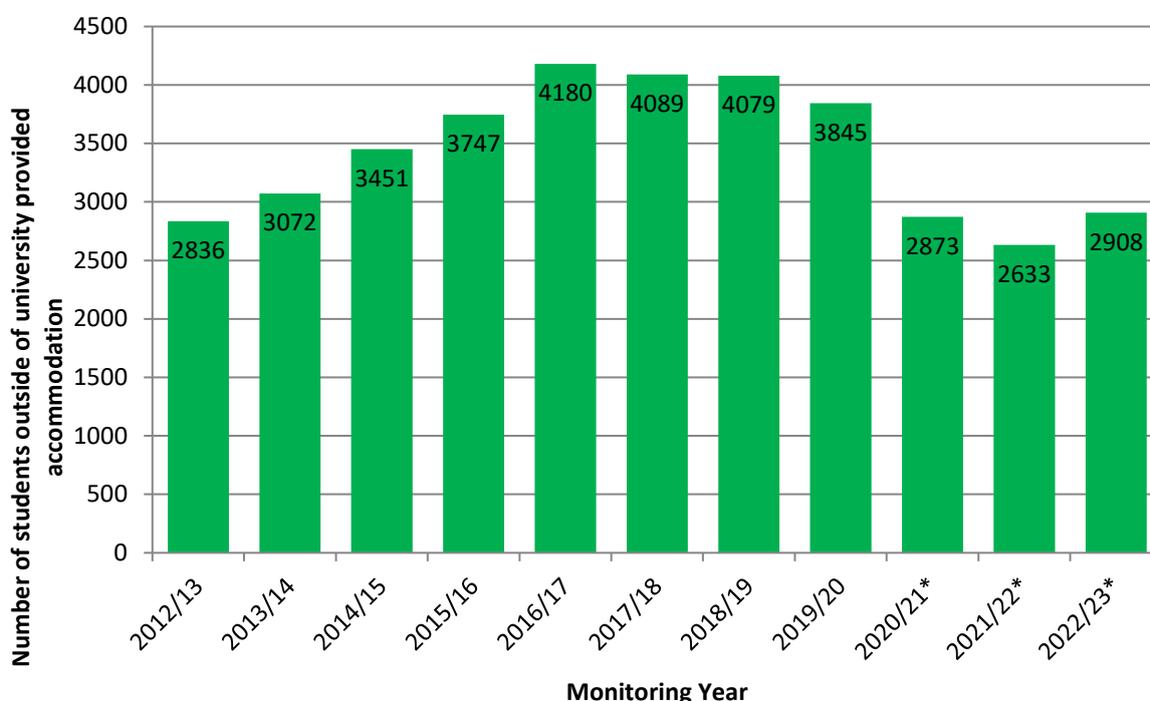


Figure 2: Oxford Brookes students only living outside of university provided accommodation 2012/13 – 2022/23
 (*Note: Student numbers contributing to the threshold for 2020/21 onwards have been redefined according to the Local Plan 2036 definition and only include full-time, taught-course students. Please 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 2022/23. A more detailed breakdown of Oxford Brookes University’s student numbers is provided in Table 8:

Monitoring year	Total number of students	Students needing accommodation in Oxford	Units of University provided student accommodation	Students living outside of university provided accommodation
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
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

Table 8: Oxford Brookes University's student numbers 2012/13 – 2022/23

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, since March 2022. This redevelopment, when fully completed, will further increase the University's student accommodation capacity within existing land owned by the University. Oxford Brookes will welcome students into the new CBSV rooms in the 2023/24 monitoring year as part of the first phase of the redevelopment. There will be a further reduction in the University's nomination halls agreements in the next year.

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 9:

Application reference	Site location	Development summary	Net increase of academic/admin floorspace onsite (sqm)	Compliance with E2 or H9 requirements
21/03057/FUL	Radcliffe Observatory Quarter, Woodstock Road. Oxford, Oxfordshire, OX2 6GG	The construction of a new humanities building to include; academic faculty space, a concert hall, a theatre, experimental performance lab, lecture hall, public engagement and outreach facilities, new public realm and landscape space with associated access, servicing route, disabled parking facility and covered and open cycle spaces.	22,997	Yes
22/00129/FUL	5 Oxford Castle, New Road, Oxford OX1 1AY	Change of Use from Commercial, Business and Service (Class E) to Local Community and Learning (Class F1). Alterations to fenestration and 1no door on front elevation. Replacement of 1no	218	Yes

		sign on front elevation and 1no sign on side elevation. (Amended plans)		
22/00679/FUL	Headington Hill Campus, Oxford Brookes University, Headington Hill, Oxford, Oxfordshire, OX3 0BT	Proposed Engineering Building (F1 Class) including landscape, services, cycle parking and associated works	2,247	Yes
22/02143/FUL	Northgate Hall, 18 St Michael's Street, Oxford, Oxfordshire, OX1 2DU	Change of use from Restaurant (Use Class E) to Chapel and Church Hall (Use Class F1).	460.1	Yes
22/03008/FUL	116 - 117 High Street Oxford Oxfordshire OX1 4BZ	Change of use of the basement and ground floor from retail (Use Class E) to part retail to the front ground floor (Use Class E(a)) and part library for College use (Use Class F1(d)) to the rear ground floor and basement.	394	Yes
Total			26,316.1	

Table 9: Approved additional academic and administrative floorspace 2022/23

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.

3.26 During the monitoring period the Oxford Economic Strategy 2022⁵ and the City Centre Action Plan 2022⁶ have been published, both of which have objectives to improve the vibrancy and vitality of the city. The Oxford Economic Strategy focuses on specific actions around the creation of a global city whilst the City Centre Action Plan is a collaboration between Oxford

⁵ [Oxford Economic Strategy 2022](#)

⁶ [City Centre Action Plan 2022](#)

City Council and local stakeholders, with the objective of identifying a set of actions to strengthen the resilience of our city centre, post pandemic.

Adapting to the changes to Use Classes Order

3.27 Changes to the Use Classes Order⁷ 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. In time, the new Local Plan 2040 will frame a new set of policies around the updated use classes order. This emerging policy will allow accurate comparison between future collected data and updated corresponding Use Classes threshold policies. In the meantime, we have provided a simple report of current frontage.

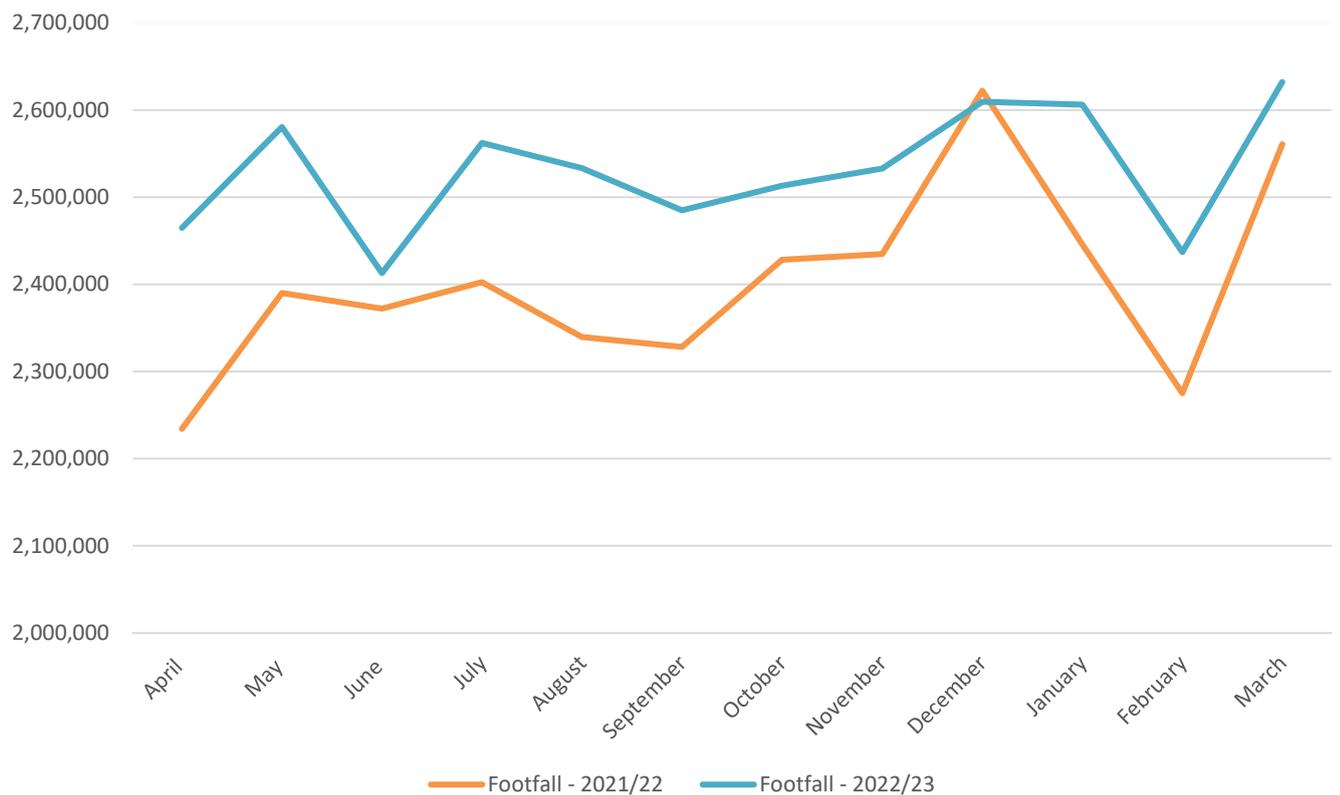
V1 - Ensuring the vitality of centres

3.28 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.

3.29 Figure 3 shows a footfall comparison of the 2021/22 and the 2022/23 monitoring periods. Both periods of data record their two highest footfalls in both December and March. The key and consistent trend from this comparison shows that for the vast majority of the year footfall is higher each month during 2022/23 than 2021/22. On average 2022/23 sees more than 100,000 more people per month than in 2021/22.

⁷ 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

3.30 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 97%, a very similar figure to last year. Within secondary areas of the city centre E Class uses have decreased very slightly down to 75%. This is likely 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.

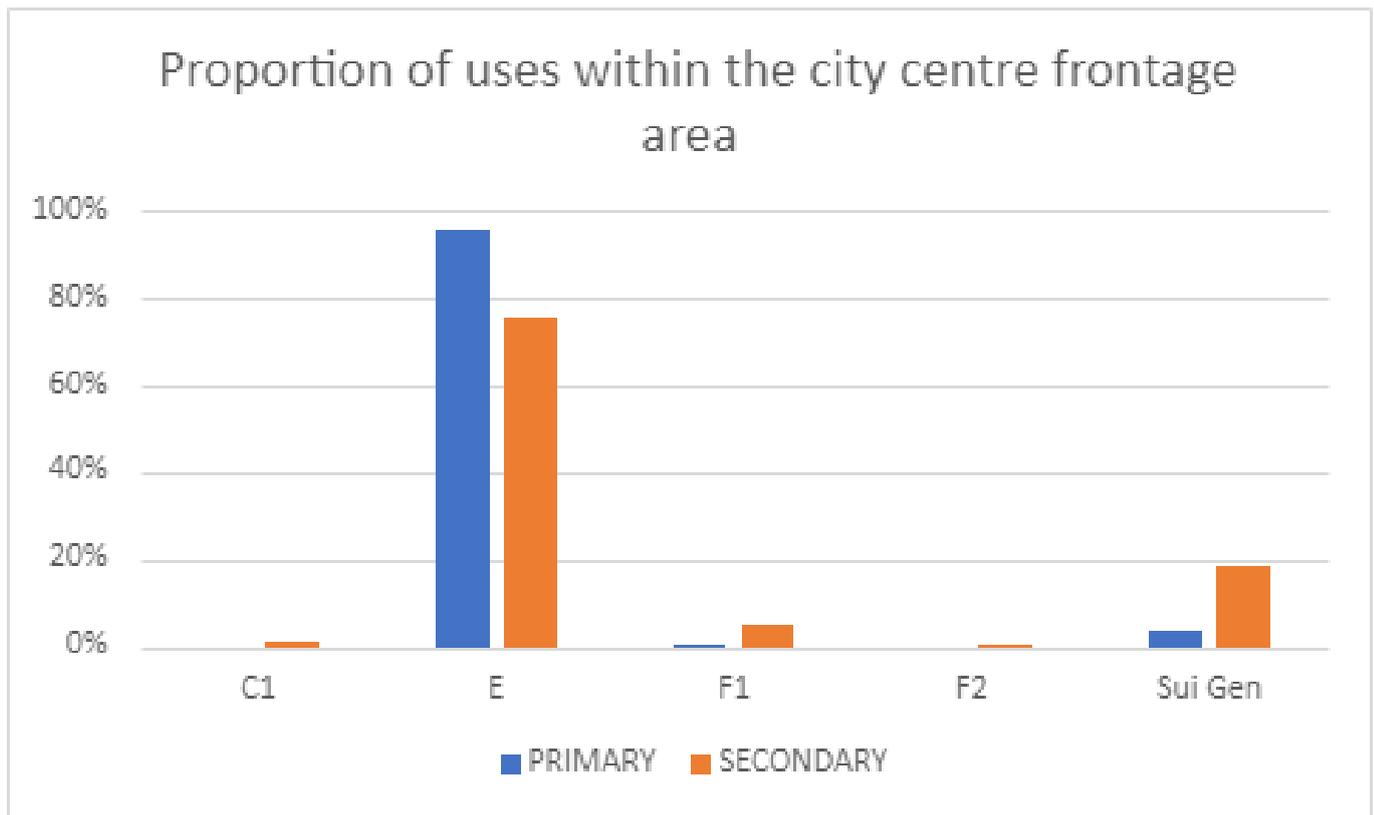


Figure 4: Proportion of uses in the City Centre primary and secondary retail frontages

V3 – Covered Market

3.31 During the 2022/23 monitoring year there were two (change of use) applications permitted in the Covered Market shown in Table 10, one was a change to Sui Generis and the other was a subdivision. The change of use to Tap Social drinking establishment will benefit from extended opening hours opening until 11pm three nights a week:

Application reference	Site location	Development summary
22/00522/FUL	60-62 Covered Market, Market Street, Oxford, OX1 3DX	Change of use of former Hedges butcher retail unit (Ea) to Tap Social licensed drinking establishment (Sui generis).
22/00662/LBC	115 - 120 Covered Market, Market Street, Oxford, OX1 3DZ	Subdivision of existing retail units, internal refurbishment works and alterations to shopfronts. (Amended description).

Table 10: Permissions granted within the Covered Market

V4 - District and local shopping centre frontages

3.32 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.

3.33 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 just under 80% mainly due to a large proportion of Sui Generis uses which now includes drinking establishments and hot food takeaways within the district.

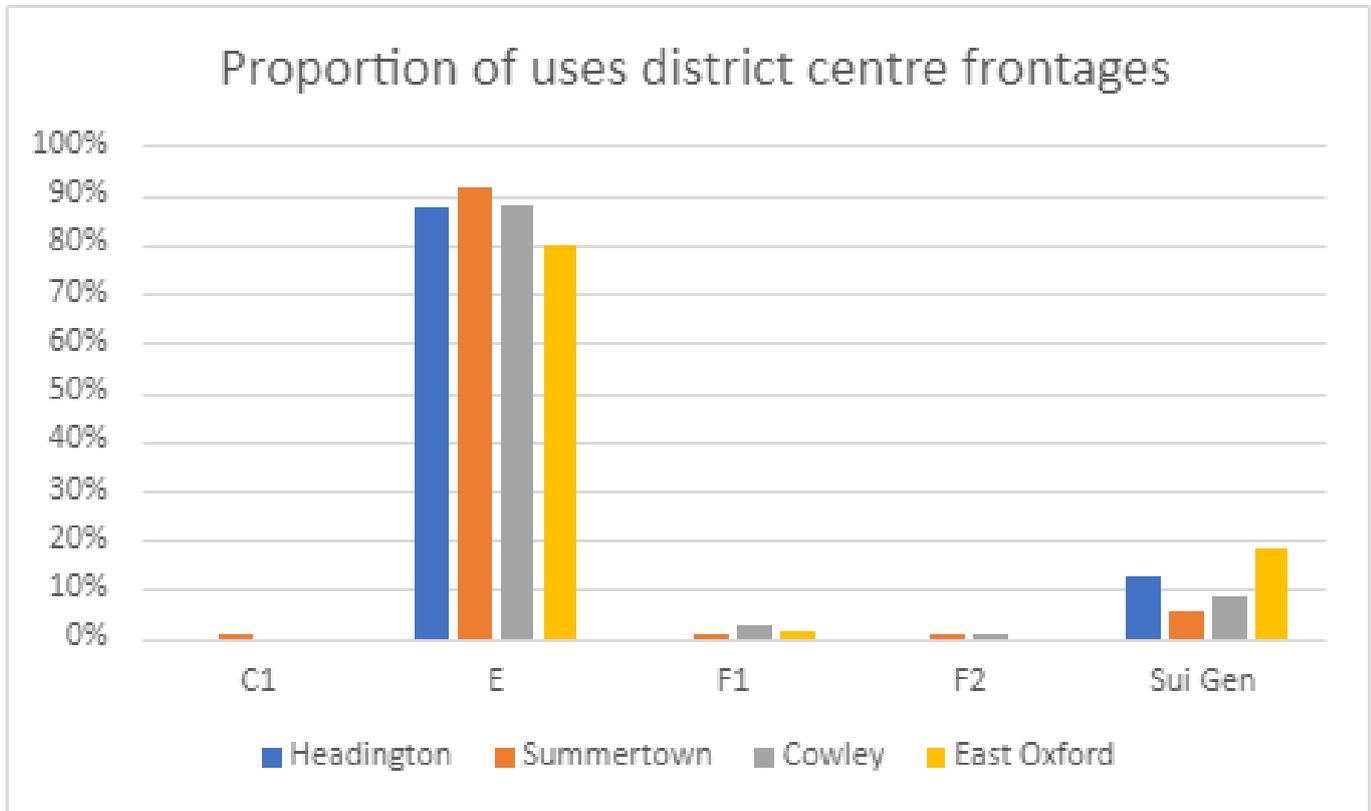


Figure 5: Proportion of uses across Oxford’s district centres retail frontages. Source: Oxford City Council.

Sustainable tourism

- 3.34 Tourism is an important element of Oxford’s economy. The city is world famous and attracts a number of visitors and 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 and footfall is now exceeding pre pandemic levels.
- 3.35 Policy V5, ‘Sustainable Tourism’, seeks to encourage development of new tourist accommodation in the most sustainable locations which are not dependent upon the private car and that do not involve the loss of residential dwellings or affect the amenity of neighbours. The policy seeks to preserve as much of the existing offer of short stay accommodation as possible. Policy V5 encourages new tourist attraction in accessible locations well related to existing facilities and where such uses can contribute to regeneration.

Application reference	Site location	Development summary
21/03582/FUL	The Deaf and Hard of Hearing Centre	Permission granted for an additional 130 hotel bedrooms (Use Class C1).
22/01913/FUL	326 Abingdon Road	Permission granted that resulted in a loss of 11 rooms to create 4 x 3 bed dwellings (Use Class C3)
22/02836/FUL	Crown House, 193 Cowley Road	Change of use of first floor offices (Use Class E(ii)) to guest house (Use Class C1) creating 9 rooms

Table 11: Short stay accommodation permissions granted

Chapter 4: Strong, vibrant and healthy communities

Housing completions

4.1 In the 2022/2023 monitoring year, 554 (net) dwellings were completed in Oxford. The cumulative number of dwellings completed in the 7 years since the start of the Local Plan period (2016/17 to 2022/23) is 3,780 dwellings (net) with the application of ratios for communal accommodation (student, care and other communal accommodation completions) (Table 12).

Year	Housing Type					Total dwellings completed (net)
	Market Dwellings Completed	Affordable Dwellings Completed	Student Rooms Completed (Number of Equivalent 'dwellings') See table 17 for details	Care Home Rooms Completed (Number of equivalent 'dwellings')	Other communal accommodation Completed (Number of equivalent 'dwellings') See table 18 for details	
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	293 274**	131 (52)	-13 (-7)	34 (19)	581
2022/23	142	273	266 (107)	0 (0)	57 (32)	554
TOTAL:	1,437	937	3296 (1318)	65 (37)	91 (51)	3,780

Table 12: Net additional dwellings completed broken down by housing type, since the start of the Local Plan period.

*note the 2020/21 AMR reported 293 affordable dwelling completions, this was incorrect and should have been 274.

4.2 The completed 3,780 dwellings exceeds the 3509 dwellings (net) projected to be completed by 2022/23 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.

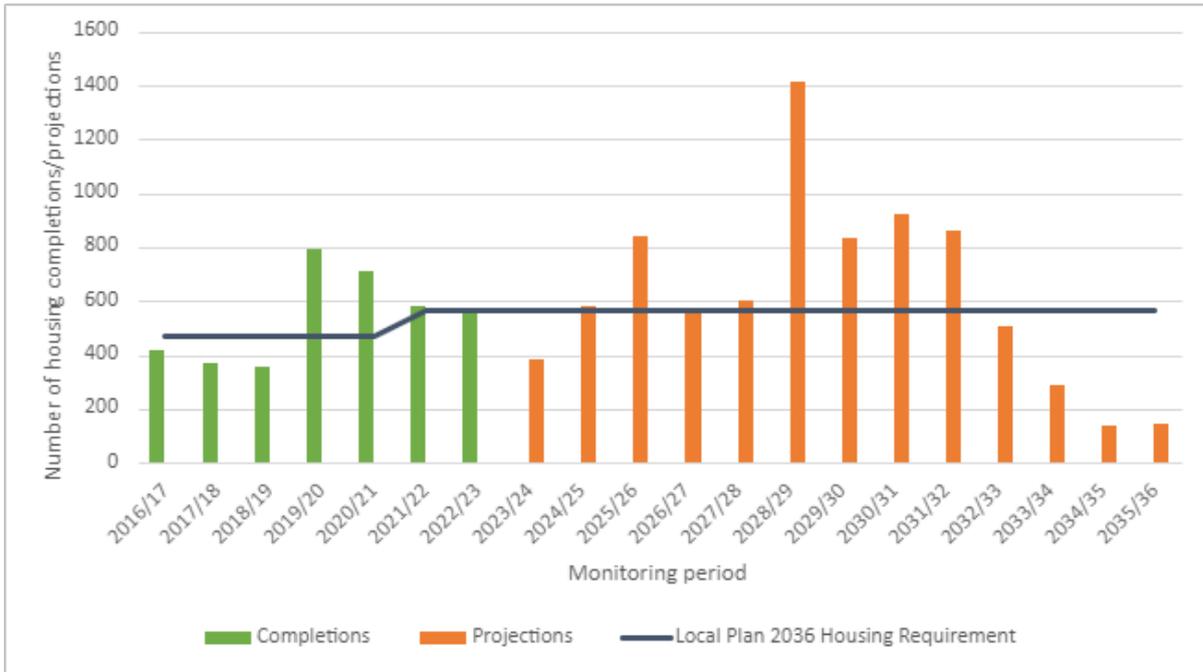


Figure 6: Local Plan 2036 housing requirement compared to completions and projections

4.3 Figure 7 provides the same information expressed as a comparison between cumulative requirement and cumulative supply over the Local Plan period. From 2023/24 onwards these are projected numbers.



Figure 7: Cumulative Requirement and Cumulative Supply over the whole Local Plan period (including projections from 2023/24).

4.4 Table 12 shows that of the 554 total completions in 2022/23, 273 were affordable dwellings. Table 13 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	No. of affordable homes completed in 2022/23.	Affordable Tenure Split
Barton Park Phase 3	19/00518/RES	83 of 207 (40% affordable)	40	40 social rent
Land North of Littlemore Mental Health Centre (St Nicholas Place)	17/03050/FUL	70 of 140 (50% affordable)	4	4 social rent
Wolvercote Paper Mill	20/02303/FUL	97 of 197 (50% affordable)	8	8 Social rent
Littlemore Park, Armstrong Road	18/02303/RES	273 of 273 (100% affordable)	178	107 social rent, 71 Shared ownership
Former Murco Service Station, Between Towns Road (The Curve)	18/03287/FUL and 22/01661/VAR	38 of 38 (100% affordable)	38	16 social rent, 2 intermediate rent, 20 shared ownership
St Paul's House, Walton Street	19/02531/FUL	5 of 9 (55% affordable)	5	5 social rent

Table 13: Affordable dwellings completed 2022/23 including tenure split

4.5 Since the start of the Local Plan period there have been a total of 937 affordable homes built (Figure 8). (Note that there was a small error in the previously reported figure of affordable completions in 2021/22, (the correct figure is 274 as shown below.)

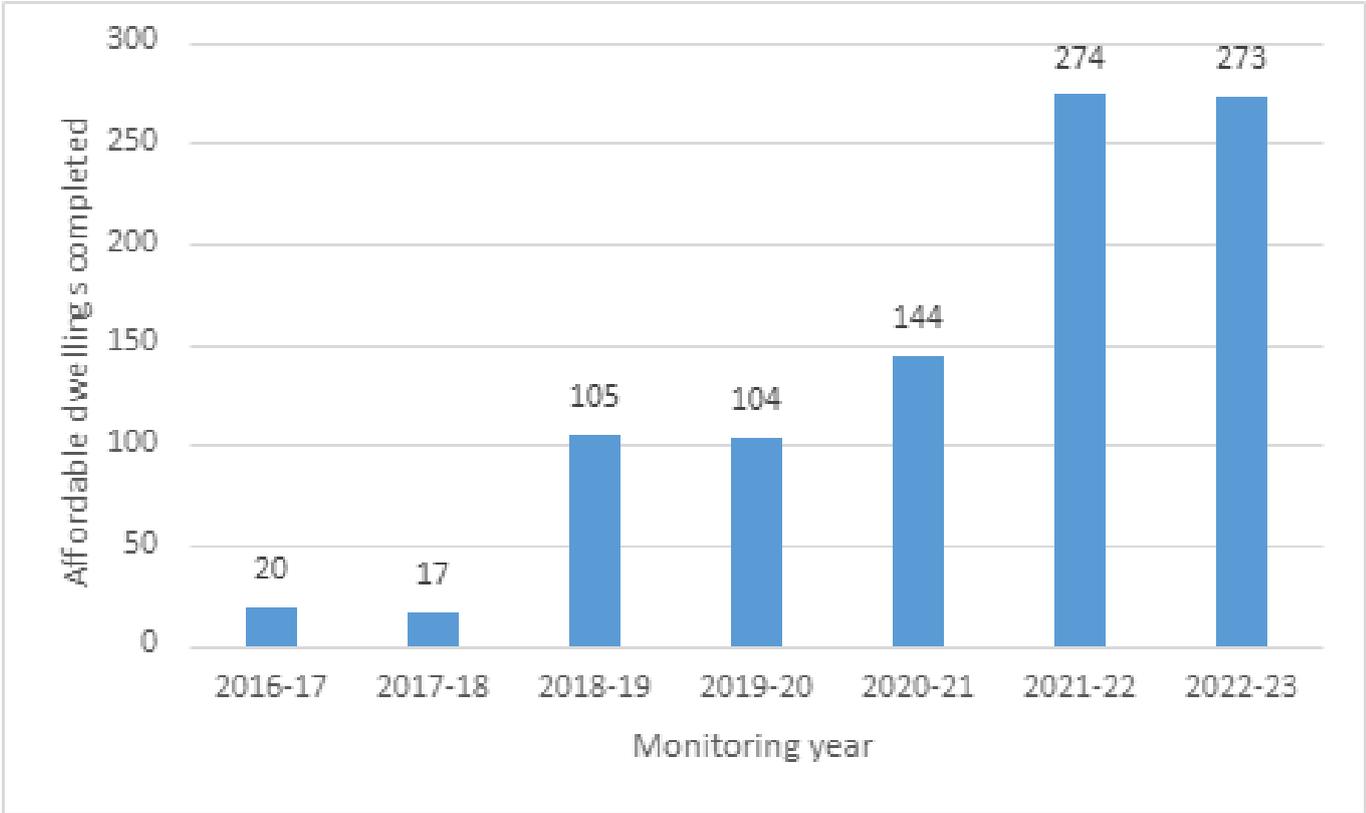


Figure 8: Net affordable dwellings completed 2016/17 - 2022/23

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 273 affordable dwellings completed in 2022/23, 83 were delivered on City Council land as set out in Table 14:

City Council owned site	Planning application reference	No. homes for social rent completed	No. homes for shared ownership completed	Total No. of affordable homes completed
Barton Park Phase 3	19/00518/RES	40	0	40
Former Murco Service Station Between Towns Road	18/03287/FUL and 22/01661/VAR	18	20	38
St Pauls House Walton Street	19/02531/FUL	5	0	5

Table 14: Affordable homes completed on City Council land (by tenure) 2022/23

Housing delivery on allocated sites

4.7 Housing delivery is a complex process and even the most straightforward of developments can take many years to complete. Since the start of the Local Plan period (2016/17), 5 allocated sites have recorded completions. For the 2022/23 monitoring period 210 completions on allocated sites were recorded, the majority of which have come from Littlemore Park. The wider context though is that allocated sites play a small role relative to the total 554 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	Completions recorded to date
SP19	Churchill Hospital	Completed	0	0	19	32	51
SP30	St Catherines College Manor Road Oxford Oxfordshire OX1 3UJ	Completed	31	0	0	0	31
SP44	Littlemore Park, Armstrong Road (Newman Place)	Completed	0	0	88	178	266
SP47	Former Nielsen House Conversion	Completed	0	134	0	0	134
SP64	William Morris Close Sports Ground	Completed	0	0	86	0	86

Table 15: Completions recorded on Local Plan site allocations 2019/20- 2022/23 (n.b. there were no completions on site allocations between 2016 – 2019).

Changes of use

4.8 Of the 554 dwellings completed during the 2022/23 monitoring year, 10 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 16).

Planning application reference	Type of Change of Use	No. And Tenure completed (net)
21/01054/FUL	COU from F1(a) to C3	4 market
19/01383/FUL & 20/02773/CPU	COU from A (1) & (2) to C3	3 market
18/03054/FUL & 19/01797/FUL	COU from B1/D1 to C3	3 market

Table 16: Net additional dwellings completed through non-residential to C3 residential changes of use 2022/23

4.9 All dwellings delivered through changes of use from non-residential to residential in 2022/23 were market housing. Of the five applications, four required planning permission, with the remainder submitting an application for a 'Certificate of Proposed Use'. There were no completions via prior approval for change of use during the monitoring year.

Student accommodation completions

4.10 As per Planning Practice Guidance⁸, student accommodation can be counted in housing land supply figures. In the 2022/23 monitoring year 266 (net) units of student accommodation were completed in Oxford. Using the ratio of 2.5:1 (as set out in Paragraph 10 of the Housing Delivery Test Measurement Rule Book⁹) this equated to 107 C3 equivalent dwellings to Oxford's housing market (Table 17). This 107 'equivalent dwellings' figure is included within the 554 total dwellings figure shown in Table 10 above.

Monitoring Year	Number of student rooms completed	Ratio Applied	Number of equivalent 'dwellings'
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

Table 17: Student housing completions and equivalent 'dwellings' – 2016/17 – 2022/23

Care home completions

4.11 As per Planning Practice Guidance, care homes can be counted in housing land supply figures. In the 2022/23 monitoring year there were no completions resulting in a net gain or net loss of any care accommodation.

Other communal accommodation completions

4.12 Other communal accommodation can also be counted in housing land supply figures as per

⁸ <https://www.gov.uk/guidance/housing-supply-and-delivery#calculating>

⁹ <https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book/housing-delivery-test-measurement-rule-book>

guidance set out in the Housing Delivery Test Measurement Rulebook. In the previous monitoring report¹⁰, 19 affordable units at the Churchill Hospital site (application 19/01039/FUL) were included within the completion figures for affordable dwellings (Table 15). This was an error, and these units should have been recorded as communal accommodation, with a ratio applied as they consisted of key worker accommodation provided as cluster units. Table 16 above therefore shows these units as communal accommodation and also includes a revised figure for the number of affordable units completed in the 2021/22 monitoring year.

- 4.13 In the 2022/23 monitoring year, a further 57 additional communal rooms were completed at the Churchill Hospital site. Using a 1.8:1 ratio of rooms to dwellings delivered this equates to a C3 equivalent figure of 32 (Table 18).

Monitoring Year	Number of Other Communal Rooms Completed	Ratio Applied	Number of Equivalent 'dwellings'
2021/22	34	1.8:1	19
2022/23	57	1.8:1	32

Table 18: Other communal completions and equivalent 'dwellings' – 2021/22 – 2022/23 (note there were no completions for other communal pre 2021)

Housing permissions

- 4.14 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.
- 4.15 Table 17 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
TOTAL	4,442

¹⁰ https://www.oxford.gov.uk/downloads/file/8303/authority_monitoring_report_2021-2022

Table 19: 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.

4.16 Table 19 shows that over the 2022/23 monitoring period, planning permission was granted for 1209 C3 residential dwellings. These permissions have been included in the ‘cumulative supply’ (Figure 7 above). Of the 1209 permitted dwellings, 821 are market dwellings, 383 are affordable dwellings and 5 are self-build (permitted under the application for St Frideswide Farm (21/01449/FUL).

Affordable housing permissions

4.17 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. There is now a requirement for an element of all affordable homes to be First Homes. A First Homes Policy Statement Technical Advice Note (TAN 16)¹¹ was published in March 2022 setting out how the First Homes requirements affect policy H2. Although the First Homes requirement came into force immediately there have been no permissions to this date.

4.18 The majority of permissions in the 2022/23 monitoring year have been small scale developments that did not meet the threshold for applying Policy H2. There were 3 residential permissions that met the threshold as shown in Table 20, all exceeded the policy requirement:

Planning Permission Reference	Site Address	No. of new homes (net)	Affordable Housing Provision	Affordable Tenure
21/01449/FUL	St Frideswide Farm	134	50%	84% Social rented; 16% Shared Ownership
21/02580/FUL	Marston Paddock	40	50%	20% Intermediate; 80% Social Rented
21/03538/FUL	Lanham Way	10	100%	50% Social Rented; 50% Shared Ownership

Table 20: Proportion of affordable housing where there is a policy requirement (permissions) 2022/23

4.19 In addition to the applications set out in Table 20 above, Policy H2 also requires a financial

¹¹ HYPERLINK

"https://www.oxford.gov.uk/downloads/file/7907/tan_16_first_homes"https://www.oxford.gov.uk/downloads/file/7907/tan_16_first_homes

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 2022/23 monitoring period there were no applications that met the threshold for applying Policy H2.

- 4.20 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 2022/23 monitoring period, there were no applications permitted that resulted in the loss of dwellings.

Employer-linked affordable housing permissions

- 4.21 Policy H3 allows planning permission to be granted on specific sites for employer-linked affordable housing. Over the 2022/23 monitoring period, the Council did not receive or approve any applications for employer-linked affordable housing.

Self-build and community-led housing permissions

- 4.22 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 2022/23 monitoring period, the Council approved an application at St Frideswide Farm which included the provision of 5 self-build plots (21/01449/FUL).

Self and Custom-Build Register

- 4.23 The City Council is required¹² 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. During the 2022/23 monitoring year the local connection test was also added to the application process for the register. Consequently, the register has been split into Part A and Part B, those who have a local connection to Oxford and those who do not. This change allows the city council to determine true local demand for self and custom-build plots.

- 4.24 Over the 2022/23 monitoring year there has been an increase of 7 individuals on the Oxford Self

¹² by the Self-build and Custom Housebuilding Act 2015

and Custom Build Register and an increase of just under 5 percent in the total number of plots required as shown in Table 21 below.

Number of Individuals on the Oxford Self and Custom Build Register	Total number of plots required for all those on the register
126 individuals and 1 association with 20 members (2021/22)	146 plots (13% increase from previous monitoring year) (2021/22)
133 individuals and 1 association with 20 members (2022/23)	153 plots (5% increase from previous monitoring year) (2022/23)
71 people – Part A (a connection to Oxford)	
62 Part – B (no local connection to Oxford)	

Table 21: Oxford’s Self and Custom Build Register Headline Information

Student accommodation permissions

4.25 Over the 2022/23 monitoring year, there were 2 planning permissions that involved the provision of student accommodation. Table 22 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
22/01842/FUL	17 and 19 Norham Gardens, Oxford	Partial demolition and alteration of C2 accommodation (17 Norham Gardens), demolition of C2 accommodation building (Brockhues Lodge), erection of 3 no. C2 accommodation buildings	72	Yes
22/00841/FUL	Cotswold House 110C Banbury Road Oxford	Demolition of existing rear sheds and external rear fire escape. Erection of two storey rear extension with glazed link to provide 8no. additional student rooms and refurbishment of existing property to provide 11no. additional student rooms.	19	Yes

Table 22: Planning permissions issued in 2022/23 for new student accommodation

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

Older persons and specialist and supported living accommodation permissions

4.27 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

- 4.28 Paragraph 73 of the NPPF states that local authorities should assess their housing supply against the housing requirement set out in adopted strategic policies, or against their local housing need where these policies are more than 5 years old. The Oxford Local Plan 2036 was adopted in June 2020 and includes a housing requirement of 475 homes per annum from 2016/17 to 2020/21, and 567 homes per annum from 2021/22 to 2035/36 (Policy H1). This requirement is therefore being used as the basis for 5-year land supply calculations.
- 4.29 Against this requirement, the City Council has identified a deliverable supply of 2,955 homes (row I in Table 23 below). This includes the forecast supply from large sites, including those which have been allocated in the Local Plan 2036 and outstanding permissions from small sites (commitments), plus a windfall allowance. Beyond this, a minimum buffer of 5% is required to ensure choice and competition in the market¹³. This gives a housing land supply of 5.49 as shown in Table 23.

	Local Plan 2036 Housing Requirement	Figure
A	Annual Requirement	567 (2023/24 - 2027/28)
B	Next 5 years requirement (A (567 x 5))	2835
C	Surplus	271
D	Next 5 years requirement with surplus included (B - C)	2564
E	5-year requirement (with 5% buffer applied) (D x 105%)	2692
F	Supply from large sites - (2023/24 - 2027/28)	2451
G	Outstanding permissions on small sites of less than 10 dwellings (commitments) (2023/24 – 2025/26)	272
H	Windfall allowance (2026/27 – 2027/28)	232
I	Total supply (F+G+H)	2955
	5-year land supply ((I/E) x 5)	5.49

Table 23: Oxford’s housing land supply 2023/24 – 2027/28

- 4.30 The PPG identifies that a 10% buffer can be applied to ensure 5-year housing land supply is “sufficiently flexible and robust”¹⁴. The application of a 10% buffer has been used previously by the City Council and is a more cautious approach, taking account of potential fluctuations in the market (row E in table 24 below). Even with a more cautious approach and the higher 10% buffer

¹³ <https://www.gov.uk/guidance/national-planning-policy-framework/5-delivering-a-sufficient-supply-of-homes>

¹⁴ <https://www.gov.uk/guidance/housing-supply-and-delivery>

applied, this gives a housing land supply of 5.24 years.

	Local Plan 2036 Housing Requirement	Figure
A	Annual Requirement	567 (2022/23 - 2026/27)
B	Next 5 years requirement (A (567 x 5))	2835
C	Surplus	271
D	Next 5 years requirement with surplus included (B - C)	2564
E	5-year requirement (with 10% buffer applied) (D x 110%)	2820
F	Supply from large sites - (2022/23 - 2026/27)	2451
G	Outstanding permissions on small sites of less than 10 dwellings (commitments) (2022/23 – 2024/25)	272
H	Windfall allowance (2025/26 – 2026/27)	232
I	Total supply (F+G+H)	2955
	5-year land supply ((I/E) x 5)	5.24

Table 24: Oxford’s housing land supply 2022/23 – 2026/27, adjusted with a 10% buffer

Cultural and community facilities

4.31 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

4.32 During the monitoring period there were no applications involving new community facilities and spaces.

Permissions for temporary changes of use

4.33 Over the 2022/23 monitoring period, the Council did not receive or approve any applications for temporary changes of use.

Assets of community value

- 4.34 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.
- 4.35 If the proposed asset is properly nominated, is in the Oxford City Council administrative area, 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 25 sets out the current register of successfully nominated assets of community value. There have been three additions, noted as new, to this list and The Kassam Stadium has expired 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 (new)	294A Banbury Road, Summertown, Oxford	12.08.27
22/001	31.03.22	26.05.22	Bullnose Morris PH (new)	Watlington Road, Cowley, OX4 6SS	26.05.27
22/003	22.11.22	20.01.23	The Prince of Wales PH (new)	73, Church Way, Iffley, Oxford OX4 4EF	20.01.28

Table 25: 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. Two heritage assets in Oxford remain as being identified as being at risk according to Heritage England (Table 26). The church of St Thomas and Martyr has risen from a level C to level A priority category. The Church of the Holy Family is Grade II listed and was also included in the heritage assets at risk list in the previous AMR. The building is in a very poor state of repair and consequently is no longer in active use by the church or wider community, having been declared a dangerous structure in 2018 and deemed no longer fit for the purpose for which it was originally designed or for community use. The cost of repair of the building and in particular its roof was considered unfeasible, a position that has been supported by Historic England. The Council agreed that the Grade II listed building could be demolished in April 2021. An application for redevelopment to provide a new church building and community facilities was received in March 2020 (20/00688/LBC). This application has not been determined during this monitoring period and will be reported on again the next AMR. The Rewley Road Swing Bridge has been removed from the register as a series of repairs have been completed on the bridge and the bridge is now no longer considered to be at risk.

Heritage Asset	Condition	Priority Category
Church of St Thomas the Martyr, St Thomas Street	Poor	A - Immediate risk of further rapid deterioration or loss of fabric; no solution agreed. Was Category C
Church of the Holy Family, Blackbird Leys	Very bad	A - Immediate risk of further rapid deterioration or loss of fabric; no solution agreed.

Table 27: 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 the Archaeological Annual Monitoring Statement (2022)¹⁵ which provides a short overview of the scope and impact of development led archaeology in Oxford.

¹⁵ [Archaeological Annual Monitoring Statement 2022](#)

APPENDICES

Appendix A: Oxford's planning policy documents

Document	Date of Adoption
The Development Plan	
This includes a number of policy documents that have been prepared and adopted separately.	
Oxford Local Plan 2036 & Policies Map	June 2020
Northern Gateway Area Action Plan	July 2015
Barton Area Action Plan	December 2012
Headington Neighbourhood Plan	July 2017
Summertown and St Margaret's Neighbourhood Plan	April 2019
Wolvercote Neighbourhood Plan	May 2021
Supplementary Planning Documents (SPDs)	
Diamond Place SPD	July 2015
West End and Osney Mead SPD	November 2022
Technical Advice Notes (TANs)	
TAN 1: Housing	January 2021
TAN 2: Employment and Skills	May 2021
TAN 3: Waste Storage	January 2021
TAN 4: Community Pubs	December 2020
TAN 5: Health Impact Assessments	May 2021
TAN 6: Residential Basement Development	January 2021
TAN 7: High Buildings	October 2018
TAN 8: Biodiversity	April 2021
TAN 9: Green Spaces	January 2021
TAN 10: Shopfronts and Signage	July 2021
Tan 14: Sustainable Design and Construction	June 2022
TAN 15: Heritage and Sustainability Guidance for Householders	April 2021
Other planning policy documents	
Annual Monitoring Report	Produced annually
Community Infrastructure Levy Charging Schedule	October 2013
Local Development Scheme	May 2021
Statement of Community Involvement	June 2021

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