

Annual Monitoring Report

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Planning, Sustainable Development and Regulatory Services

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Introduction

Building a world-class city for everyone

- 1.1 The City Council's ambition, developed with partners including local businesses, community organisations, the health and education sectors and the County Council, is to make Oxford a world-class city for everyone. Planning plays a key role in helping to deliver this, by encouraging and facilitating positive improvements in the quality of Oxford's built and natural environments. Planning is essential in ensuring that Oxford has the homes, jobs and infrastructure necessary to make this vision a reality. The Annual Monitoring Report (AMR) reviews how effective our planning policies and processes are in helping to achieve this vision.
- 1.2 Regularly reviewing the effectiveness of Oxford's planning policies (Appendix A) helps to ensure that progress is being made towards achieving 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. The City Council also has a legal duty to monitor certain aspects of planning performance (Appendix B).
- 1.3 This is Oxford's thirteenth AMR. It monitors the implementation of policies in the Core Strategy 2026 and the Sites and Housing Plan 2011-2026 (Appendix C). Performance against Core Strategy Sustainability Appraisal targets is also assessed (Appendix D).
- 1.4 The AMR is based on the City Council's five corporate priorities as set out in the Corporate Plan: A Vibrant and Sustainable Economy; Meeting Housing Needs; Strong and Active Communities; A Clean and Green Oxford; and An Efficient and Effective Council.

How performance is assessed

- 1.5 Throughout the AMR traffic light symbols are used to summarise performance in relation to targets and to highlight where action may need to be taken:



Explanation: Targets and objectives have been met or data indicates good progress towards meeting them.

Action: Continue policy implementation as normal.



Explanation: Limited progress towards meeting targets or where there is insufficient information to make an assessment.

Action: The policy requires close attention in the next monitoring year.



Explanation: Data indicates under-performance against targets.

Action: Monitor the policy closely during the following monitoring year. Consecutive red scores may indicate that policies require adjusting or replacing because they are not working as intended or are no longer relevant.

Summary of Performance 2017/18

A Vibrant and Sustainable Economy



4 (66%)



1 (17%)



1 (17%)

- 1.6 Oxford makes a significant contribution to the national economy and is a global centre for education, health, bioscience, digital and car manufacturing. AMR indicators show that current policies are providing strong protection for existing protected key employment sites (Indicator 1). Oxford's employment land supply will be reviewed further as part of the work on the emerging Oxford Local Plan 2036.
- 1.7 10,447m² of new B1 employment floorspace was permitted during the 2017/18 monitoring year. Whilst this does not exceed the annual Corporate Plan target of 15,000m² each year between 2016 and 2020, permission for new B1 employment floorspace on average over the last two monitoring years is 15,610m² meaning the Council is still on track in meeting its targets. There has also been continued investment in new medical research and hospital healthcare facilities in Oxford during the monitoring year, with 1,393m² of new floorspace permitted during 2017/18. Whilst not as high as the 60,228m² permitted in the previous monitoring year it is still positive Oxford's employment land supply will be reviewed further as part of the work on the emerging Oxford Local Plan 2036.
- 1.8 Planning permission was granted for six developments that would result in new A1 retail floorspace totalling 1,486m² in 2017/18, if implemented. Four out of six of these applications were located on sites that do not fall within Oxford's retail hierarchy and therefore did not comply with the locational requirements of Policy CS31. These four applications combined represent a total net increase in A1 floorspace of 1134m² which is fairly significant. There was one proposal for new retail floorspace within the Summertown district centre comprising 285m², and one for 67m² in a Primary District Centre however this only represents 24% of gross new A1 floorspace approved in the 2017/18 monitoring year. This indicator is intended to help monitor whether developments which attract substantial numbers of people are suitably located. In this case over 600m² of the approved floorspace was for extensions to existing retail parks which are unlikely to negatively impact the City's centres. Another 324m² of retail floorspace approved lies just outside the main shopping area and is within the City Centre commercial area and on balance considering this and its previous use as a marketing suite for a now complete development, the proposal was considered acceptable. The 100% target was not met during this monitoring year however this was for good planning reasons.
- 1.9 Only one (Cowley Centre) of Oxford's city and district centres met the Local Plan targets for A1 (retail) uses on designated frontages in the city and district centres, however the majority of centres were close to their targets. In terms of changes from the previous year, increases in the proportion of A1 retail units were found in Cowley Centre and in Headington, whilst East Oxford-Cowley Road and Summertown each decreased slightly.

- 1.10 In recent years, additional permitted development rights have been introduced by central Government allowing A1 retail uses to change, temporarily or permanently, to other specified uses without the need for planning permission (although prior approval is required in some cases). This means that it is slightly more difficult to control the proportion of A1 retail uses on Oxford’s designated street frontages through the planning system. However, this has not had a significant impact on Oxford’s designated frontages to date. The emerging Oxford Local Plan 2036 seeks to support the role that town centres play in Oxford and seeks to ensure that a significant retail presence is maintained at the ground floor level of Oxford’s city, district and local centres. The Revised NPPF (2018) continues to highlight the importance of the high street however it also highlights that centres should be responsive to changes in retail and leisure industries. The emerging policies remain adaptive to changes in the retail circumstances of Oxford’s centres going forward by taking an evidence based approach to future planning applications.
- 1.11 The Retail and Leisure Study for Oxford (Carter Jonas, 2017) assesses the success, vibrancy and opportunities in the city centre and confirms that there are a significant number of retailers who are looking for a presence in Oxford that have not yet got premises. The Westgate Shopping Centre was completed and opened towards the end of the 017/18 monitoring year, which has significantly contributed towards the retail offer in the city’s commercial centre and also helped create additional jobs. This will reinforce the retail attraction of the city centre and will thereby support the retail hierarchy.

Meeting Housing Needs



4 (50%)



4 (50%)



0 (0%)

- 1.12 In the 2017/18 monitoring year, 282 (net) dwellings were completed in Oxford. Whilst this is some way off the 400 dwellings per year annualised target set in the Core Strategy, the average annual housing delivery since 2006/07 remains above the 400 dwellings per year target. The cumulative number of dwellings completed in the 12 years since the start of the Core Strategy period (2006/07 to 2017/18) is 4,498 dwellings (net). The cumulative number of completions that might have been expected during this period is 5,250 dwellings (net). Therefore at the end of 2017/18 there were 752 fewer completed dwellings than might have been expected. This should be considered in the context of the 2007/08 financial crisis which had a dramatic impact on the house building industry for several years. It is also important to note that larger schemes are likely to take longer to implement and some of the larger schemes approved in the last couple years are unlikely to be completed in the same year they were approved in. Since 2014/15 the number of completions has steadily been increasing, and it is anticipated that any shortfall will be further addressed within the next few years, particularly as major schemes such as Barton Park, Oxpens and sites at Littlemore are built out.
- 1.13 The housing trajectory which calculates the expected number of homes to be built up to 2026 shows that Oxford City Council is likely to exceed its housing target set in the Core Strategy by 2024.

- 1.14 18 affordable dwellings (32 gross) were completed in 2017/18. The main contributors were 10 social rent dwellings at Marywood House, Leiden Road (14/01770/FUL) and 15 social rent dwellings at Northway Centre, Maltfield Road (12/03280/FUL), however 14 social rent dwellings were lost to enable development of the Westgate Centre which will bring jobs and increased retail offer to Oxford. As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford. However, as mentioned above, affordable housing delivery is expected to increase in future monitoring years.
- 1.15 The Council seeks to ensure that the tenure split of affordable housing be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental). 23 of the 32 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 71% of affordable homes delivered were on a social rent basis. The 80% target was met on all applications except one (Northway Centre) which lowered the overall percentage for the monitoring year. On an application-by-application basis however the Council is achieving the 80:20 tenure split in most cases.
- 1.16 In the 2017/18 monitoring year the City Council received £1,717,018.34 through s106 agreements towards affordable housing provision. This money will be used to support the delivery of affordable housing elsewhere.
- 1.17 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in Oxford and all increases in academic floorspace that would facilitate an increase in student numbers at the two Universities should be matched by an equivalent increase in student accommodation. Planning permission was granted for 3,225m² of new academic floorspace for The University of Oxford, however this was an application for a temporary building to deal with the closure of another building. Both the University of Oxford and Oxford Brookes University have exceeded their Core Strategy target in the 2017/18 monitoring year however permission was granted for a total of 1,978 new student rooms between the two universities.
- 1.18 In 2017/18, the University of Oxford had 3,174 students living outside of university provided accommodation in Oxford. Oxford Brookes University had 4,089 students living outside of university provided accommodation in Oxford in 2017/18, a decrease of 91 students when compared to the previous monitoring year. This information was provided to the City Council in late August/early September 2017. This information would be a key consideration in determining any planning applications for new or redeveloped academic floorspace that may be submitted by the universities.
- 1.19 Oxford Brookes University has commented that they have continued to exceed the 3,000 target due to an increasingly volatile higher education market and changes in student behaviour since the introduction of the £9,000 undergraduate fee in 2012. Oxford Brookes has identified that the proportion of students who decide to live in Oxford has increased from around 64% in 2010 to well over 70% in 2016, meaning that their residential halls (including university owned

and those under nomination agreements) cannot meet this increased demand. (Further information is provided under Indicator 17 of the AMR, which is attached as Appendix 1.) 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.

1.20 In the 2017/18 monitoring year 472 (net) units of student accommodation were completed in Oxford. Planning permission was granted for a further 1,978 (net) units of student accommodation in 2017/18.

Strong and Active Communities



3 (100%)



0 (0%)



0 (0%)

1.21 Significant progress has been made towards delivering new homes at Barton Park. Phase 1 of the development (237 dwellings) commenced on site in January 2017. Phase 1 includes 40% affordable housing (95 units), all of which will be provided as social rent. Two further reserved matters applications for community sports facilities and a community sports pavilion were approved in April and December 2016. Work is on-going to bring forward the subsequent phases of development. The delivery of Barton Park will help to support the regeneration of the wider Barton and Northway areas. The first homes were marketed for sale in September 2017, with the first residents moving into Phase 1 of the development in July 2018. Work is on-going to bring forward the subsequent phases of development. In February 2018, Grosvenor announced house builder Redrow Homes had been appointed to deliver over 200 further dwellings for the second phase of the development.

1.22 Northern Gateway Development: Although outside this monitoring period it should be noted that in June 2018 it was announced that the development was to be renamed 'Oxford North'. The plans for the project were also revealed and detail that the development would deliver up to 87,000sqm of workspace, 4,500 new jobs, 480 homes (both market and affordable) and 23 acres of open spaces including three new parks. These plans were open to consultation in July 2018, closing for comments on 22nd July. A hybrid planning application (18/02065/OUTFUL) was subsequently received towards the end of July 2018 consisting of an outline and full application. The outline application was largely akin to what was publicly consulted on and is for up to 87,300sqm, up to 550m of community space, up to 2,500m of mixed A Class uses, up to a 180 bedroom hotel and up to 480 residential units as well as associated works, including the provision of a new link road between the A44 and A40. The full part of the application is for 15,850m Class B1 floorspace and associated works.

1.23 The Oxpens SPD was adopted in 2013. Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The site could deliver up to 500 new homes; retail; up to 10,400m2 of

B1a offices and B1b research and development floorspace; a hotel with around 155 bedrooms; and student accommodation. An application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units went to planning committee in March 2017; planning committee resolved to grant permission subject to legal agreements. Since permission was granted in 2017, demolition work for the Student Castle Scheme has now commenced on site with the intention completion in 2020. Additionally, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place by the end of 2018.

1.24 Work on bringing forward the redevelopment of Oxford train station continued during 2017/18. The Supplementary Planning Document (SPD) builds on work carried out for the Oxford Station Masterplan and an architectural competition held in 2016. The City Council produced a Draft Oxford Station Supplementary Planning Document (SPD) that was consulted on during summer 2017. Following this consultation, the Oxford Station SPD was adopted in November 2017.

A Clean and Green Oxford



8 (89%)



1 (11%)



0 (0%)

1.25 Planning policies are continuing to protect and enhance Oxford's natural environment. There has been no loss of public open space or areas of biodiversity importance during 2017/18.

1.26 Planning policies are effectively ensuring onsite renewable energy generation on qualifying schemes with 20% on-site renewable energy generation being achieved on all qualifying sites in 2017/18.

1.27 The only indicator where the target has not been met relates to planning appeals where conservation areas were cited as a reason for refusal. Eight appeals were determined in 2017/18 where these policies were cited as one of the reasons for refusal. Of these five were dismissed (63%). In the three cases where the appeals were upheld, the Inspector determined that the proposals would not result in overall harm to the heritage context.

An Efficient and Effective Council

1.28 Work on the emerging Oxford Local Plan 2036 has continued during 2016/17. The Local Plan will provide a long-term planning framework to deliver the managed growth of Oxford to 2036. This is an exciting opportunity to review planning policy aspirations and strategies to best meet the current and future needs of the city. The preferred options consultation was carried out in Summer 2017 in line with the LDS timescales. Following the close of the consultation the results were summarised and taken into consideration in the production of the Oxford Local Plan Proposed Submission Document.

1.29 The City Council has continued to engage in on-going, constructive collaboration with neighbouring authorities and other statutory bodies as required under the Duty to Cooperate. This includes engagement in relation to the new Oxford Local Plan 2036 and active involvement in a number of on-going joint-working and partnership relationships. The Growth Board is

working to address Oxford's unmet housing (and affordable housing) need. A 'working assumption' of 15,000 unmet need for Oxford has been agreed, as has an apportionment of how this should be divided between the Oxfordshire districts by 2031.

1.30 CIL receipts for the 2017/18 monitoring year totalled £4,995,586, whilst expenditure of CIL receipts totalled £1,115,761.

1.31 As of 1 April 2018 the City Council held £3,827,314 of developer funding which is due for expenditure (subject to Council approval).

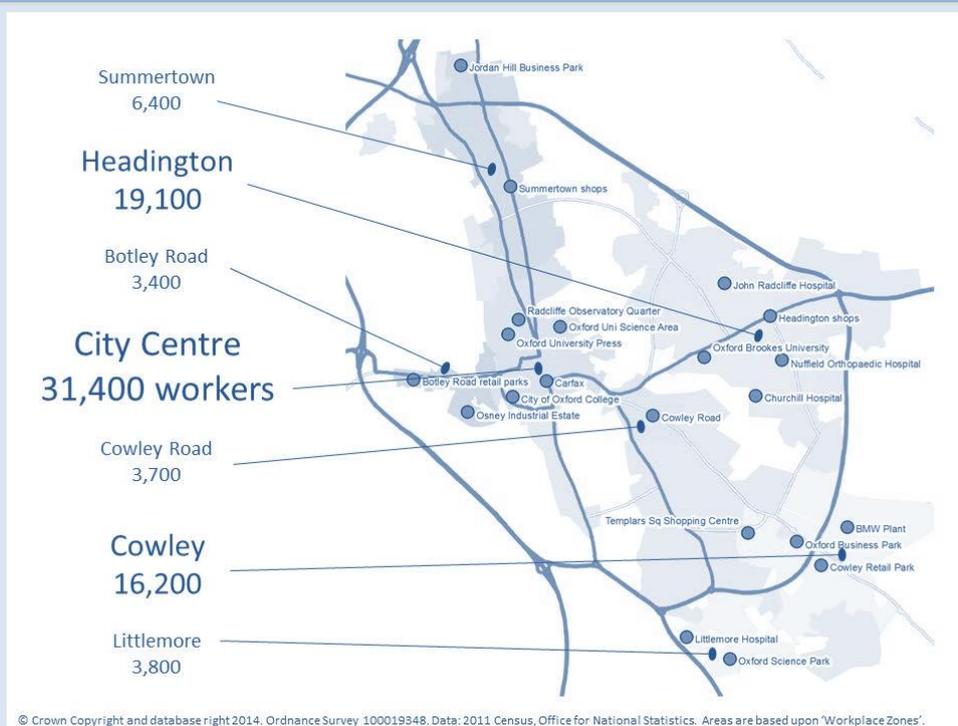
A Vibrant and Sustainable Economy

Ambition: A smart and entrepreneurial city with a thriving local economy supported by improved infrastructure, training and skills.

Snapshot of Oxford's Economy

Number of businesses:	4,865 businesses were based in Oxford in 2017(+2.4% on 2016). ¹
Total number of jobs:	135,000 jobs located in Oxford in 2016. ²
People travelling into Oxford for work:	46,000 people commute into Oxford for work. ³
Education and skills:	In 2017, 63% of Oxford's residents between the ages of 16-64 had degree level qualifications or above, whilst 14.4% had low or no qualifications. ⁴
Unemployment:	2,800 people in Oxford were considered unemployed in 2017. This represents 2.9% of Oxford's population. ⁵
Contribution to the National Economy:	Oxford is ranked 7 th out of 55 English cities for its contribution to the national economy (£58,150 GVA per worker). ⁶ Oxfordshire has also been named the most innovative business location in the UK by the Enterprise Research Centre. ⁷
Economic contribution of the universities:	The University of Oxford contributions £2 billion GVA to the economy. Oxford Brookes University generated an income of £192.6 million in 2015/16. ⁸
Annual number of visitors:	Oxford attracts approximately 7 million visitors per year, generating £780 million of income for local businesses. Oxford is the seventh most visited city in the UK by international visitors. ⁹

Spatial distribution of jobs in Oxford:



¹ Nomis (2017) [UK Business Counts](#)

² Nomis (2017) [Job Density](#)

³ Office of National Statistics (2011) Census Data

⁴ Nomis (2017) [Qualifications January-December 2017 and Population aged 16-64](#)

⁵ Nomis (2017) [Employment and Unemployment January-December 2017](#)

⁶ Centre for Cities (2016) [Oxford Fact Sheet](#)

⁷ Enterprise Research Centre [Benchmarking Local Innovation: The innovation geography of the UK](#)

⁸ BIGGAR Economics (2017) [The Economic Impact of the University of Oxford](#)

⁹ Oxford City Council (2018) [Oxford Economic Profile](#)

Indicator 1: EMPLOYMENT LAND SUPPLY

Target: Strengthen and diversify the economy and provide a range of employment opportunities
(Oxford Core Strategy Policy CS27)

Performance against target 2017/18:



Performance in previous two years:



2.1 The Core Strategy seeks to support economic growth up to 2026 by allocating land for employment development and by protecting existing key employment sites. Table 1 shows the amount of land allocated for employment development in Oxford over the whole plan period, as well as total protected key employment sites in the city.

Employment Development Sites	B1a Office	B1b Research + development	B1c Light industry	B2 General industry	B8 Storage or distribution	Total
Sites and Housing Plan Allocated Sites (ha)	27.56	11.53	2.16	9.92	-	51.17
West End and Northern Gateway Allocated Sites (ha)	-	-	-	-	-	14.90
Existing Protected Key Employment Sites (ha)	27.42	-	26.01	109.56	11.00	173.99
Total Gross Employment Land Supply (ha)						240.06

Table 1: Oxford's gross employment land supply up to 2026 (allocated sites and those currently in use)¹⁰

2.2 There has been no change in the total gross employment land supply in 2017/18 when compared to the previous monitoring year. A thorough review of Oxford's employment land supply is being undertaken as part of the evidence base for the new Local Plan 2036.

Protected Key Employment Sites

2.3 Policy CS28 of the Core Strategy states that changes of use away from B1, B2 or B8 business uses within protected key employment sites will not be supported.

2.4 There were four permissions granted in the 2017/18 monitoring year that will result in a change in Class B floorspace within protected key employment sites if implemented. Two of these permissions were for the conversion of B8 floorspace to flexible B1/B2/B8 floorspace. Another of these permissions was for a change of use of parts of protected key employment sites from Class B use to Sui Generis use which would continue to have an economic function as taxi and minibus administration offices. The final permission for the 2017/18 monitoring year was for the erection of new B1 floorspace. Overall there was a net gain of B Class floorspace. Details of the permissions are as follows:

- Application 17/01168/FUL related to a very small (11.4m²) unit within a larger block of modern serviced offices on the Oxford Business Park. The proposed Sui Generis use is compatible with the wider use of the building and maintains the overall employment function. B1a office uses are maintained within the vast majority of the building and

¹⁰ Estimates for the West End and Northern Gateway have been included in the totals column as the exact breakdown between uses is unknown at present.

therefore there was no overall loss of a protected key employment site. This is however the second permission in as many years for the conversion of a small office in the Oxford Business Park to a Sui Generis use.

- Applications 17/00621/FUL and 17/00792 both propose the conversion of a combined 1616m² of B8 storage/distribution floorspace to flexible B1/B2/B8 spaces on the Nuffield Industrial Estate. The proposal would retain employment use on a key protected employment site and also maximise the employment potential through the offer of other B Class uses with typically higher employment densities. Due to highways concerns, the site will not be used for B1a (office) space by way of planning conditions.
- Application 17/03419/FUL proposes the erection of a 3-storey building (Use Class B1) and laboratory space at the Magdalen Centre, Littlemore. The proposal would provide new employment floorspace above an undercroft parking and arrival space on an existing key protected employment site.

2.5 The City Council's planning policies are continuing to maintain protected key employment sites.

2.6 During the 2017/18 monitoring year, planning permission was also granted for new Class B floorspace within protected key employment sites (see Indicator 2).

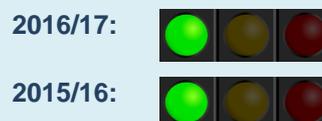
Indicator 2: PLANNING PERMISSIONS GRANTED FOR NEW B1 FLOORSPACE

Target: Strengthen and diversify the economy and provide a range of employment opportunities
(Oxford Core Strategy Policy CS27)

Performance against target 2017/18:



Performance in previous two years:



Monitoring Year	B1a Office	B1b Research + development	B1c Light industry	B1 General/ mixed B1 use	Total B1 floorspace permitted
2017/18	3,699m ²	2,566m ²	28m ²	4,154m ²	10,447m ²
2016/17	13,060m ²	4,139m ²	Nil	3,574m ²	20,773m ²
2015/16	513m ²	48,458m ²	Nil	-	48,971m ²

Table 2: New B1 floorspace (GIA) permitted 2015/16-2017/18 (gross)

2.7 Table 2 shows that planning permission was granted for 10,447m² of new B1 floorspace in 2017/18. The permission for a new three-storey office building and laboratory space at the Magdalen Centre is the most significant application granted in terms of quantum with an additional 3,000m² of B1a floorspace planned (17/03419/FUL). Other significant planned additions to B1 stock include the erection of a new Neuroscience research building on the John Radcliffe Hospital site with 2,566m² of B1b floorspace planned (17/02010/FUL); and the change of use of a nightclub in Carfax to 1,255m² of B1 floorspace (17/02869/FUL), which will contribute significantly to the provision of office space in the city centre.

- 2.8 It is important to note that the figures above are gross rather than net changes in B1 floorspace. Losses in B1 floorspace have been given permission in the 2017/18 monitoring year where evidence has suggested that B1 Class is no longer the best use for the site.
- 2.9 There is no specific target in the Local Plan for new B1 floorspace, however the Corporate Plan 2016-2020 sets a target of permitting 15,000m² of employment floorspace each year from 2016/17 onwards. In this context, permissions for new employment floorspace granted in 2017/18 have not met expectations, however quantum will vary year-by-year and an average over a longer time period would be more meaningful. In this context, the average over the last two monitoring years is just over 15,000m² per annum. This will continue to be monitored regularly.

Indicator 3: PLANNING PERMISSIONS GRANTED FOR KEY EMPLOYMENT USES (hospital healthcare, medical research and university academic teaching and study)

Target: Majority (more than 50%) of new hospital healthcare and medical research development to focus on Headington and Marston. 100% of new academic (teaching and study) development to focus on existing sites under the control of the universities.

(Oxford Core Strategy Policies CS25, CS29 & CS30)

Performance against target 2017/18:



Performance in previous two years:



- 2.10 Oxford is home to world-class hospital healthcare and medical research facilities. The hospital trusts based in Oxford and University medical schools also provide significant employment opportunities within the city.
- 2.11 Table 3 shows that planning permission was granted for 1,393m² of new hospital healthcare and medical research floorspace in 2017/18. A significantly larger 60,228m² was delivered in the preceding monitoring year. These permissions demonstrate the on-going investment in medical research and hospital healthcare facilities in the city.
- 2.12 There were only two permissions regarding any changes in hospital healthcare and medical research. The more significant development permitted in healthcare floorspace was on the Churchill Hospital site. This accounted for 98% of total development permitted for this type of land use. The other permission on the John Radcliffe Hospital site was for a minor development for a single storey extension to the Centre for Occupational Health and Wellbeing which will result in an increase of 33m² of D1 floorspace. Permissions granted in this instance were in accordance with the Core Strategy targets.

Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing sites in Headington and Marston?
17/00770/FUL	Erection of a two-storey annexe (with plant room at third-floor level) to create 6 new palliative care bedrooms, a new lymphoedema clinic, administration office space and staff	1,360m ²	Located on existing site (Churchill Hospital Site) Sir Michael Sobell House Hospice Old Road

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	welfare facilities.		Headington Oxford Oxfordshire OX3 7LE
17/00984/FUL	Erection of single storey rear extension to Centre for Occupational Health and Wellbeing to allow re-location of Marston Medical Centre to the John Radcliffe Hospital.	33m ²	Located on existing site (John Radcliffe Hospital Site) John Radcliffe Hospital Headley Way Oxford OX3 9DU
TOTAL:			1,393m ²

Table 3: Location of new hospital healthcare and medical research developments permitted in 2017/18

2.13 Oxford is also a global centre for education and the city benefits significantly from the presence of the two Universities both in terms of the skills emerging from them and employment and investment opportunities.

2.14 Table 4 shows one planning permission granted in 2017/18 for new university academic teaching and study floorspace. The University of Oxford developments were permitted as the University had met the requirements of Core Strategy Policy CS25, which requires each university to have no more than 3,000 students living outside of university provided accommodation in Oxford (Indicator 17). Permission was sought for the erection of 3,225m² of new academic research floorspace on a temporary basis to deal with the closure of another building. All of the developments permitted would be located on existing sites under the control of the University in accordance with the Core Strategy target.

Application Reference	Description of Development	Net additional floorspace (GIA)	Located on existing university site?
The University of Oxford			
17/01259/FUL (temporary)	Erection of a research and administrative modular building for the department of Zoology (Use Class D1) for a temporary period of 4 years and 10 months.	3,225m ²	Located on existing site (University of Oxford Science area and Keble Road triangle) Land To The Rear Of The University Club 11 Mansfield Road Oxford Oxfordshire OX1 3SZ
Oxford Brookes University			
No planning applications received.			
TOTAL:			3,225m ²

Table 4: University academic (teaching and study) development permitted 2017/18

Indicator 4: LOCATION OF NEW A1 RETAIL DEVELOPMENT

Target: 100% of new A1 retail development to be located within city, district and neighbourhood centres (Oxford Core Strategy Policy CS31)

Performance against target 2017/18:



Performance in previous two years:

2016/17: 

2015/16: 

2.15 The Core Strategy aims to focus land uses that attract a large number of people (such as retail) in the city centre, primary district centre, four other district centres and neighbourhood centres. These are highly accessible locations, reducing the need to travel by car. This also encourages the reuse of previously developed land and helps to maintain the vitality of Oxford's centres. Table 5 outlines planning permissions granted for new A1 retail development in 2017/18 and whether they complied with the locational requirements of Policy CS31.

Application Reference	Site	Proposed Retail Development	Net Additional A1 floorspace (GIA)	Within the six areas of Oxford's retail hierarchy?
17/03142/FUL	295-301 London Road Headington	Conversion of existing offices into two shops.	127m ²	Not located within the retail hierarchy
17/02887/FUL	Albion House Littlegate Street	Change of use from marketing suite (Use Class B1) to retail shop (Use Class A1).	324m ²	Not located within the retail hierarchy The proposal lies just outside the main shopping area and is within the City Centre commercial area.
16/01752/FUL	Land at Swan Motor Centre and to the East between Towns Road	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, together with associated landscaping and infrastructure (amended plans).	67m ²	Located within the retail hierarchy - Primary District Centre.
17/01576/FUL	1a Lamarsh Road	Extension to existing retail unit at ground and mezzanine level and external alterations.	324m ²	Not located within the retail hierarchy The proposal involves an extension to an existing retail park.
16/00882/FUL	135-137 Botley Road	Erection of a two storey retail unit (Use Class A1) and reconfiguration of existing car park.	359m ²	Not located within the retail hierarchy The proposal involves provision of a new bicycle shop. The proposal involves an

				extension to an existing retail park.
17/00476/FUL	278-280 Banbury Road Summertown	Demolition of existing building. Erection of two storey building to provide 4no. retail units (Use Class A1). Provision of car parking and bin and cycle stores.(Amended plans).	285m ²	Located within the retail hierarchy – Summertown district centre
Total:			1,486m²	(24% located within city, district and neighbourhood centres)

Table 5: New A1 retail floorspace permitted in 2017/18

2.16 Table 5 shows that planning permission was granted for six developments that would result in new A1 retail floorspace totalling 1,486m² in 2017/18, if implemented. Four out of six of these applications were located on sites that do not fall within Oxford’s retail hierarchy and therefore did not comply with the locational requirements of Policy CS31. These four applications combined represent a total net increase in A1 floorspace of 1134m² which is fairly significant. There was one proposal for new retail floorspace within the Summertown district centre comprising 285m², and one for 67m² in a Primary District Centre however this only represents 24% of gross new A1 floorspace approved in the 2017/18 monitoring year. This indicator is intended to help monitor whether developments which attract substantial numbers of people are suitably located. In this case over 600m² of the approved floorspace was for extensions to existing retail parks which are unlikely to negatively impact the City’s centres. Another 324m² of retail floorspace approved lies just outside the main shopping area and is within the City Centre commercial area and on balance considering this and its previous use as a marketing suite for a now complete development, the proposal was considered acceptable. The 100% target was not met during this monitoring year however this was for good planning reasons.

2.17 The Westgate Shopping Centre was completed towards the end of the 2017/18 monitoring year, which has significantly contributed towards enhancing the retail offer in the city’s commercial centre and also creating additional jobs. This will reinforce the retail attraction of the city centre and will thereby support the retail hierarchy.

Indicator 5: DESIGNATED RETAIL FRONTAGES

Target: Local Plan targets for A1 uses on designated frontages in the city and district centres should be met (Saved Oxford Local Plan Policies RC.3 & RC.4)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



Vitality

2.18 Saved Local Plan Policies RC.3, RC.4, and RC.5 identify a number of designated retail frontages and set targets for the proportion of A1 retail units each should contain at ground floor level.

The city centre is identified as being the main location for new retail development, with district centres identified as being suitable for retail serving local level needs. The targets for district shopping frontages are therefore slightly lower than for the city centre.

	Target	2017/18	2016/17	2015/16	2014/15	2013/14	2012/13
City Centre Shopping Frontages							
Primary shopping frontage	75%	74.76%	74.30%	75.29%	78.19%	77.73%	78.57%
Secondary shopping frontage	50%	49.24%	49.24%	50.00%	50.00%	52.27%	51.88%
District Centre Shopping Frontages							
Cowley Centre	65%	76.09%	74.00%	72.04%	73.91%	74.73%	74.71%
East Oxford - Cowley Road	65%	56.36%	58.00%	56.60%	58.49%	50.33%	58.49%
Headington	65%	65.14%	63.00%	62.50%	63.39%	64.29%	63.40%
Summertown	65%	62.00%	63.00%	63.00%	63.00%	64.00%	64.36%
Blackbird Leys¹¹	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Table 6: Designated Retail Frontages - Percentage of A1 retail units at ground floor level 2012/13-2017/18¹²

- 2.19 As Table 6 shows, there was an extremely slight increase in the proportion of A1 retail uses at ground floor level in the city centre during the 2017/18 monitoring year. In gross numbers of units, a dramatic increase in A1 provision arrived in October 2017 with the opening of the newly renovated and expanded Westgate Shopping Centre. However, the retail shopping frontage policies refer to frontages by highlighting them on the Proposals Map. The Proposals Map only identifies primary shopping frontage according to the layout of the old Westgate Shopping Centre, and as such, the bulk of new A1 units delivered in the expanded development beyond the North Arcade are not able to be included in the calculation. New units in the North Arcade (refurbished/renovated section) of the Westgate are included in the 2017/18 A1 shopping frontage calculation.
- 2.20 Increases in proportion of A1 retail units were found in Cowley Centre and in Headington, whilst East Oxford-Cowley Road and Summertown each decreased slightly..
- 2.21 In recent years, additional permitted development rights have been introduced by central Government allowing A1 retail uses to change, temporarily or permanently, to other specified uses without the need for planning permission (although prior approval is required in some cases). This means that it is slightly more difficult to control the proportion of A1 retail uses on Oxford’s designated street frontages through the planning system. However, Table 6 indicates that this has not had a significant impact on Oxford’s designated frontages to date. The emerging Oxford Local Plan 2036 seeks to support the role that town centres play in Oxford and seeks to ensure that a significant retail presence is maintained at the ground floor level of

¹¹ Blackbird Leys is a new district centre designated by the Core Strategy and therefore targets from Saved Local Plan Policies do not apply.

¹² 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude the Westgate Centre as this was being redeveloped during this period.

Oxford’s city, district and local centres. The Revised NPPF (2018) continues to highlight the importance of the high street however it also highlights that centres should be responsive to changes in retail and leisure industries. The emerging policies remain adaptive to changes in the retail circumstances of Oxford’s centres going forward by taking an evidence based approach to future planning applications.

Vacancy Rates

2.22 The proportion of vacant units is a key market indicator used to measure the vitality and viability of city and district centres (Figure 1).

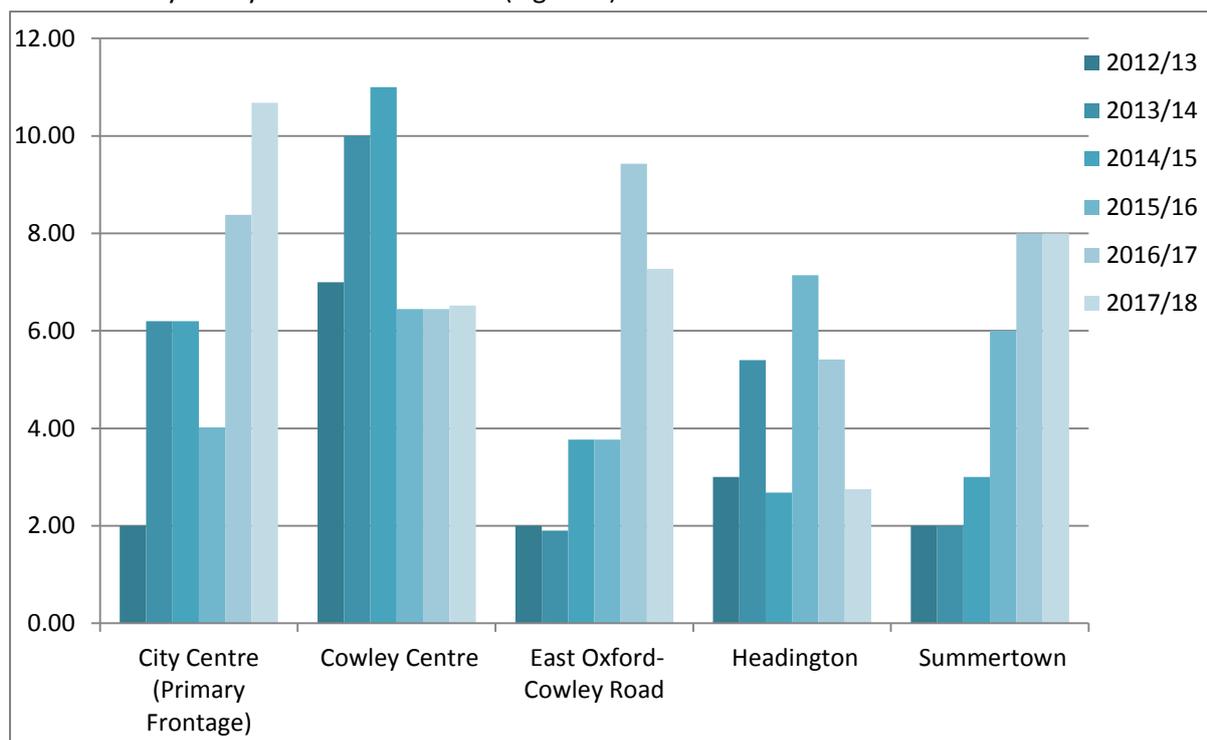


Figure 1: Designated retail frontages – proportion of vacant units 2012/13-2017/18¹³

2.23 The opening of the renovated and expanded Westgate Shopping Centre has had the anticipated effect of causing a great deal of flux and churn in the real estate market of the city centre. Not only has the Westgate brought a host of new retail outlets whose business is having an effect on existing retail outlets, but the influx of newly built units has also caused numerous existing retail occupants to move from their previous Oxford locations into the new Westgate. These forces have manifested themselves in a further year-on-year increase in vacancy rates – breaching the 10% threshold this year. These changes are most visible on Cornmarket Street, Queen Street, and in the Clarendon Centre. At the moment, this churn and shifting is on-going, and until the market settles, long-term retail trends across the city centre cannot be reasonably assessed.

2.24 Vacancy rates in Cowley Centre and Summertown held steady, whilst drops of over 2% were achieved in both East Oxford-Cowley Road and in Headington. The drop is an especially positive result in East Oxford-Cowley Road, where vacancy rates had been trending upwards over several years. Cowley Centre will require special attention over the next years as a

¹³ 2015/16 and 2016/17 figures for the city centre primary shopping frontage exclude the Westgate Centre as this was being redeveloped during this period.

regeneration and expansion project gets underway that will increase retail space, the local residential population, and the supply of short-term accommodation. Consideration of the impact of the redevelopment works upon retail performance will be required.

Indicator 6: SUPPLY OF SHORT STAY ACCOMMODATION

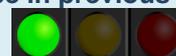
Target: Net growth in short-stay accommodation bedrooms (Oxford Core Strategy Policy CS32)

Performance against target 2017/18:

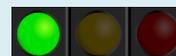


Performance in previous two years:

2016/17:



2015/16:



2.25 Tourism is a key part of Oxford’s economy and the city receives a large number of visitors each year. The Core Strategy seeks to support sustainable tourism by encouraging longer stays and greater spend in the city by increasing the amount and range of short-stay accommodation available. In the 2017/18 monitoring year planning permission was granted for 298 (net) short stay accommodation bedrooms in Oxford. This is a positive increase upon the previous monitoring year, and there exists continued interest in the market to bring forward further development proposals for hotels in the city.

2.26 Three permissions are delivering the bulk of the prospective short-stay accommodation:

- 140 bedrooms at Unither House, Paradise Street (16/02689/FUL)
- 90 bedrooms at Greyfriars Court, Paradise Square (17/00860/FUL)
- 64 bedrooms at Holiday Inn, Peartree Roundabout (17/02762/FUL)

Meeting Housing Needs

Ambition: Improving Oxford residents' access to affordable and high-quality homes in good environments that are close to jobs and facilities.

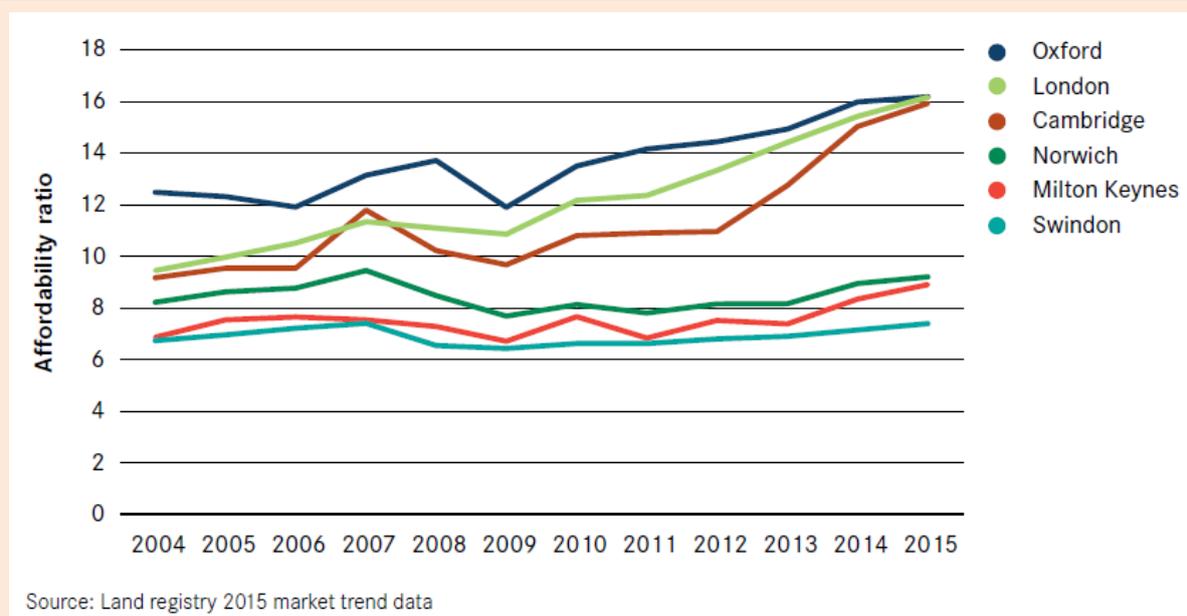
Snapshot of Oxford's Housing Needs

Total number of households:	55,400 households in Oxford ¹⁴
Total students at Oxford University:	23,975 students (December 2017)
Total students at Oxford Brookes:	16,988 students (December 2017)
Housing Register:	2,509 households ¹⁵ (March 2018)
Households in temporary accommodation:	107 households in temporary accommodation (March 2018). This is an 11% increase from March 2017.
Homeless households:	99 households were accepted as statutory homeless in 2017/18. This is a 21% decrease from 2016/17. ¹⁶

Housing tenure changes over time:

Whilst the proportion of households who live in social rented property (rented from the City Council or a housing association) has declined since 1981, the proportion of households living in private rented homes has almost doubled from 16% to 28%, meaning that as of 2011 more households now rent than own their home in Oxford. Over the last 20 years the proportion of Oxford households who own their home has declined from 55% in 1991 to 47% in 2011. This is well below the national average of 63% homeownership.

Housing affordability (Ratio of average income to average house price):



Average house prices in Oxford are 16 times the average wage, making it the least affordable place to live in England¹⁷. This has many impacts on families and communities, as well as employers and services that struggle to attract and retain staff.

¹⁴ Office of National Statistics (2011) UK Census data

¹⁵ Oxford City Council (2017) [Housing Needs Performance – how did we do in 2017/18?](#)

¹⁶ Oxford City Council (2017) [Housing Needs Performance – how did we do in 2017/18?](#)

¹⁷ Centre for Cities (2016) <http://www.centreforcities.org/data-tool/#graph=map&city=show-all>

Indicator 7: HOUSING TRAJECTORY

(Planned housing and provision, net additional dwellings in previous years, the reporting year and in future years plus the managed delivery target)

Target: 8,000 dwellings between 2006 and 2026 (Oxford Core Strategy Policy CS22)

Performance against target 2017/18:



Performance in previous two years:



Housing Completions

- 3.1 The Core Strategy provides for a minimum of 8,000 dwellings from 2006 to 2026, with an average annual completion target of 400 dwellings per year.
- 3.2 Table 7 shows net dwellings completed since the start of the Core Strategy period. This takes into account dwellings gained and lost through new build completions, demolitions, changes of use and conversions.
- 3.3 In the 2017/18 monitoring year, 282 (net) dwellings were completed in Oxford. Whilst this is some way off the 400 dwellings per year annualised target set in the Core Strategy, the average annual housing delivery since 2006/07 remains above the 400 dwellings per year target.
- 3.4 The cumulative number of dwellings completed in the 12 years since the start of the Core Strategy period (2006/07 to 2017/18) is 4,498 dwellings (net). The cumulative number of completions that might have been expected during this period is 5,250 dwellings (net). Therefore at the end of 2017/18 there were 752 fewer completed dwellings than might have been expected. This should be considered in the context of the 2007/08 financial crisis which had a dramatic impact on the house building industry for several years. It is also important to note that larger schemes are likely to take longer to implement and some of the larger schemes approved in the last couple years are unlikely to be completed in the same year they were approved in. Since 2014/15 the number of completions has steadily been increasing, and it

Year	Dwellings Completed (net)
2006/07	821
2007/08	529
2008/09	665
2009/10	257
2010/11	200
2011/12	228
2012/13	213
2013/14	215*
2014/15	332*
2015/16	383*
2016/17	373*
2017/18	282*
Total:	4,498 +

Table 7: Net additional dwellings completed since the start of the Core Strategy period

*Note: Total completions for the year 2013/14 and later include C3 residential dwellings plus a dwelling equivalent figure for C2 student accommodation and care home rooms to reflect changes introduced in the Planning Practice Guidance in 2014.

Year	Dwellings permitted (net)
2006/07	501
2007/08	653
2008/09	348
2009/10	283
2010/11	148
2011/12	235
2012/13	102
2013/14	1,113
2014/15	184
2015/16	855
2016/17	304
2017/18	524
Total:	5,250

Table 8: Net additional C3 dwellings permitted since the start of the Core Strategy period

Note: This does not include dwelling equivalent figures for C2 student accommodation and care home rooms.

is anticipated that any shortfall will be further addressed within the next few years, particularly as planning permissions for major schemes such as Barton Park Phase 1 (237 dwellings), Oxpens, the Oxford North and sites at Littlemore are built out.

Housing Permissions

- 3.5 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 (Table 8).
- 3.6 Table 8 shows C3 self-contained dwellings permitted (net) since the start of the Core Strategy period. This takes into account C3 dwellings gained and lost through new build completions, demolitions, changes of use and conversions. It excludes outline permissions where reserved matters have subsequently been permitted to avoid double counting. Table 8 shows that planning permission was granted for 524 C3 residential dwellings in 2017/18.
- 3.7 The Corporate Plan 2016-2020 set a target of permitting 400 dwellings each year from 2016/17 to 2019/20. The number of dwellings permitted in 2017/18 exceeds this target, and on average over the last two years the Council is just above permitting 400 dwellings per year. It is normal for completion and permission figures to vary annually and to fluctuate, particularly for an urban authority such as Oxford that is so heavily reliant on small housing sites. If an average is taken based on the cumulative total of 5,250 dwellings being permitted over the 12 year period, it is equivalent to 438 dwellings being permitted each year.
- 3.8 In addition, Table 8 only counts C3 dwellings. It does not include dwelling equivalent figures for C2 student accommodation and care home rooms. If these permissions are also included, the total number of homes permitted in 2017/18 would be equivalent to 920 dwellings.

Boosting housing supply

- 3.9 The City Council has taken the lead in promoting new housing development in the city through releasing land, securing funding for infrastructure, and working with developers to masterplan new schemes. The City Council is directly involved in bringing forward over 80% of all significant housing schemes in Oxford in the next five years. For example, the City Council has secured funding for new infrastructure for schemes such as Oxpens (expected to deliver 300-500 new homes) and the Northern Gateway (planned to deliver 500 new homes). The City Council is also working actively with the universities, colleges and hospitals to bring forward land they own for housing. On top of this, the City Council is involved bringing forward dozens of smaller development projects across the city, including City Council owned sites.

Student Accommodation and Housing Numbers

- 3.10 In 2013/14 the Planning Practice Guidance (PPG) introduced that student accommodation can be counted in housing land supply figures. It states '*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.*¹⁸ In Oxford, where there are large numbers of students, provision of purpose-built student accommodation can have a significant impact on the housing market.

- 3.11 The question of the ‘amount of accommodation it releases in the market’ is not defined in the PPG and it is up to local authorities to determine based on local circumstances. It is estimated that houses in Oxford, when occupied by students that house share, may contain between four and six students per house. Many houses in Oxford are inter-war semi-detached properties or Victorian terraces with three bedrooms plus a living room/dining room sometimes used as a fourth bedroom. There are also many larger properties, particularly in North Oxford, that may house six or more students each. Taking the mid-point of five, it is reasonable to assume that developing five student rooms would release the equivalent of one dwelling in the housing market. For example, a site being proposed for 100 student rooms will be assessed as delivering 20 equivalent ‘dwellings’ as those 100 students would have, on average, occupied 20 houses in the open market. Data about the occupancy rates of HMOs across Oxford affirms that an average of 5 people sharing an HMO property (which are often occupied by students) was observed in 2015. This was also supported following the ‘check and challenge’ of the City Council’s Housing and Employment Land Availability Assessment (HELAA) 2017.

Monitoring year	Number of student rooms completed	Number of equivalent ‘dwellings’
2013/14	720	144
2014/15	312	62
2015/16	125	25
2016/17	295	59
2017/18	472	94

Table 9: Student housing completions and equivalent ‘dwellings’ 2013/14-2017/18

- 3.12 Table 9 shows the number of student accommodation rooms completed since the guidance was introduced and the equivalent number of dwellings that have been counted alongside C3 residential dwellings and C2 care home rooms to calculate the total residential completions shown in Table 7.
- 3.13 It should also be noted that in 2017/18 planning permission was granted for 1978 (net) student accommodation rooms in Oxford. Using this approach, this will provide a further 395 equivalent ‘dwellings’ towards Oxford’s housing supply.

Care Homes and Housing Numbers

- 3.14 In 2013/14 the PPG also introduced that care homes can be counted in housing land supply figures. It states: *“Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement.”*¹⁹

¹⁸ Planning Practice Guidance: Housing and economic land availability assessment: [Methodology – Stage 5: Final evidence base: Paragraph 037 Reference ID: 3-037-20150320: How should local planning authorities deal with student housing?](#)

¹⁹ Planning Practice Guidance: Housing and economic land availability assessment: [Methodology – Stage 5: Final evidence base: Paragraph 037 Reference ID: 3-037-20150320: How should local planning authorities deal with housing for older people?](#)

- 3.15 The City Council has always counted housing for the elderly in its housing supply if it consists of C3 self-contained dwellings. The Guidance widens this to include potentially non self-contained C2 care home rooms as well. The Guidance does not provide any methodology as to how they should be counted. A reasonable approach would be to consider it in a similar way to student accommodation above as in how many dwellings it releases in the housing market.
- 3.16 The City Council has taken the approach that one room in a C2 care home would on average release one dwelling in the housing market. Therefore where a residential care home is likely to be developed on a site, or where one has been completed, a 1:1 ratio of rooms to dwellings delivered will be applied.
- 3.17 In 2017/18 there was no development involving care homes and therefore no net change in the number of care homes in Oxford.
- 3.18 In 2017/18 planning permission was granted for a net loss of 11 care home rooms in Oxford.

Housing Trajectory

3.19 The housing trajectory is a tool used to estimate the number of homes likely to be built in Oxford during the rest of the Core Strategy period up to 2026 (Figure 2).

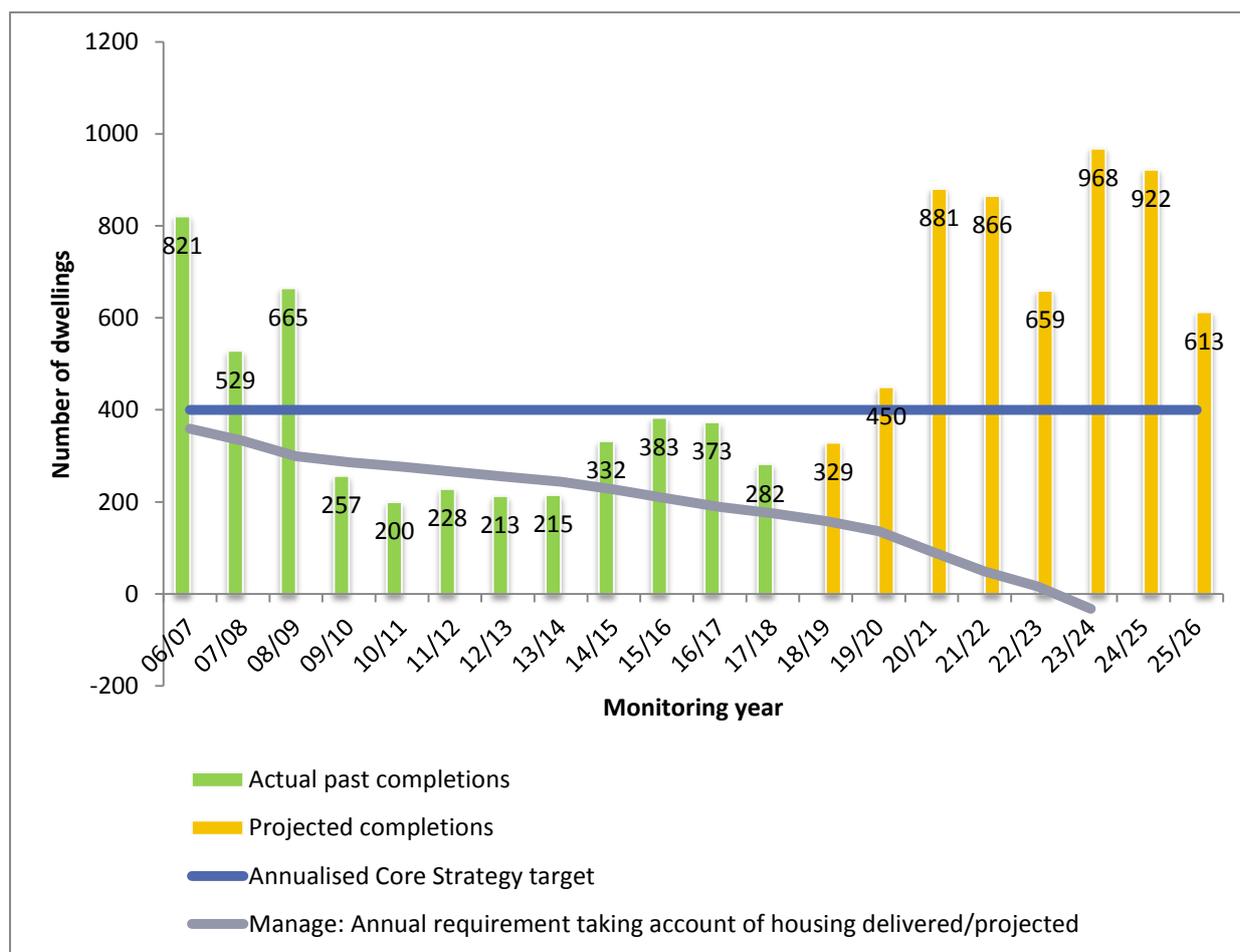


Figure 2: Housing trajectory to 2026

3.20 The green ‘manage’ line of the trajectory graph (Figure 2) shows that, on the basis of the current pipeline of planning permissions and other sites expected to come forward during the plan period (such as allocated sites, sites identified through the Housing and Employment Land Availability Assessment and windfalls), we are on target to meet the Core Strategy housing target of 8,000 new homes (Policy CS22) by 2023/24, prior to the end of the Core Strategy period in 2026. Indications are that housing completions will be boosted in the next five to six years as major schemes including Barton Park, two sites in Littlemore, Oxford North, and Oxpens are expected to be implemented.

Housing Land Supply

3.21 Taking into account residential permissions and completions, at 31 March 2018 Oxford’s housing land supply was 6.63 years (Table 10).

	Methodology	Figure
A	Housing target in the adopted local plan (Whole plan period 2006/7 to 2025/26)	8,000
B	Annual housing target across plan period (2006/7 to 2025/26) (A/20 years)	400
C	Five year target, no adjustment (B x 5 years)	2,000
D	Completions during the plan period to date (2006/07 to 2017/18)	4,498
E	Shortfall of housing provision during the plan period to date (2006/07 to 2017/18)	302
F	Five year target incorporating shortfall (C + E)	2,302
G	Buffer (5% x C)	100
H	Five year target incorporating buffer (F + G)	2,402
J	Annual target for next five years (2018/19 to 2022/23) (H / 5)	480
K	Expected five year deliverable supply (2018/19 to 2022/23)	3,185
L	Gap between target and supply (K – H)	783 surplus
	Years supply equivalent (K / J)	6.63 years

Table 10: Oxford’s housing land supply at 31 March 2018

Indicator 8: AFFORDABLE HOUSING COMPLETIONS (TENURE)

Target: Tenure split of affordable housing should be at least 80% social rented and up to 20% intermediate (including shared ownership, intermediate rental and affordable rental) (Oxford Core Strategy Policy CS24, Sites and Housing Plan Policy HP3 & Affordable Housing and Planning Obligations SPD)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



3.22 Providing more affordable housing in Oxford is essential to ensure mixed and balanced communities, for the health and well-being of residents, and for the vibrancy of the local economy.

Affordable Housing Completions

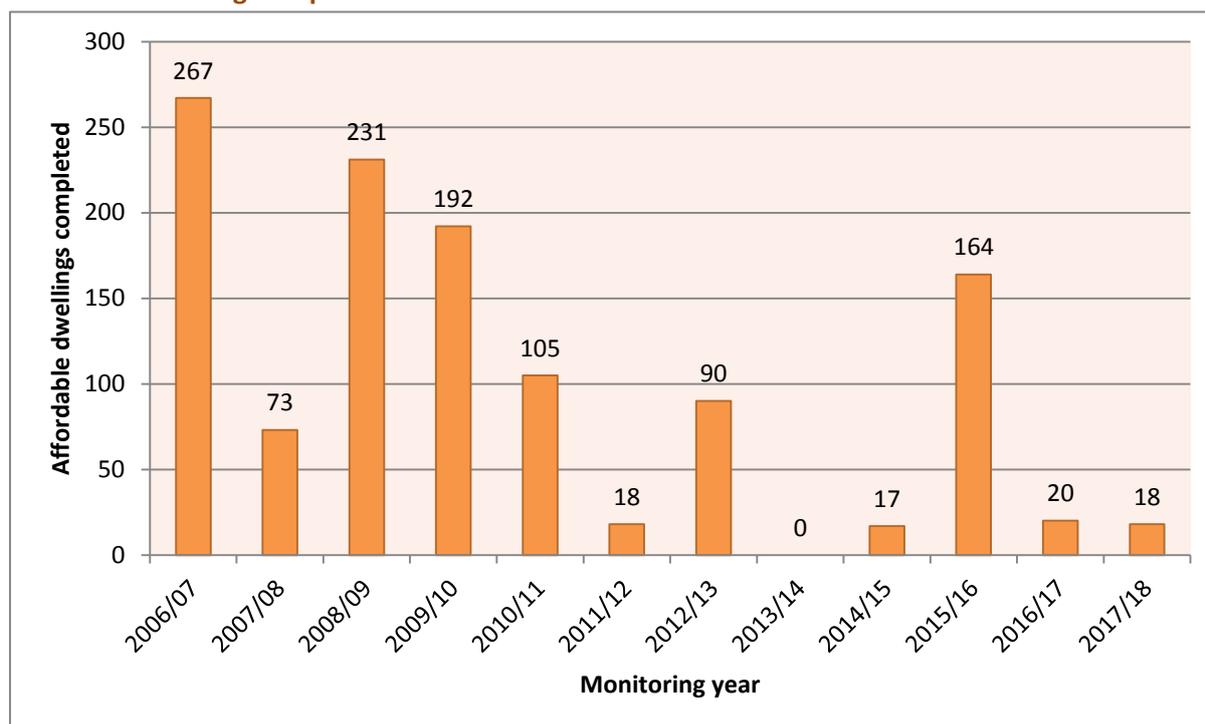


Figure 3: Net affordable dwellings completed 2006/07-2017/18

3.23 Figure 3 shows that 18 affordable dwellings were completed in 2017/18. This is because very few large sites where the on-site provision of affordable housing would be required were completed during the monitoring year. The main contributors were 10 social rent dwellings at Marywood House, Leiden Road (14/01770/FUL) and 15 social rent dwellings at Northway Centre, Maltfield Road (12/03280/FUL), however 14 social rent dwellings were lost to enable development of the Westgate Centre which will bring jobs and increased retail offer to Oxford. As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford. However, as mentioned above, affordable housing delivery is expected to increase in future monitoring years.

3.24 The total net number of affordable homes completed since the start of the Core Strategy period (2006/07 to 2017/18) is 1,195 dwellings. These homes have mainly been delivered through a combination of developer contributions from qualifying developments (either provision onsite or financial contributions towards off-site provision) and the City Council's own housebuilding programme. The supply of affordable housing in Oxford is expected to be further boosted in future monitoring years as major schemes are built out. This includes Barton Park (354 affordable homes), land north of Littlemore Healthcare Trust (70 affordable homes) and Littlemore Park (135 affordable homes expected). As with the overall housing numbers for completions and permissions, it is natural for affordable housing delivery to fluctuate due to the limited number of larger sites available within Oxford.

Affordable Housing Tenure

3.25 The gross number of affordable homes delivered in the 2017/18 monitoring year was 32 homes. 10 of the 32 affordable homes completed in 2017/18 were delivered through the

redevelopment of Marywood House, Leiden Road (14/01770/FUL). All 10 homes are available on a social rent basis through a registered social landlord. 15 affordable homes were completed through the redevelopment of Northway Centre, Maltfield Road (12/03280/FUL) and are available on a social rent (7) and shared ownership (8) basis. A further 6 affordable homes were delivered at 1 Abbey Road (15/02512/FUL) through the demolition of the existing buildings on site and the erection of 6 houses, 5 of which are offered on a social rent basis and 1 on a shared ownership basis. One additional affordable home was delivered at 17 Leopold Street (16/02601/CPU) and is available on a social rented basis through a registered landlord as well.

- 3.26 23 of the 32 affordable homes delivered were on a social rent basis meaning in total throughout the monitoring year 71% of affordable homes delivered were on a social rent basis. The 80% target was met on all applications except one (Northway Centre) which lowered the overall percentage for the monitoring year. On an application-by-application basis however the Council is achieving the 80% social rent tenure split in most cases.

Indicator 9: AFFORDABLE HOMES BUILT ON CITY COUNCIL LAND

No set target. The City Council is committed to delivering more affordable housing in Oxford and is one of the few authorities in England building its own council housing. The City Council has been identifying land in its ownership capable of delivering affordable homes and is bringing this forward wherever possible. The AMR will now report on the number of affordable units built on City Council land.²⁰

- 3.27 Of the 32 affordable dwellings completed in Oxford in 2017/18, 25 were delivered on City Council land (Table 11).

City Council owned site	Planning application reference	No. homes for social rent completed	No. homes for affordable rent completed	No. of intermediate homes completed	Total number of affordable homes completed
Marywood House Leiden Road Oxford	14/01770/FUL	10	0	0	10
Northway Centre, Maltfield Road, Oxford	12/03280/FUL	7	0	8	15
Total:					25

Table 11: Affordable homes completed on City Council land (by tenure) 2017/18

- 3.28 In 2016 the City Council set up its own housing company. The housing company is wholly owned by the City Council and will be used to deliver new affordable homes in Oxford. It is proposed that the housing company will purchase and manage the affordable rented homes at Barton Park, develop new build housing on City Council land and buy affordable housing from developers on private land, as well as undertaking estate regeneration schemes. The City Council could also compulsorily purchase land allocated for housing from landowners reluctant

²⁰ This indicator was added to the AMR in 2015/16 following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on [12 November 2015](#).

to develop and sell it to the housing company to bring forward development more quickly. The City Council’s decision to set up a housing company follows changes introduced by the Housing and Planning Act 2016 which would make it more difficult for the City Council to continue building and maintaining its own affordable housing stocks.

Indicator 10: PROPORTION OF AFFORDABLE HOUSING WHERE THERE IS A POLICY REQUIREMENT (PERMISSIONS)

Target: 50% provision of affordable housing on qualifying sites.

(Oxford Core Strategy Policy CS24 & Sites and Housing Plan Policy HP3)

Performance against target 2017/18:



Performance in previous two years:

2016/17:

2015/16:

3.29 Sites and Housing Plan Policy HP3 states that planning permission will only be granted for residential development on sites with capacity for 10 or more dwellings, or which have an area of 0.25 hectares or greater, if generally a minimum of 50% of the dwellings on the site are provided as affordable homes. At least 80% of the affordable homes must be provided as social rented housing.

3.30 The majority of housing permissions in 2017/18 were small scale developments that did not meet the thresholds for applying Policy HP3. There were two applications that met the threshold for applying Policy HP3 during 2017/18 as shown in Table 12.

Application	Site	Qualifying Development	Affordable Housing Provision (as agreed in the planning permission)
13/01861/OUT	Wolvercote Paper Mill Mill Road Oxford Oxfordshire OX2 8PR	Outline application (seeking means of access) for up to 190 residential units, employment space, community facilities, public open space and ancillary services and facilities.(Amended plans)(Additional information).	50% Affordable Housing 76 social rent, 19 intermediate and 95 market homes.
16/01225/FUL	Temple Cowley Pools Temple Road Oxford Oxfordshire OX4 2EZ	Erection of 48 dwellings with associated car parking, landscaping, open space and access. (Amended plans for Block 'C' only, additional information relating to Archaeology and Drainage).	100% Affordable Housing 19 social rent and 29 shared ownership homes.
17/02969/B56	Nielsen House London Road	Change of use of Nielsen House and annex from office (Use Class B1(a)) to residential (Use Class C3) to provide 114 x 1-bed flats and 20 x 2-bed flats.	0% Affordable Housing Prior approval application. The City Council was therefore unable to apply Policy HP3.

Table 12: Proportion of affordable housing where there is a policy requirement (permissions) 2017/18

- 3.31 Table 12 shows that both qualifying developments met the 50% requirement for on-site provision of affordable housing with one development (Temple Cowley Pool) providing 100% affordable provision.
- 3.32 In 2017/18 prior approval was also granted for the change of use of Neilson House from B1a office to C3 residential which would provide a total of 134 homes. However, whilst developers must seek prior approval from the City Council to undertake the change of use, the only issues that can be considered are flooding, contamination, highways and transport, and noise. This means that this application was not assessed against the full range of policies in Oxford's Local Plan and that compliance with Policy HP3 could not be secured in this permission. Under normal circumstances, 67 affordable homes would have been sought in this scheme.

Indicator 11: FINANCIAL CONTRIBUTIONS TOWARDS AFFORDABLE HOUSING

Target: No set target. AMR to include a report on financial contributions collected towards affordable housing provision from residential, student accommodation and commercial developments (Sites and Housing Plan Policies HP3, HP4 and HP6)

- 3.33 Oxford's Local Plan policies require developers to make a financial contribution towards the provision of affordable housing in the city from smaller developments of 4-9 dwellings or from student accommodation and commercial developments.
- 3.34 On 28 November 2014 the Government made changes to the Planning Practice Guidance (PPG) which exempted developments of 10 or fewer dwellings from making financial contributions towards affordable housing provision. The City Council therefore temporarily suspended the application of Policy HP4 and stopped seeking financial contributions from developments of 10 or fewer dwellings. Affordable housing contribution requirements also began to be assessed on the basis of net additional units resulting from development (rather than the gross figure) in line with the changes to Government policy.
- 3.35 The City Council anticipated that the combined effect of these changes was likely to result in a significant reduction in financial contributions towards affordable housing, particularly given the proportion of smaller residential developments taking place in the city. The City Council therefore endorsed the West Berkshire District Council and Reading Borough Council legal challenge against these changes. On 31 July 2015 the High Court ruled in their favour, quashing the changes to the PPG. The City Council then reverted back to requiring full financial contributions for affordable housing in line with adopted Local Plan policies.
- 3.36 The Government subsequently appealed against the High Court decision. On the 11 May 2016 the Court of Appeal found in the Government's favour and the changes to the PPG were reinstated. In making this determination, the Court of Appeal was clear that national policy is a material consideration to which great weight should be attached. However, the Court of Appeal also stated that whilst the policy is expressed in absolute terms, it must allow for exceptions. It was said in court, on behalf of the Secretary of State, that "*In the determination of planning applications the effect of the new national policy is that although it would normally be inappropriate to require any affordable housing or social infrastructure contributions on sites below the thresholds stated, local circumstances may justify lower (or no) thresholds as an exception to the national policy. It would then be a matter for the decision-maker to decide*

how much weight to give to lower thresholds justified by local circumstances as compared with the new national policy.”

- 3.37 On the 25 July 2016 a [report](#) was taken to a meeting of full Council, setting out the City Council’s response to the Court of Appeal decision. The report referenced the extreme nature of the local need for affordable housing and evidence showing that Oxford is the most unaffordable area of the country. The report also referenced Oxford’s reliance on smaller sites of fewer than 10 dwellings given the city’s highly constrained geographical area, with very few large housing sites available. Therefore whilst the Written Ministerial Statement is a material consideration in the determination of planning applications, on balance there is substantial evidence that local circumstances justify continuing to apply the lower thresholds set out in the adopted Local Plan for seeking developer contributions. This approach has been supported by Inspectors at appeals²¹.
- 3.38 In 2013, the Government also made changes to permitted development rights which allow the conversion of B1a office space to C3 residential dwellings without Oxford’s full range of Local Plan policies being applied. This means that financial contributions towards affordable housing cannot be required from these developments. (See Indicator 12 for further information on these applications.)
- 3.39 In the 2017/18 monitoring year the City Council received £1,717,018.34 through s106 agreements towards affordable housing provision (Table 13). This money will be used to support the delivery of affordable housing elsewhere. The programme for s106 spending is set out on page 72.

Application	Site	Qualifying Development	Financial contribution towards affordable housing
16/02687/FUL	265 - 279 Iffley Road And Garages Percy Street	Re-development of the application site to include the demolition of existing buildings, erection of buildings to provide student accommodation (117 student rooms) and ancillary facilities, 11 x self-contained flats, a single storey garden room accommodating flexible space for use as student common room/teaching/lecturing space, 150sqm GIA for employment uses (Use Class B1), and associated landscaping and infrastructure.	£643,432.72
15/02542/OUT 16/01973/FUL and 16/02406/FUL	Rivera House and Adams House, Relience Way	Change of use of Canterbury House, Adams House and Rivera House from use as offices (falling within Use Class B1(a) of the 1987 Use Classes Order) to use as 48 student study rooms with ancillary facilities together with landscaping, disabled car parking, bin and cycle storage.	£267,199.80

APP/G3110/W/16/3162804: Site of Former Quarry Gate Public House, Oxford, OX3 8AL (16/01737/FUL)
APP/G3110/W/16/3165091: 8 Hollybush Row, Oxford, OX1 1JH (16/01541/FUL)

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16/02689/FUL	Cooper Callas	Demolition of existing building and construction of new hotel building (use class C1), with associated vehicle and cycle parking, landscaping, plant and engineering works.	£53,832.00
14/02650/FUL	Former DHL site, Sandy Lane West	Erection of nine industrial units for Class B1 (C) (Light Industrial), B2 (General Industrial) and B8 (Storage and Distribution) use and including 70 car parking spaces and 20 covered cycle parking spaces	£89,356.00
14/02256/FUL	4-5 Queen Street and 114-119 St Aldates	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 and cycle parking for 110 cycles at ground floor level.	£663,197.82
Total amount received:			£1,717,018.34

Table 13: Financial contributions towards affordable housing received from all development types 2017/18

Indicator 12: CHANGES OF USE FROM NON-RESIDENTIAL TO RESIDENTIAL (COMPLETIONS)

No set target. AMR to report on the number of market and affordable dwellings delivered (completed) through changes of use from non-residential to C3 residential.²²

3.40 Of the 282 dwellings completed in Oxford in 2017/18, 86 net additional dwellings were delivered through the change of use of existing buildings from non-residential to C3 residential (Table 14).

Type of change of use	No. market dwellings completed (net)	No. affordable dwellings completed (net)
Change of use from house in multiple occupation to six (1 bed) flats	5	
Change of use from institution for a college (C2) to family dwelling (C3).	1	
Change of use from shop to 1 bed flat.	1	
(PRIOR APPROVAL) Change of use from office (Use Class B1(a)) to residential (Use Class C3) to provide 16 residential units.	16	
Change of use of public house (Use Class A4) to 1 x	1	

²² This indicator was added to the AMR following a recommendation put forward by the Scrutiny Committee which was agreed by the City Executive Board on [12 November 2015](#).

5-bed dwellinghouse		
Application to certify that the proposed change of use of first floor from (Use Class A1) to 2 x 1-bed flats (Use Class C3) is lawful development.	2	
Application for prior approval for the change of use of ground floor from shop (Use Class A1) to residential (Use Class C3) to provide 1 x 1-bed dwellinghouse.	1	
Total	27	0

Table 14: Net additional dwellings completed through non-residential to C3 residential changes of use 2017/18

3.41 Twenty seven of the dwellings delivered through changes of use from non-residential to residential in 2017/18 were market housing, with no additional affordable dwellings being delivered through changes of use. Of the 7 changes of use applications requiring full planning permission 6 fell below the policy thresholds for requiring onsite provision of affordable housing or financial contributions towards affordable housing. There was one change of use application which met the policy thresholds for requiring financial contributions towards affordable housing, however it was approved prior to the adoption of the Sites and Housing Plan (2013) which introduced the policy which allows affordable housing contributions to be sought on sites between 4 and 9 dwellings. Local Plan policies requiring affordable housing or financial contributions towards affordable housing cannot be applied in the determination of prior approval applications.

B1a office to C3 residential prior approval applications

3.42 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 permission²³. Table 15 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 applications²⁴.

Monitoring year	Prior approval required and granted		Prior approval required and refused	
	No. Applications	No. dwellings proposed	No. Applications	No. dwellings proposed
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
Totals	40	524	8	170

Table 15: B1a office to C3 residential prior approval decisions 2013/14- 2017/18

²³ 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.

²⁴ The consideration of noise impacts from surrounding commercial premises on the intended occupiers of the proposed dwelling(s) is a new requirement introduced by the 2016 amendments to the GPDO.

3.43 As table 15 shows, the number of dwellings permitted through B1a office to C3 residential prior approval applications has fluctuated since the system was introduced in 2013/14. This is normal for a urban area such as Oxford.

Indicator 13: CHANGES OF USE FROM EXISTING HOMES (PERMISSIONS)

Target: 100% of planning permissions granted in Oxford to result in no net loss of a whole self-contained residential unit to any other use. AMR to report only on the number of known cases not complying with the policy. (Sites and Housing Plan Policy HP1)

Performance against target 2017/18: 

Performance in previous two years:

2016/17: 

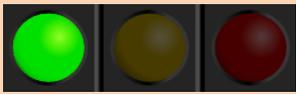
2015/16: 

3.44 The benefits of building new homes in the city would be undermined if the stock of existing housing were to be reduced through loss to other uses. Sites and Housing Plan Policy HP1 therefore seeks to protect existing homes within the city.

3.45 In the 2017/18 monitoring year, one planning application was granted permission where development would result in a total net loss of one C3 residential dwelling. This application involved the conversion of the existing building to a bedsit and student accommodation. The application was assessed against Policy HP1, taking into account other material considerations such as the quality of the residential accommodation and space standards.

Indicator 14: RESIDENTIAL DEVELOPMENT COMPLETED ON PREVIOUSLY DEVELOPED LAND

Target: 90% or more of new dwellings on previously developed land (2009-2014)
75% or more of new dwellings on previously developed land (2014-2026)
 (Oxford Core Strategy Policy CS2)

Performance against target 2017/18: 

Performance in previous two years:

2016/17: 

2015/16: 

3.46 There is limited land available for development in Oxford. It is important that we re-use previously developed (brownfield) sites to make the best use of this limited resource.

3.47 The NPPF defines previously developed land (PDL) as “Land which is or was occupied by a permanent structure, including the curtilage of the developed land... and any associated fixed surface infrastructure”. The NPPF is clear that private residential gardens cannot be considered PDL. However, the Core Strategy target for the proportion of new homes to be delivered on PDL was set before garden land was removed from the definition. The target of 75% of new dwellings to be delivered on PDL therefore includes both PDL and garden land.

3.48 Figure 4 shows that 79% of housing completions in 2017/18 were on PDL and 18% of housing completions were on garden land. These figures combined exceed the Core Strategy target of 75%. Only 3% of housing completions were on greenfield land.

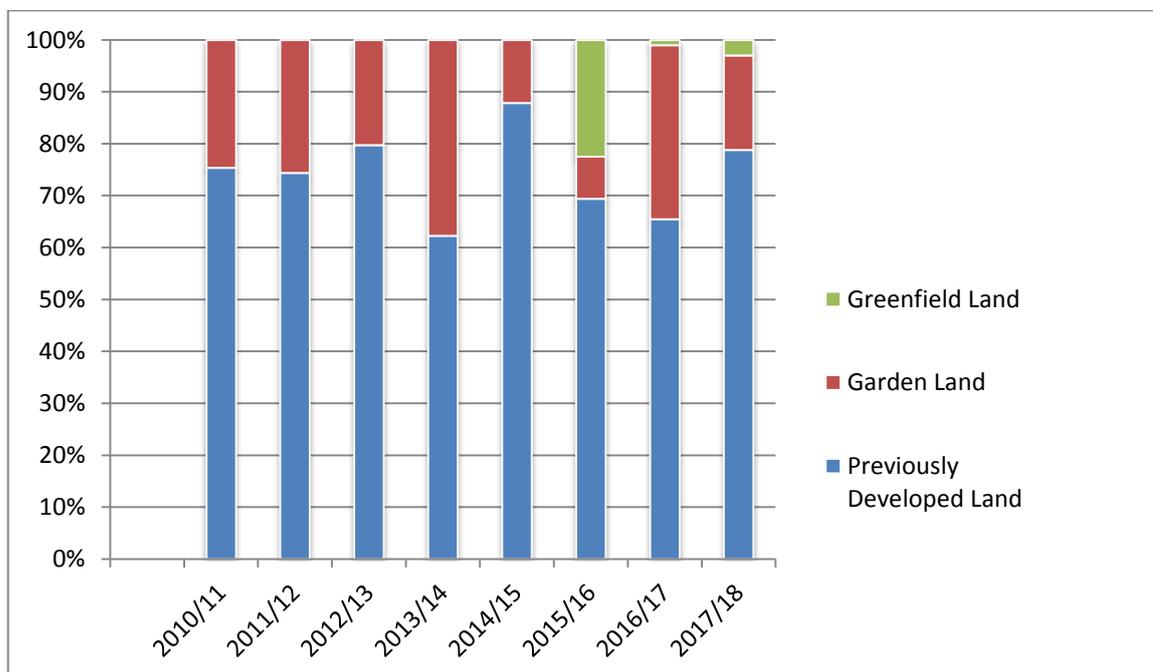


Figure 4: Dwellings completed by land type 2010/11 – 2017/18

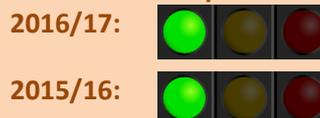
Indicator 15: MIX OF HOUSING (DWELLING SIZE)

Target: 95% of schemes to comply with the Balance of Dwellings SPD
(Oxford Core Strategy Policy CS23)

Performance against target 2017/18:



Performance in previous two years:



3.49 It is important to ensure that a mix of homes is delivered to meet Oxford’s needs.

Overall Mix of Housing Delivered

3.50 In previous years there have been concerns that increasing proportions of smaller homes (one or two bedrooms) were being completed in Oxford and that this was limiting the supply of new family-sized homes. The 2015/16 and 2016/17 monitoring years were more successful in meeting the Core Strategy targets with over 30% of homes being 3 or more bed dwellings. Figure 5 however shows that during the 2017/18 year the mix of dwelling sizes completed did not reach the Council’s aspirations.

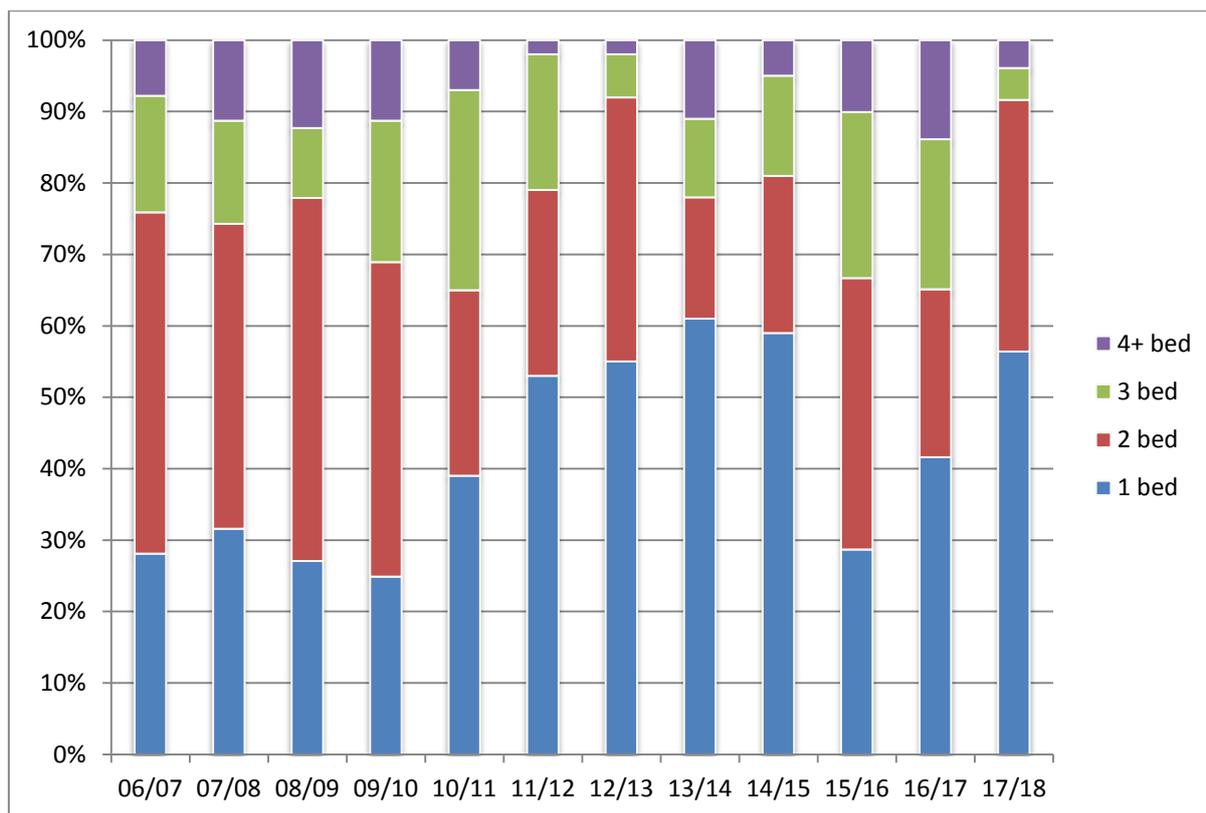


Figure 5: Mix of dwellings completed 2006/07-2017/18

Compliance with the Balance of Dwellings (BoDs) Supplementary Planning Document (SPD)

3.51 The Balance of Dwellings SPD sets out the appropriate mix of housing for strategic sites, developments of ten or more dwellings in the city centre and district centres, and developments of 4-24 new homes in other areas of the city taking into consideration local pressures on family housing. Table 16 shows qualifying completed developments' compliance with the requirements of the BoDs SPD in 2017/18.

Application	Site	Qualifying Development	Compliance with BoDs SPD
14/01770/FU L	Marywood House Leiden Road Oxford Oxfordshire OX3 8QZ	Demolition of existing buildings on site. Erection of 2 buildings on 3 levels to provide 4 x 3 bed houses and 6 x 2 bed flats, plus 10 supported housing flats, 18 car parking spaces, cycle parking, landscaping and ancillary works.(amended plans)	Compliant with BoDs SPD
16/02886/CE U	311 Cowley Road Oxford OX4 2AQ	Application to certify that the existing use of the property as 3 x 1-bed flats and 2 x studio flats (Use Class C3) is lawful development.	Non-compliant with BoDs SPD Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
16/02887/CE U	355 Cowley Road Oxford OX4 2BP	Application to certify the existing use of the property as 5 x self-contained flats (Use Class C3) is lawful	Non-compliant with BoDs SPD Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.

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		development.	
07/00964/FUL	259 Iffley Road Oxford Oxfordshire OX4 1SJ	Change of use from house in multiple occupation to six (1 bed) flats. Alterations including side extension, alterations to fenestration, provision of rear balcony. Bin and cycle store. (Amendment to planning permission 06/02483/FUL).	Non-compliant with BoDs SPD
10/01783/FUL	46 Hythe Bridge Street Oxford Oxfordshire OX1 2EP	Conversion and extension of existing building (involving demolition of extension and outbuilding) to provide 7 x 1-bedroom flats, cycle parking, bin store and amenity space to serve 2-bedroom flat (amended plan).	Non-compliant with BoDs SPD
14/01646/B56	242 - 254 Banbury Road Oxford Oxfordshire OX2 7BY	Change of use from office (Use Class B1(a)) to residential (Use Class C3) to provide 16 residential units. This application is for determination as to whether prior approval of the Council is required and, if required, whether it should be granted. This	Non-compliant with BoDs SPD Certificate of lawfulness. The City Council was therefore unable to apply Policy CS23.
14/02402/RES	Westgate Centre And Adjacent Land Encompassing The Existing Westgate Centre And Land Bounded By Thames St, Castle Mill Stream, Abbey Place, Norfolk St, Castle St, Bonn Square, St Ebbes St, Turn Again Lane And Old Greyfriars St. OX1 1NX	Demolition of southern part of Westgate Centre, 1-14 Abbey Place and multi-storey car park, retention of library, refurbishment of remainder of the existing Westgate Centre and construction of a retail-led mixed use development together providing A1 (reta	Non-compliant with BoDs SPD
15/02512/FUL	1 Abbey Road Oxford Oxfordshire OX2 0AD	Demolition of existing buildings. Erection of 6 houses (2 x 3bed, 4 x 4bed) and 6 flats (1 x 1bed, 3 x 2bed and 2 x 3bed) on three levels.	Compliant with BoDs SPD
12/03280/FUL	Northway	Demolition of existing	Non-compliant with BoDs SPD

L	Centre, Maltfield Road, Oxford	buildings. Erection of 47 residential units (14 x 1-bed, 14 x 2-bed, 15 x 3-bed, 4 x 4-bed) plus community centre in 5 blocks on 2, 3 and 4 levels. Provision of 79 car parking spaces, 102 cycle parking spaces and landscaping. Relocation of hard play court, provision of newt pond, wetland habitat, Aunt Sally court, outdoor seating for the social club and playing field terrace. Amended ridge heights of terraced houses and provision of foul water drainage system comprising on site-storage and flow-control device.	
15/03642/RES	Land At Barton, Northern By-pass Road, Oxford, OX3 9SD	15/03642/RES Details of reserved matters (layout, scale, appearance and landscaping) for the first phase of the Barton Park development, pursuant to Condition 3 of outline planning permission 13/01383/OUT. The works comprise the construction of 237 residential units (Class C3) with associated means of access and highways works; car and cycle parking; hard and soft landscaping; public realm works and ancillary structures. (Amended plan)	Non-compliant with BoDs SPD

Table 16: Compliance with the Balance of Dwellings SPD (qualifying completions) 2017/18

3.52 The BoDs SPD has been a key tool in ensuring that housing provision meets the needs of a wide range of households, however in light of recent evidence the Council’s proposed submission draft Local Plan 2036 proposes a different approach going forward which the Council believes will help meet housing needs in the city. This new approach still emphasises the importance of a balanced mix of dwelling sizes.

Indicator 16: DEMAND FOR SELF-BUILD AND CUSTOM HOUSEBUILDING PLOTS

The City Council is required 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.²⁵ The Planning Practice

²⁵ This is a requirement of the Self-build and Custom Housebuilding Act 2015.

Guidance encourages authorities to publish headline information related to their Self-build and Custom Housebuilding Registers in their AMRs.

3.53 Table 17 provides headline information from Oxford’s Self-build and Custom Housebuilding Register. This information will be used to help the City Council understand the demand for serviced self and custom build plots in Oxford.

Number of individuals on the Oxford Self and Custom Build Register	50 Individuals
Number of associations of individuals on the Oxford Self and Custom Build Register	1 Association (20 association members)
Total number of plots required	70 plots (49% increase from previous monitoring year)

Table 17: Oxford’s Self and Custom Build Register Headline Information (at 31 March 2018)

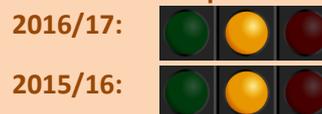
Indicator 17: STUDENTS AND PURPOSE BUILT STUDENT ACCOMMODATION

Target: No increase in academic floorspace if there are more than 3,000 students outside of accommodation provided by the relevant university. (Oxford Core Strategy Policy CS25)

Performance against target 2017/18:



Performance in previous two years:



3.54 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in the city. The policy is intended to reduce the pressures from students on the private rental market. To avoid worsening the situation, all increases in academic floorspace that would facilitate an increase in student numbers at the two universities should be matched by an equivalent increase in student accommodation provided by the relevant university. All applications for net increases in academic floorspace will be assessed on this basis.

3.55 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 2016.

University of Oxford

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

3.57 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)
- 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)

3.58 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 leaves a total of 3,174 students living outside of university provided accommodation in Oxford, which exceeds the Core Strategy target (Figure 6).

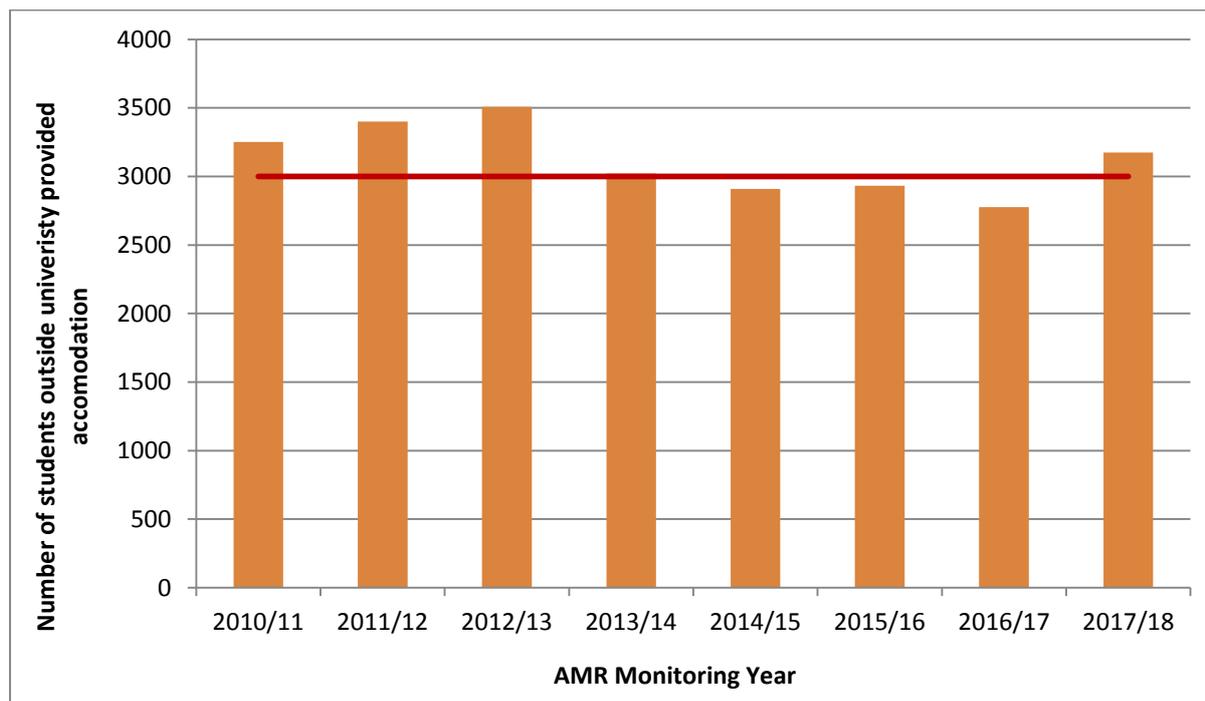


Figure 6: University of Oxford students living outside of university provided accommodation 2010/11-2017/18

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

Oxford Brookes University

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

3.61 A number of agreed exclusions apply to the data:

- 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)

3.62 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 (Figure 7).

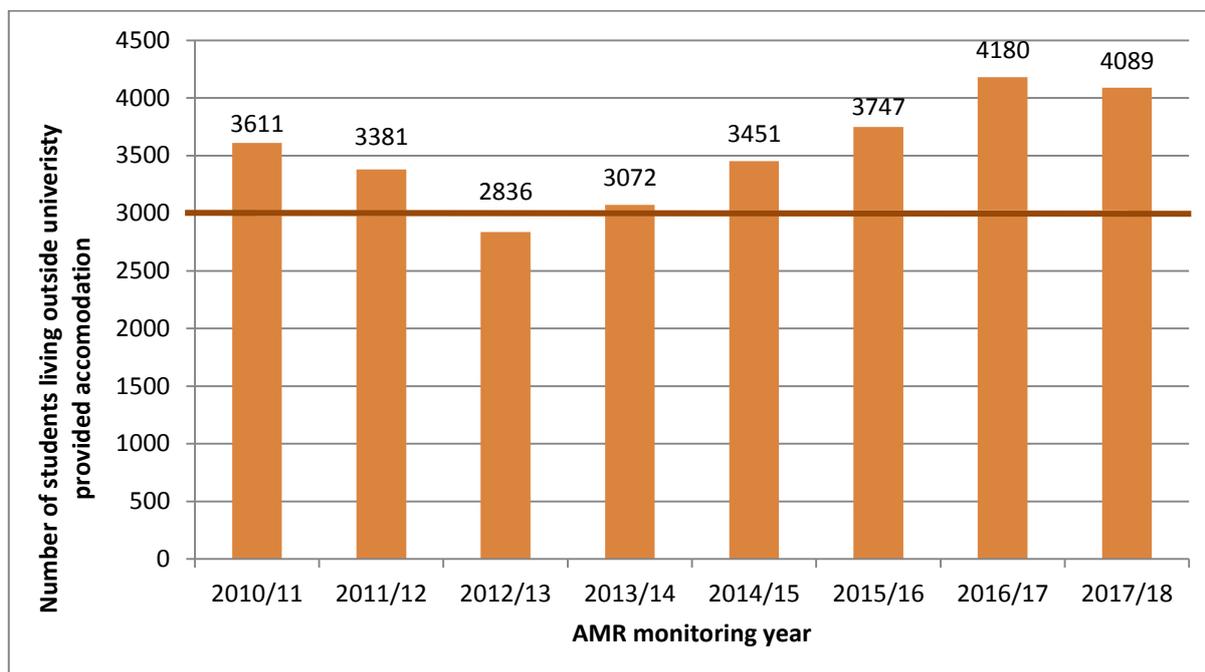


Figure 7: Oxford Brookes students living outside of university provided accommodation 2010/11 – 2017/18

3.63 When compared to the previous monitoring year, there were an additional 1,253 Oxford Brookes students living outside of university provided accommodation in the city in 2017/18. A more detailed breakdown of Oxford Brookes University’s student numbers is provided in Table 18.

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

Table 18: Oxford Brookes University’s student numbers 2011/12 – 2016/17

3.64 Oxford Brookes University has commented that recent trends in 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.

3.65 Oxford Brookes University is now seeing a trend, with different patterns of demand for student accommodation since 2012. Oxford Brookes has identified that the proportion of students who decide to live in Oxford has increased from around 64% in 2010 to well over 70% in 2016, meaning that their residential halls (including university owned and those under nomination

agreements) cannot meet this increased demand. The University has identified the following underlying trends which 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 (with a higher propensity to live at home).

3.66 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 rooms for Oxford Brookes (167 at Beech House on London Road/Latimer Road and 78 student rooms at Canterbury House, Cowley Road) were constructed.

3.67 The approach set out in Core Strategy Policy CS25 will be a key consideration in determining any planning applications submitted by Oxford Brookes University. Core Strategy Policy CS25 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).

3.68 These policies are being reviewed as part of the work on the emerging Oxford Local Plan 2036. The City Council, jointly with Cambridge City Council, commissioned an Assessment of Student Housing Demand and Supply, which was undertaken by the Cambridge Centre for Housing and Planning Research. 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. For the assessment Higher Education Statistics Agency (HESA) data was used as the basis of university student numbers data. The HESA data is a 'flow' which records all students of the course of the academic year. For the AMR, the universities publish 'snapshot' data for a point in time relevant to the AMR, and this dataset will therefore not match the HESA data.

3.69 The preferred approach set out in the Oxford Local Plan 2036 Preferred Options is 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.

Other purpose built student accommodation

3.70 The two Universities are not the only academic institutions that attract 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. Whilst this is not addressed directly by Policy CS25, it is an important consideration in thinking about Oxford’s housing need. The draft submission document of the Oxford Local Plan 2036 includes a policy to restrict the expansion of language schools.

Indicator 18: LOCATION OF NEW STUDENT ACCOMODATION

Target: 95% of sites approved for uses including new student accommodation to be in one of the following locations:

- On/adjacent to an existing university or college academic site or hospital and research site
- City centre or district centres
- Located adjacent to a main thoroughfare (Sites and Housing Plan Policy HP5)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



3.71 In the 2017/18 monitoring year, planning permission was granted for eleven new student accommodation developments which would provide a total of 1978 (net) student rooms. Table 19 shows that all but one of the development permitted would be located on sites that meet the locational requirements of Sites and Housing Plan Policy HP5.

Application	Site	Development	Total No. Rooms Net	Compliance with HP5 locational criteria
16/02687/FUL	265 - 279 Iffley Road And Garages Percy Street Oxford Oxfordshire OX4 4AH	Re-development of the application site to include the demolition of existing buildings, erection of buildings to provide student accommodation (117 student rooms) and ancillary facilities, 11 x self-contained flats, a single storey garden room accommodating flexible space for use as student common room/teaching/lecturing space, 150sqm GIA for employment uses (Use Class B1), and associated landscaping and infrastructure. (Amended plans)	117	Policy HP5 Compliant (Main thoroughfare)
17/00418/FUL	24 Norham Gardens Oxford OX2 6QD	Conversion of existing building from 3 x flats (Use Class C3) to provide 1no. bedsit and 11no. student bedroom (Sui Generis).	11	Policy HP5 Compliant (adjacent to Main thoroughfare)

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16/03056/FUL	Balliol College Sports Ground Jowett Walk Oxford OX1 3TN	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)	145	Policy HP5 Compliant (adjacent to existing college campus)
16/02997/OUT	Land Adjacent 2 Rymers Lane Oxford Oxfordshire OX4 3LA	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, including means of access and scale.	39	Policy HP5 Compliant (adjacent to Main thoroughfare)
17/01230/FUL	46 And 47 St Clement's Street Oxford Oxfordshire OX4 1AG	Change of use from a House in Multiple Occupation (Use Class C4) and Housing in Multiple Occupation (Sui Generis) to Student Accommodation (Sui Generis). Demolition of existing single storey rear extensions and erection of a new single storey rear extension, Replacement windows and existing render to be repainted. Erection of single storey and two storey extension to existing outbuilding. Alterations to roof of existing two storey outbuilding. Insertion of windows and provision of access to first floor, Re-render existing brickwork and installation of timber cladding. Provision of bin and cycle store and formation of access from Caroline Street. (Amended Description) (Amended plans)	16	Policy HP5 Compliant (Main thoroughfare)
16/01752/FUL	Land At Swan Motor Centre And To The East Between Towns Road Oxford Oxfordshire OX4 3LX	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, together with associated landscaping and infrastructure (amended plans).	144	Policy HP5 Compliant (Main thoroughfare)
17/00758/FUL	St Catherines College Manor Road Oxford Oxfordshire OX1 3UJ	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.	78	Policy HP5 Compliant (Existing college campus)

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16/02945/FUL	Oxford Business Centre Osney Lane Oxford Oxfordshire OX1 1TB	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.	514	Policy HP5 Compliant (City centre)
17/02140/FUL	British Telecom James Wolfe Road Oxford Oxfordshire OX4 2PY	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, associated cafe and shop, laundrettes, plant room and electricity substation, new vehicular and pedestrian access to James Wolfe Road and closure of existing, cycle parking, landscaping and new enclosures. Use of student accommodation outside term time by cultural and academic visitors and by conference and summer school delegates.	885	Policy HP5 Compliant (Allocate site)
18/00286/FUL	181 Woodstock Road Oxford OX2 7NB	Change of use from student accommodation (Use Class C2) to single residential dwelling (Use class C3). Alterations to include removal of existing chimney stack; removal of rear external steel escape staircase; insertion of new cast iron soil pipe to side elevation; replacement of 2no. fire doors with windows to rear elevation; replacement of ground floor windows with bi-fold doors to rear elevation and formation of steps to new garden terrace at rear.	-9	Policy HP5 Compliant (Main throughfare)
17/02537/FUL	St Hilda's College Cowley Place Oxford Oxfordshire OX4 1DY	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.	38	Policy HP5 Compliant (Existing college campus)

Table 19: Planning permissions granted for new student accommodation 2017/18

Indicator 19: HOUSES IN MULTIPLE OCCUPATION (HMOs)

Target: No set target. AMR to include a report on the number of applications determined for the creation of new HMOs within each ward and of these the number approved.

(Sites and Housing Plan Policy HP7)

- 3.72 A house in multiple occupation (HMO) is a shared house occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom. Shared properties can help to meet housing needs in some areas, although the conversion of family homes to HMOs can lead to a shortfall in family accommodation. HMOs form an unusually high percentage of housing in Oxford in comparison to other cities of a similar size. It is estimated that 1 in 5 of the resident population live in an HMO.
- 3.73 Planning permission is not usually required for the conversion of a C3 dwelling house to a C4 'small' HMO with three to six occupiers. However, on 25 February 2012 the City Council brought into force an [Article 4 Direction](#) that means planning permission is required for this change of use in Oxford. Planning permission is also required for the conversion of a C3 dwelling to a Sui Generis 'large' HMO with more than six occupiers. The change of use from a 'small' C4 HMO to a 'large' Sui Generis HMO also requires planning permission.
- 3.74 There is no Local Plan target for HMOs, however the AMR is required to report on the number of planning applications for new HMOs that are determined and approved during the monitoring year (Table 20).

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Ward	HMO applications determined 2015/16	HMO applications approved 2015/16	HMO applications determined 2016/17	HMO applications approved 2016/17	HMO Applications determined 2017/2018	HMO applications approved 2017/2018
Barton and Sandhills	3	2	5	5	7	5
Blackbird Leys	2	1	2	2	3	2
Carfax	6	6	0	0	1	1
Churchill	6	2	15	11	12	10
Cowley	8	7	12	11	13	10
Cowley Marsh	4	2	10	4	3	1
Headington	4	3	11	9	4	4
Headington Hill and Northway	5	5	6	5	9	9
Hinksey Park	8	7	2	1	5	3
Holywell	0	0	1	1	0	0
Iffley Fields	1	1	6	3	3	2
Jericho & Osney	2	2	3	3	6	5
Littlemore	4	4	3	2	4	4
Lye Valley	15	13	10	10	13	8
Marston	2	2	8	6	8	8
North	0	0	2	2	3	3
Northfield Brook	0	0	2	2	0	0
Quarry & Risinghurst	4	4	2	2	10	5
Rose Hill and Iffley	3	2	1	0	4	3
St. Clements	7	6	5	3	8	5
St. Margaret's	0	0	2	2	1	1
St. Mary's	5	2	6	3	3	2
Summertown	5	5	4	4	0	0
Wolvercote	2	2	1	1	2	2
Total	96	78 (81%)	119	92 (77%)	90 permitted c4 +23 refused (c4) + 3 permitted (sui gen)6 refused (sui gen) TOTAL 122	90 (c4) + 3 (sui gen) TOTAL 93 (66%)

Table 20: Planning applications for new HMOs determined and approved 2015/16-2017/18

- 3.75 Table 20 shows that the number of planning applications received to create new HMOs has increased significantly since the Sites and Housing Plan was adopted. The City Council has been actively working with HMO landlords to communicate the need for planning permission and therefore some of these applications may be regularising changes of use that have already taken place. The increase in applications may also reflect an increase in demand for this type of accommodation in the city given the high prices in the private rented sector in Oxford.
- 3.76 Given the exceptionally high concentration of HMOs in Oxford and the fact that HMOs often provide some of the poorest quality housing in the city, all HMO properties in Oxford require a licence. The City Council’s HMO Licensing scheme has received national awards and recognition for its work providing protection for tenants against sub-standard conditions and supporting vigorous enforcement of tenants’ legal rights.

Indicator 20: RESIDENTIAL MOORINGS

Target: Nil applications approved that are subject to an unresolved objection by the body responsible for managing the relevant river channel or waterway.

(Sites and Housing Plan Policy HP5)

Performance against target 2017/18:

N/A

Performance in previous two years:

2016/17: N/A

2015/16: N/A

- 3.77 No applications for residential moorings were received during the monitoring year.

Strong and Active Communities

Ambition: Socially cohesive and safe communities

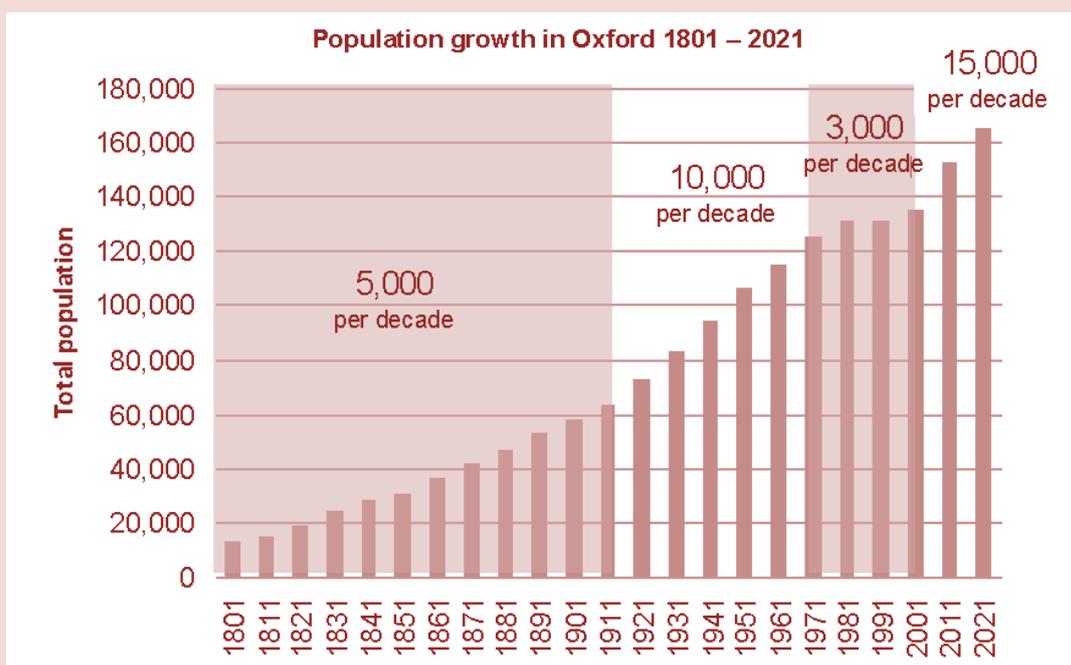
Our aim is that everyone in the city has the opportunity to:

- Be engaged in the diverse social and cultural life of the city
- Be active and engaged in leisure and sporting activities in the city
- Be protected from the risk of crime, exploitation and anti-social behaviour
- Have the support they need to achieve their potential

Snapshot of Oxford's population

Usual resident population:	151,906 people ²⁶
Annual population turnover:	26% annual population turnover ²⁷
Students as % of adult population:	24% (approximately 32,800 full time university students)
Non-white British population:	22% from a black or minority ethnic background 14% from a white but non-British ethnic background ²⁸
Life expectancy at birth:	82.5 years ²⁹
% population in good or very good health:	87% of Oxford's population in good or very good health ³⁰
Areas of the city amongst the 20% most deprived parts of the country:	Of 83 'super output areas' in Oxford, 10 are among the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton areas of the city. ³¹

Population changes over time



Oxford is currently in the middle of a new and distinct period of rapid population growth, adding around 15,000 people per decade. Oxford's population grew by 12% from 2001-2011, making it the sixth fastest growing English city. Oxford's population is projected to increase by another 13,000 people by 2021.

²⁶ Nomis (2018) [Total population](#)

²⁷ [Oxford Profile 2018](#)

²⁸ Oxford City Council (2016) [Corporate Plan 2016-20](#)

²⁹ [Oxford Profile 2018](#)

³⁰ Office of National Statistics (2011) UK Census Data

³¹ Oxford City Council (May 2015) [Poverty and deprivation statistics](#)

Indicator 21: REGENERATION AREAS

Target: Individual targets have been set for each priority regeneration area

(Oxford Core Strategy Policy CS3)

Performance against target 2017/18:



Performance in previous two years:



4.1 The Core Strategy identifies five priority areas for regeneration: Barton; Blackbird Leys; Northway; Rose Hill; and Wood Farm. Physical regeneration is to be housing led, with a focus on improving the quality and mix of housing. Individual targets have been set for each of the priority areas based upon their specific circumstances (Table 21).

Regeneration Area Monitoring		
Indicator	Target	Progress to date
Extent of deprivation in Oxford relative to all areas nationally	Reduce number of super output areas (SOAs) in Oxford that fall amongst the 20% most deprived in England Baseline (2007)10 SOAs Target 1 (2016)Less than 10 SOAs Target 2 (2026) . . . Less SOAs than in 2016	The English Indices of Deprivation 2015 identified 10 SOAs in Oxford that are amongst the 20% most deprived areas in England. These areas are in the Leys, Littlemore, Rose Hill and Barton.
Timely progression of regeneration action plans for each area.	Implement regeneration action plans in conjunction with other departments. (Timetable to be agreed corporately.)	To be taken forward by Neighbourhood/Community Partnerships.
Barton		
Reduce the sense of isolation from the rest of the city	Provision of new footbridge across the A40 and/or improvements to existing underpass by 2015/16.	To be delivered as part of the Barton Park development. See Indicator 23.
'Investing in Barton': improvements to blocks of flats and the Community Centre; enhancement of the street environment; improvements to security and redevelopment of Underhill Circus.	Three year programme of improvements to low rise blocks.	Permission was granted in December 2016 for improvements to flats on Stowford Road and Bayswater Road and work commenced in early 2017. ³² Permission was granted in January 2017 for improvements to flats on Barton Road. ³³ A further application was submitted in February 2018 for improvements to flats on Stowford Road to be determined in May 2017.
	Improvements to Barton Neighbourhood Centre.	Improvement works to Barton Neighbourhood Centre will include extending the existing health centre to provide health facilities for residents of Barton and Barton Park. An application for change of use from offices to use as a health centre was

³² Planning application references 16/02588/CT3 (2 to 24 Stowford Road), 16/02596/CT3 (26 to 60 Stowford Road), and 16/02597/CT3 (55 to 89 Bayswater Road).

³³ Planning application references 16/02802/CT3 (78-100 Barton Road), 16/02803/CT3 (102-112 Barton Road) and 16/02804/CT3 (114-136 Barton Road).

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		prepared in Spring 2017 ready for submission in June 2017. ³⁴ The application was approved in August 2017 and work commenced in September 2017.
	Redevelopment of Underhill Circus.	Work is in its early stages to work up proposals for the redevelopment of Underhill Circus. Initial design ideas have been drawn up and the City Council are working with the community to develop a proposal.
Barton Healthy New Towns Project.	Work with partners at Grosvenor, Oxfordshire Clinical Commissioning Group and Oxfordshire County Council Public Health towards delivering equal opportunities to good physical and mental health through the planning system.	A health impact assessment to identify retrospective enhancements at Barton Park and proactive recommendations for Underhill Circus and the Barton Healthy Living Centre was completed in January 2017. Barton Healthy New Town is part of the Town and Country Planning Association's Developer and Wellbeing national programme.
Blackbird Leys		
Improve the centre to create a mixed-use district centre	District centre regeneration.	The Council advertised for potential builders in September 2017. Developers were appointed in September 2018 to take forward the master-planning and development of council-owned sites in Blackbird Leys. The scheme will deliver a new district centre, new homes – including affordable homes – and new community facilities.
Investigate the future of Windrush and Evenlode tower blocks	Undertake an options appraisal by 2011.	Planning permission granted for upgrade works in November 2014 (14/02641/FUL & 14/02640/CT3). Work on both tower blocks commenced on site in early 2016. As a result of the Grenfell disaster in June 2017, both Evenlode and Windrush tower blocks have had their rain screen cladding replaced (17/02391/VAR & 17/01792/VAR). This work was completed in June 2018.
Northway		
Access across the A40 linking safeguarded land at Barton to Northway, for use by buses, pedestrians and cycles	Implementation by substantial completion of residential development at Barton by 2013/14.	To be delivered as part of the Barton Park development. See Indicator 23.

³⁴ Planning application reference 17/01507/CT3.

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Investigate the future use of Plowman tower block and the surrounding area, plus the possible redevelopment of the Northway offices	Options appraisal for Plowman tower block by 2010. Redevelopment of Northway Offices starting by Dec 2009.	Planning permission granted for upgrade works to Plowman Tower in November 2014 (14/02642/CT3). Works commenced on site February 2017. As a result of the Grenfell disaster in June 2017, the rain screen cladding on Plowman Tower has been replaced (17/01793/VAR). This work was completed in June 2018. Sites and Housing Plan Allocation SP37. Planning permission granted in 2013 for 47 residential units and community centre (12/03280/FUL). The community centre and the first residential units were completed and occupied in Spring 2017.
Rose Hill		
Housing stock regeneration programme	Redevelopment of life-expired houses to provide 254 new residential units (113 market and 141 affordable) by 2012.	Development completed December 2011.
New Rose Hill Community Centre	Delivery of new Community Centre.	Development completed January 2016.
Wood Farm		
Redevelopment of the Wood Farm primary school/Slade nursery school site	Redevelopment of the Wood Farm primary school/Slade nursery school site to include enhanced facilities for the wider community by 2012.	Development completed October 2013.
Investigate the future use of Foresters Tower block and surrounding area	Options appraisal for Foresters tower block by 2011.	Planning permission granted for upgrade works to Foresters Tower in November 2014 (14/02643/CT3). Works commenced on site November 2016.

Table 21: Core Strategy monitoring framework for Policy CS3 Regeneration Areas

4.2 Regeneration work is also progressing outside of the targeted priority regeneration areas, for example in Cowley. Barns Place, a mixed-used development comprising 40 apartments (of which 50% are affordable housing), a new community centre, retail and workshops was completed in September 2016.³⁵ Barns Place was awarded a Royal Institute of British Architects (RIBA) South Regional Award in May 2017 (Image 1).

³⁵ Planning application reference 12/03278/FUL (Barns Place).



Image 1: The RIBA award winning Barns Place development

- 4.3 An application for redevelopment of Templars Square Shopping Centre was submitted in December 2016³⁶ and the East Area Planning Committee resolved to grant planning permission for this development subject to the conditions and s106 legal agreement being finalised and completed.³⁷ The proposals include 200 homes, new shops, restaurants and a hotel as well as improvements to Between Towns Road.

Indicator 22: WEST END AREA ACTION PLAN

The West End Area Action Plan (AAP) guides development and change in Oxford's West End. It aspires to transform this key part of the City, which is currently under-utilised, raising it to the standard that Oxford's reputation deserves. The West End AAP identifies four key objectives to support this vision:

- An attractive network of streets and spaces
- A high quality built environment
- A strong and balanced community
- A vibrant and successful West End

The AAP monitoring framework is based around these objectives.

(Oxford Core Strategy Policy CS5, West End Area Action Plan)

Performance against target 2017/18:



Performance in previous two years:



- 4.4 The West End is a key part of the City Centre which is currently under-utilised and the City Council has produced an Area Action Plan (AAP) to guide its physical regeneration. This is a challenging part of the city to redevelop as it includes multiple sites, under various land

³⁶ Planning application reference 16/03006/FUL (Templars Square).

³⁷ This application was considered by the East Area Planning Committee on Wednesday 5 July 2017.

ownerships, that will become available for development at different times. Significant progress has been made on key projects in the West End during 2017/18:

Westgate

4.5 The new shopping and leisure destination opened on 24 October 2017, providing more than 3,400 new full time equivalent jobs. This is a really important development for Oxford and has significantly increased the city's retail offer through the delivery of 80,000sq ft of new A1 retail floorspace. The development has also delivered 27,000m² of restaurants, cafes and leisure uses and a five screen Curzon cinema, as well as 59 residential apartments. This has helped to strengthen Oxford's position as a regional centre for retail, culture and leisure, as well as helped to attract and provide for the needs of tourists.



Image 2: Westgate development

4-5 Queen Street and 114-119 St Aldate's

4.6 Planning permission was granted in August 2015 for the redevelopment of this site to deliver a mixed use scheme including A1 retail with A2 offices or A3 restaurants at ground floor level and 133 students on upper floors³⁸. Work commenced onsite in November 2015 and was completed in 2017. The building was occupied by students for the academic year 2017/18.



Image 3: 4-5 Queen Street

³⁸ Planning application reference 14/02256/FUL.

Oxpens

4.7 The Oxpens SPD was adopted in 2013. Oxford West End Development Limited ('OXWED'), a joint venture between Oxford City Council and Nuffield College has been formed to deliver the development of this site. The site could deliver up to 500 new homes; retail; up to 10,400m² of B1a offices and B1b research and development floorspace; a hotel with around 155 bedrooms; and student accommodation. An application (16/02945/FUL) for student accommodation with 500 rooms and small-scale retail and office units³⁹ went to planning committee in March 2017; planning committee resolved to grant permission subject to legal agreements. Since permission was granted in 2017, demolition work for the Student Castle Scheme has now commenced on site with the intention completion in 2020. Additionally, OXWED has gone to the open market to seek a development partner for the wider masterplan area. It is anticipated the development partner will be in place by the end of 2018.

Oxford Station SPD

4.8 Work on bringing forward the redevelopment of Oxford train station continued during 2017/18. The Supplementary Planning Document (SPD) builds on work carried out for the Oxford Station Masterplan and an architectural competition held in 2016. The SPD further develops the station masterplan and includes a new station, a multi-modal transport interchange and car park, as well as commercial and residential uses. The City Council produced a Draft Oxford Station Supplementary Planning Document (SPD) that was consulted on during summer 2017. Following this consultation, the Oxford Station SPD was adopted in November 2017.

Indicator 23: BARTON AREA ACTION PLAN

The Barton Area Action Plan (AAP) guides development and change at the Barton strategic site, aiming to deliver a development that reflects Oxford's status as a world class city and which supports integration and sustainability. The Barton AAP identifies five key objectives to support this vision:

- Deliver a strong and balance community
- Bring wider regeneration of neighbouring estates
- Improve accessibility and integration
- Encourage a low-carbon lifestyle
- Introduce design that is responsive and innovative.

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS7, Barton Area Action Plan)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



³⁹ Planning application reference 16/02945/FUL (Oxford Business Centre)

- 4.9 Policy CS7 of the Core Strategy, supported by the Barton AAP, allocates 36ha of land in the north of the city between Barton and Northway (known as land at Barton) for a predominately residential development of 800-1,200 new dwellings. This is the largest residential development opportunity in the city.
- 4.10 Outline planning permission was granted in September 2013 for means of access for the erection of a maximum of 885 residential units (Class C3); a maximum of 2,500m² gross Class A1, A2, A3, A4 and A5 uses (with a maximum of 2,000m² gross food store Class A1); a maximum of 50 extra care housing units; a maximum of 7,350m² GEA hotel (Class C1); and a maximum of 3,000m² GEA Class D1, D2 floorspace (community hub) in development blocks ranging from 2 to 5 storeys with associated cycle and car parking, landscaping, public realm works, interim works and associated highway works.⁴⁰ A reserved matters application for works needed to prepare the site for development was approved in February 2015⁴¹; work commenced on site in Summer 2015. The new junction on the A40, connecting Barton Park to Northway, was completed in May 2017 and opened in August 2017.
- 4.11 A further reserved matters application for Phase 1 of the development (237 dwellings,) was approved in March 2016⁴², and construction began in January 2017. Phase 1 includes 40% affordable housing (95 units), all of which will be provided as social rent. Two further reserved matters applications for community sports facilities and a community sports pavilion were approved in April and December 2016.⁴³ The first homes were marketed for sale in September 2017, with the first residents moving into Phase 1 of the development in July 2018. Work is ongoing to bring forward the subsequent phases of development. In February 2018, Grosvenor announced house builder Redrow Homes had been appointed to deliver over 200 further dwellings for the second phase of the development.

⁴⁰ Planning application reference 13/01383/OUT (Barton Park outline planning permission).

⁴¹ Planning application reference 14/03201/RES (Barton Park enabling works).

⁴² Planning application reference 15/03642/RES (Barton Park Phase1).

⁴³ Planning application references 16/00067/RES (Barton Park community sports facilities) and 16/02002/RES (Barton Park Community Sports Pavilion).

Indicator 24: NORTHERN GATEWAY AREA ACTION PLAN

The Northern Gateway Area Action Plan (AAP) guides development and change at the Northern Gateway. It aspires to create a vibrant and successful extension to Oxford, with a flourishing community of knowledge-based industries and modern new homes. The Northern Gateway AAP identifies six key objectives to support this vision:

- Strengthen Oxford’s knowledge-based economy
- Provide more housing
- Improve the local and strategic road network and other transport connections
- Respond to the context of the natural and historic environment
- Create a gateway to Oxford
- Encourage a low-carbon lifestyle/economy

The AAP establishes a specific monitoring framework for this site.

(Oxford Core Strategy Policy CS6, Northern Gateway Area Action Plan)

Performance against target 2017/18:

N/A

Performance in previous two years:

2016/17: N/A

2015/16: N/A

4.12 The Northern Gateway AAP was adopted in July 2015. The Northern Gateway is a key element of the Oxford and Oxfordshire City Deal, which was agreed to support innovation-led economic growth. The City Deal partners and Government have agreed to invest a total of £17.8m in highway infrastructure at the Northern Gateway to enable the development. Improvement works to both Wolvercote and Cutteslowe roundabouts were completed in September 2016. The next phase will include the provision of a link road between the A44 and A40 and new signalised junctions. This will be bought forward as part of the wider development at the Northern Gateway.

4.13 Although outside this monitoring period, a planning application has come forward for the majority of the Northern Gateway Area Action Plan site. The application, reference 18/02065/OUTFUL, was received and validated on 31 July 2018 and is a hybrid application consisting of an outline and full application. The outline application is for up to 87,300sqm of employment space, up to 550sqm of community space, up to 2,500sqm of Use Class A floorspace, up to a 180 bedroom hotel and up to 480 residential units as well as associated works, including the provision of a new link road between the A44 and A40 and an energy sharing loop. The full part of the application is for 15,850sqm of employment space and associated works. The application has been made by Thomas White (Oxford) and the development is being referred to as Oxford North.

4.14 It is too early to monitor development at this site against the AAP’s monitoring framework as a planning application is yet to be approved on this site however progress will continue to be monitored and reported on in the following AMR.

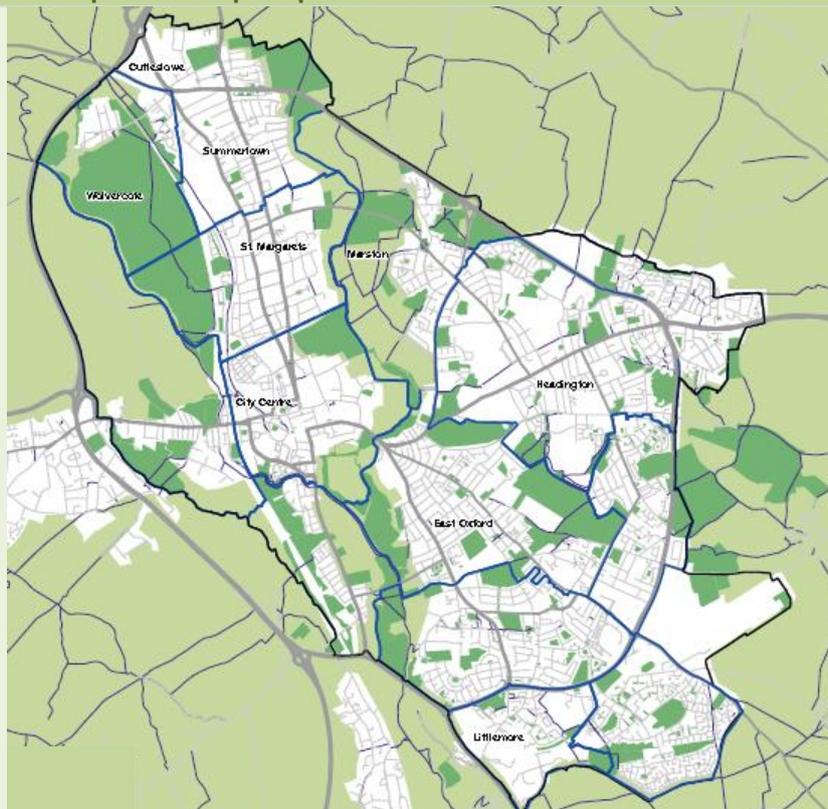
Cleaner and Greener Oxford

Ambition: An attractive and clean city that minimises its environmental impact by cutting carbon, waste and pollution

Environmental Snapshot

Total area:	17.6 square miles / 46 square kilometres
Green Belt (% of total area):	27% of Oxford's total area
Allotments:	36 allotment sites across the city
Listed Buildings:	More than 1,600 listed buildings
Conservation Areas:	18 conservation areas
Parks with Green Flag status:	Five parks (Cuttislowe & Sunnymead Park, Blackbird Leys Park, Hinksey Park, Florence Park and Bury Knowle Park)
Carbon emissions per capita:	4.4 tonnes per resident The target is to reduce Oxford's emissions by 40% by 2020, compared to a 2005 baseline. ⁴⁴
Cycling infrastructure per Km²:	Per 1km ² there is an average of 0.49km of cycle infrastructure across Oxford. ⁴⁵
Land area covered by grassland and forests:	32% of the land within Oxford City Council's boundary is grassland or woodland. ⁴⁶
Oxford Household Recycling Rate:	Residual waste: 366.34kg per household in 2017/18 Household waste recycled and composted: 50.81% in 2017/18

Spatial distribution of parks and open spaces in Oxford:⁴⁷



⁴⁴ Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 5)

⁴⁵ Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 8)

⁴⁶ Oxford City Council (2016) [Oxford Sustainability Index 2016](#) (Page 13)

⁴⁷ Oxford City Council (2013) [Green Spaces Strategy 2013-2027](#) (Appendix 1)

INDICATOR 25: CHANGES IN AREAS OF BIODIVERSITY IMPORTANCE

Target: No net reduction in areas designated for their intrinsic environmental value i.e. SAC, SSSI, RIGS and locally designated sites (Oxford Core Strategy Policy CS12)

Performance against target 2017/18:



Performance in previous two years:

2016/17:

2015/16:

5.1 Oxford has a diverse range of species and habitats and this is another part of what makes Oxford such a special place. It is important that Oxford's biodiversity is maintained as this is central to natural processes such as the maintenance of air, soil and water quality, and the regulation of climate and flooding. Biodiversity and good quality natural environments also contribute to health and wellbeing and are a key part of Oxford's character.

5.2 There are a number of sites in Oxford that are protected for their biodiversity and geological importance. This includes European designations (the Oxford Meadows Special Area of Conservation), national designations (Sites of Special Scientific Interest), and local level designations (local wildlife sites, local nature reserves and sites of local importance to nature conservation). Table 22 provides details of sites designated for their intrinsic environmental importance in Oxford. It shows that in 2017/18 there was no change in the area of any of these designated sites. This suggests that these sites are well protected by Local Plan policies.

Designation	2014/15	2015/16	2016/17	2017/18	Change
Special Areas of Conservation (SAC) (1 site)	177.1	177.1	177.1	177.1	No change
Sites of Special Scientific Interest (SSSI) (12 sites)	278.24	278.24	278.24	278.24	No change
Regionally Important Geological or Geomorphological Sites (RIGS) (2 Sites)	2.0	2.0	2.0	2.0	No change
Local Nature Reserves (3 Sites)	6.63	6.63	6.63	6.63	No change
Local Wildlife Sites (14 sites)	125.44	125.44	125.44	125.44	No change
Sites of Local Importance for Nature Conservation (SLINCs) (50 sites)	202.5	202.5	202.5	202.5	No change

Table 22: Area (ha) of sites designated for their environmental importance in Oxford (Natural England Data)

5.3 As work on the new Local Plan continues, the City Council is working with Thames Valley Environmental Records Centre to re-assess the biodiversity value of some locally designated sites to ensure that they have the correct designation and level of protection to cover the emerging Local Plan period up to 2036.

INDICATOR 26: NATURAL RESOURCE IMPACT ANALYSIS AND ON-SITE RENEWABLE ENERGY GENERATION

**Target: 100% of qualifying planning permissions granted to comply with NRIA requirements
Minimum of 20% on-site renewable or low carbon energy from qualifying sites**

(Oxford Core Strategy Policy CS9, Sites and Housing Plan Policy HP11, Saved Local Plan Policy CP18)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



5.4 Oxford City Council has a longstanding commitment to making Oxford more sustainable. This commitment can be realised by requiring sustainable design in planning policy. By requiring greater efficiency of resources and a proportion of energy from on-site renewable sources, we can mitigate the wider environmental effects of increasing urbanisation.

5.5 Core Strategy Policy CS9 and Saved Local Plan Policy CP.18 require non-residential developments of 2,000m² or more to submit a Natural Resource Impact Assessment (NRIA). The NRIA assesses a range of factors including energy efficient design, renewable energy generation, use of materials and water management, as set out in the NRIA SPD. Qualifying developments are required to meet 20% of their energy needs on site through renewable and low carbon technologies. Rarely is the City Council likely to approve a development where an NRIA checklist score of at least 6 out of 11 is not achieved, including at least the minimum standard in each section.

5.6 The requirement to undertake NRIsAs for residential developments of 10+ dwellings was removed when Part L of the Building Regulations was updated to require improved energy efficiency standards in all residential developments. Instead, Policy HP11 of the Sites and Housing Plan requires all applications for new residential or student accommodation development to include an energy statement explaining how energy efficiencies have been incorporated. Policy HP11 also requires developments of 10+ dwellings, 20+ student rooms or more than 500m² of student accommodation to meet at least 20% of their energy needs from on-site renewable or low carbon technologies.

Application reference & Site	Development	NRIA Checklist Score	Proposed On-Site Renewable Energy Generation
17/02140/FUL, British Telecom, James Wolfe Road, Oxford, OX4 2PY	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	11	20% onsite renewable energy generation (solar PV, gas fired CHP, mechanical ventilation with heat recovery to public areas, common rooms and retail units)

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	provision, associated cafe and shop, launderettes, plant room and electricity substation, new vehicular and pedestrian access to James Wolfe Road and closure of existing, cycle parking, landscaping and new enclosures.		
17/01463/FUL, 474 Cowley Road Oxford OX4 2DP	The construction of a 64 bed Care Home (Class C2) together with the ancillary accommodation; lounge and dining facilities; car parking facilities and landscaping, demolition of existing structures.	6	40%
17/00758/FUL, St Catherine's College Manor Road Oxford Oxfordshire OX1 3UJ	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.	N/A	20% (betterment of existing systems, Very slight incursion into green belt
17/00250/FUL, Castle Mill Roger Dudman Way Oxford OX1 1AF	Alterations for the continued use of the buildings as student accommodation comprising: External alterations to elevations and roofs of the existing buildings; tree planting (including containers and supporting structures); alterations to, and landscaping of the courtyards; new cycle stores; alterations to existing lighting; and	N/A	N/A

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	the formation of pedestrian pathways on the east side of Blocks 5 and 8 and the three gatehouses		
16/02945/FUL, Oxford Business Centre Osney Lane Oxford Oxfordshire OX1 1TB	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.	N/A	20% (Solar PV panels, Micro CHP)
16/02745/CT3, Seacourt Park and Ride, Botley Road	Extension to the existing Seacourt Park and Ride with associated layout and landscaping works	N/A	N/A
16/02689/FUL, Unither House 15 Paradise Street Oxford OX1 1LD	Demolition of existing building and construction of new hotel building (use class C1), with associated vehicle and cycle parking, landscaping, plant and engineering works.(Amended plans)(Amended information).	6	21% (Combined heat and power)
16/02687/FUL, 265 - 279 Iffley Road And Garages Percy Street Oxford Oxfordshire OX4 4AH	Re-development of the application site to include the demolition of existing buildings, erection of buildings to provide student accommodation (117 student rooms) and ancillary facilities, 11 x self-contained flats, a single storey garden room accommodating flexible space for use as student common room/teaching/lecturing space, 150sqm GIA for employment uses (Use Class B1), and associated landscaping and infrastructure. (Amended plans)	N/A	26% (Combined heat and power)
16/01752/FUL, Land At	Redevelopment of site	10	40% (Combined heat

Swan Motor Centre And To The East Between Towns Road Oxford Oxfordshire OX4 3LX	to provide purpose built managed student accommodation comprising 144 study rooms, provision for one commercial unit, and provision of an on-site management suite, together with associated landscaping and infrastructure (amended plans).		and power, air source heat pumps)
16/01225/FUL, Temple Cowley Pools Temple Road Oxford Oxfordshire OX4 2EZ	Erection of 48 dwellings with associated car parking, landscaping, open space and access. (Amended plans for Block 'C' only, additional information relating to Archaeology and Drainage).	N/A	20% (Solar PV panels)

Table 23: Qualifying developments compliance with NRA requirements (permissions) 2017/18 (July 2018)

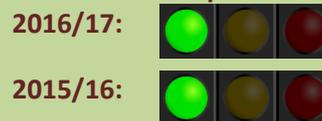
INDICATOR 27: DEVELOPMENT IN THE GREEN BELT

Target: No inappropriate development in the Green Belt unless specifically allocated in Oxford's Local Plan (Oxford Core Strategy Policy CS4)

Performance against target 2017/18:



Performance in previous two years:



5.8 Green Belt is a policy designation that aims to prevent urban sprawl by keeping land surrounding urban areas open and undeveloped. Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.

5.9 Table 24 provides details of planning permissions granted for development in the Green Belt within the city boundary during the monitoring year. All applications were considered against Green Belt policies set out in the National Planning Policy Framework and Core Strategy. No inappropriate development was permitted during 2017/18.

Location	Application reference	Development	Reason for Approval
Wolvercote Paper Mill Mill Road Oxford	13/01861/OUT	Outline application (seeking means of access) for up to 190 residential units, employment space, community facilities, public open space and	The proposal would make use of previously developed land and has been allocated for housing development. The vacant buildings on the site detract

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		ancillary services and facilities (Amended plans).	considerably from the appearance of the area and street scene and the future redevelopment will improve the local visual amenity.
Merton College Spots Pavilion, Manor Road	17/00607/LBC	Internal and external refurbishment works to include clean and repair of building fabric.	The proposal would accord with the special character, setting and features of special architectural or historic interest of the listed building.
The Perch Public House, Binsey Lane	17/01968/FUL	Demolition of garden bar, demolition of agricultural barn, partial demolition of boundary wall and erection of a single storey extension to north elevation and provision of bicycle racks to front elevation.	The proposed development would closely relate to both the developed part of Binsey village and the pub site itself. In fact the overall scale of development proposed would be similar to the existing agricultural building on the site and would therefore not conflict with the aims of the greenbelt in terms of leading to urban sprawl or eroding the open nature of the greenbelt.
1 The Cottage, Ferry Road	17/01646/FUL	Demolition of the existing side extension. Erection of a single storey side extension.	The visual appearance of the proposal is considered to be acceptable and would not be harmful to the existing house and surrounding area. The proposal is for a small domestic extension and would be an unobtrusive change to the Green Belt setting.
The Oak Barn, 80 Edgeway Road	17/01225/FUL	Erection of single storey rear extension to form wet room	The proposal is for a very small domestic extension and would

			be an unobtrusive change to the Green Belt setting.
Christ Church Meadow, St. Aldate's	17/02561/FUL	Replace the existing low level railings at the entrance to the south west corner of Christ Church Meadow from the existing footbridge over Trill Mill Stream.	The proposal, subject to the conditions imposed, would accord with the special character, setting, features of special architectural or historic interest of the listed building. The small scale of the works would be an unobtrusive change to the Green Belt setting.

Table 24: Planning permissions granted for development in the Green Belt in 2017/18

INDICATOR 28: HERITAGE ASSETS AT RISK

Target: A decrease in heritage assets at risk or no net increase in heritage assets at risk
(Oxford Core Strategy Policy CS18)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



5.10 Oxford has a long, rich history and the city benefits from a diverse range of heritage assets. It is important that Oxford's heritage assets are protected and enhanced as they are an important part of the city's character and should be maintained for the benefit of future generations.

5.11 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. In 2017/18 two of Oxford's heritage assets were identified as being at risk (Table 25).

Heritage Asset	Condition	Priority Category
Swing bridge, near Rewley Road	Very Bad	F - Repair scheme in progress and (where applicable) end use or user identified.
Church of St Thomas the Martyr, St Thomas Street	Poor	C - Slow decay; no solution agreed

Table 25: Heritage assets at risk in Oxford (July 2018)

5.12 The same heritage assets have previously identified as being at risk in the previous AMR. There has been no notable change in their condition, although a repair scheme for the Swing Bridge

is currently underway. There has been no net change in the number of assets at risk when compared to the previous monitoring year.

INDICATOR 29: APPLICATIONS INVOLVING THE TOTAL, SUBSTANTIAL OR PARTIAL DEMOLITION OF A LISTED BUILDING

Target: 0% Listed Building Consents or planning permissions granted that involve the total, substantial or partial demolition of a listed building

(Oxford Core Strategy Policy CS18)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



5.13 Listed buildings are irreplaceable heritage assets and as such should be protected from substantial harm which in the worst instance will include their total or substantial demolition. As such it is the City Council’s duty as custodians of Oxford’s unique, historic environment to resist such loss of heritage assets as far as possible.

5.14 One application was received in 2017/18 which involved the partial demolition of a listed building. The application was permitted subject to conditions (Table 26).

Application reference	Decision	Location	Proposal
18/01016/LBD	Permitted	9 Merton Street Oxford	Part demolition of curtilage boundary wall in association with landscaping of existing garden areas to 9 & 10 Merton Street. (Amended plan)

Table 26: Applications involving the total, substantial or partial demolition of a listed building determined during 2017/18 (July 2018)

5.15 Application 18/01016/LBD as permitted comprises of the removal of a section of a brick curtilage wall in order to create an opening and access between the garden areas of two adjoining properties. While the creation of a new opening would involve the removal of historic fabric and reduce the overall integrity of the wall and listed building, the council deemed that the extent of the harm caused by the scale of the works will be less than substantial. The reuse of existing bricks to make improvements to other poorly rebuilt sections of the wall would mitigate the harm caused. It was also considered that there are public benefits that would arise from the provision of a more usable, accessible and flexible communal garden areas, which would outweigh the less-than-substantial harm to the listed building context. It is noted that the application was submitted as a resubmission to a previously refused scheme, which proposed the demolition of the entire boundary wall.

INDICATOR 30: APPEALS ALLOWED WHERE CONSERVATION POLICIES WERE CITED AS A REASON FOR REFUSAL

Target: 80% of appeals dismissed where conservation policies are cited as a reason for refusal (Oxford Core Strategy Policy CS18)

Performance against target 2017/18:



Performance in previous two years:



5.16 Oxford has a rich heritage, spanning over one thousand years. While it is clear that modern development must happen for Oxford to successfully function as an urban space, this should not be at the expense of Oxford’s heritage assets. Oxford’s conservation policies are therefore intended to accommodate modernity and growth but manage their effect on the historic environment.

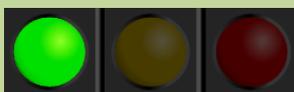
5.17 Oxford’s detailed conservation policies are the Saved Local Plan 2001-16 historic environment policies. Eight appeals were determined in 2017/18 where these policies were cited as one of the reasons for refusal. Of these five were dismissed (63%). In the three cases where the appeals were upheld, the inspector determined that the proposals would not result in overall harm to the heritage context.

5.18 Whilst the performance in 2017/18 is below the established baseline, it demonstrates an improvement to the results in the previous AMR. The usefulness of using a percentage based target as a measure of the success of the policy remains questionable, given that the key factor (the number of appeals received) is subject to unpredictable variations year on year. It will therefore be prudent to give consideration to an alternative measure for the success of comparable heritage policies in the upcoming Local Plan 2036.

INDICATOR 31: TREE PRESERVATION ORDERS (TPOS)

Target: 0% of applications for felling trees that are the subject of a TPO to be approved by the City Council contrary to officers’ recommendations (Oxford Core Strategy Policy CS18)

Performance against target 2017/18:



Performance in previous two years:



5.19 There were no permissions granted for the felling of trees subject to a TPO contrary to officers’ recommendations in 2017/18.

INDICATOR 32: LOSS OF PUBLIC OPEN SPACE, OUTDOOR SPORTS AND RECREATION FACILITIES

Target: No net loss to other uses of publically accessible open space, outdoor sports and recreation facilities (Oxford Core Strategy Policy CS21)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



5.20 Public open space, outdoor sports and recreation facilities provide a range of benefits including helping to support health and wellbeing. No planning applications were permitted where there would be a net loss of publicly accessible open space, outdoor sports or recreation facilities in 2017/18.

5.21 Planning permissions have been granted for a number of applications that are small in scale or directly opposite/adjacent to protected spaces, such as community halls, sports pavilions. None of the applications have comprised of developments that would result in a meaningful loss of open spaces.

INDICATOR 33: TRAFFIC GROWTH AT INNER AND OUTER CORDONS

Target: Inner Cordon - no more than 0% growth

Outer Cordon - no more than 0.2% average annual growth (Oxford Core Strategy Policy CS14)

Performance against target 2017/18:



Performance in previous two years:

2016/17:



2015/16:



5.28 Oxfordshire County Council monitors traffic flows at two ‘cordons’ in Oxford. The inner cordon count provides an indication of the average number of vehicles entering the city centre on any given weekday, whilst the outer cordon count provides an indication of the number of vehicles entering Oxford from beyond the city boundary on any given weekday.

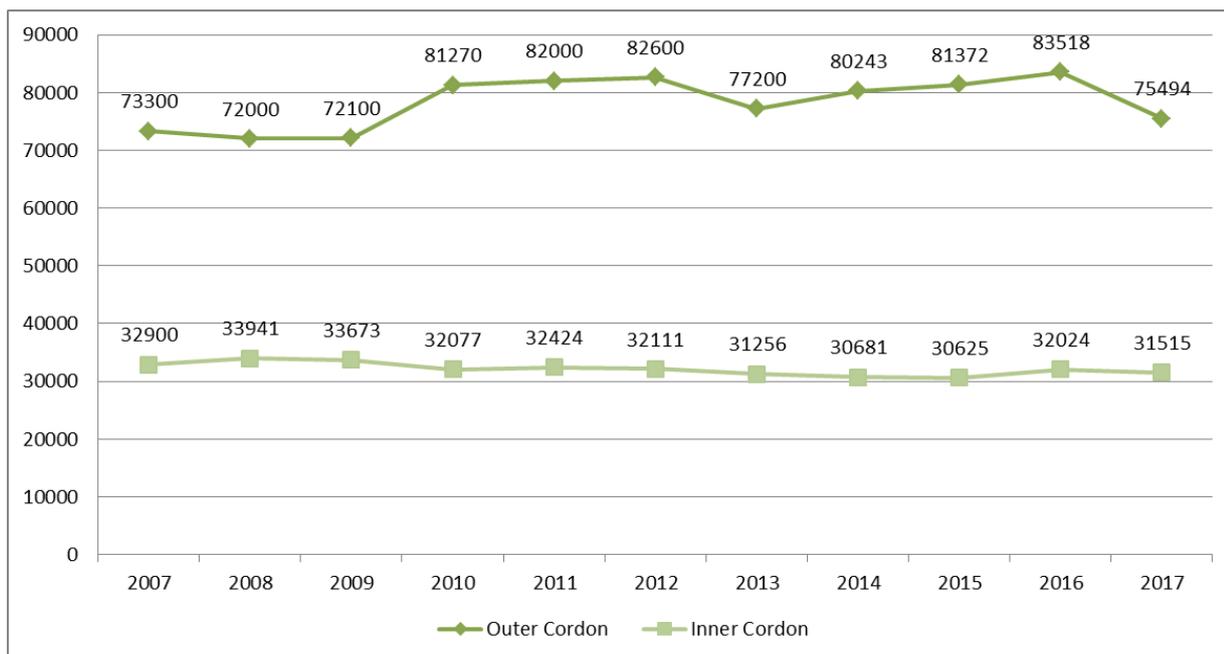


Figure 8: Traffic flows in Oxford at inner and outer cordons 2007-2017

5.29 Figure 8 shows that the number of vehicles travelling into the city centre (inner cordon) has decreased relatively consistently since the Core Strategy 2006 baseline (36,000 vehicles). Following the small spike in the previous monitoring period, the number of vehicles measured in the traffic flow of the inner cordon has reduced by 1.59% which resumes the downward trend in the figures and remains significantly below the 2006 baseline.

5.30 The number of vehicles travelling into Oxford from across the city boundary (outer cordon) has shown a greater amount of fluctuation since the 2006 baseline. This is possibly due to the introduction of additional monitoring locations in 2010, resulting in a higher volume of traffic registered from that year, and a faulty receptor in 2013, meaning the data for that year shows less traffic. The fluctuating trends continued in 2017, which saw a 10% reduction in the number of vehicles travelling into Oxford compared to the previous monitoring year. This reduction means that the outer cordon figure falls well below the 2006 baseline, although it should be noted that data was not available this year from one of the counting points.

5.31 The data shows that for the current monitoring period there has been a downward trend in traffic flows at both cordons with the figures remaining on target. The positive reports notwithstanding, the issue of traffic flows and their management remains a difficult issue for the City Council to manage in the context of rapid population growth both within the city and the surrounding area, with many people commuting into Oxford from the wider city-region for work, leisure, health and education services. It remains to be seen whether the figures are part of an established trend or a temporary fluctuation. The City Council will meanwhile continue with various measures to encourage more sustainable travel options than private cars. A City Centre Movement and Public Realm Study was commissioned in partnership with the County Council to support work on the emerging Local Plan 2036 in September 2017. The report was published in July 2018.

An Efficient and Effective Council

LOCAL DEVELOPMENT SCHEME MONITORING

6.1 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 and other planning policy documents. The LDS provides details on what each document will contain and the geographical area it will cover. The LDS for this monitoring year was the LDS 2016-2019. A new LDS for Oxford was opted in June 2018 and covers the period 2018-2021.

6.2 As set out in the LDS, the City Council is currently working on producing a new Local Plan that will shape development in Oxford up to 2036. When adopted, the Local Plan 2036 will replace the Core Strategy, Sites and Housing Plan and the saved policies of the Oxford Local Plan 2001-2016.

Document title	LDS timescale (as relevant to the monitoring period)	Progress during the 2017/18 monitoring year
Oxford Local Plan 2036	Preferred Options Consultation	The preferred options consultation was carried out in Summer 2017 in line with the LDS timescales. Following the close of the consultation the results were summarised and taken into consideration in the production of the Oxford Local Plan Proposed Submission Document.

Table 27: Progress against Local Development Scheme timescales in 2017/18

6.3 A Joint Spatial Strategic Plan (JSSP) is also being prepared which will contain strategic policies for Oxfordshire for the period to 2050.

DUTY TO COOPERATE MONITORING

6.4 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.

6.5 The City Council has also been actively involved in a number of on-going joint-working and partnership relationships, which help to inform a shared evidence base for plan making and addressing strategic and cross-boundary issues. This includes the Oxfordshire Growth Board; the Oxfordshire Local Enterprise Partnership (LEP); the Oxford Strategic Partnership; the Oxfordshire Local Transport Board; the Oxfordshire Leaders Group; the Oxfordshire Chief Executives Group; City and County Bilateral meetings; the Oxfordshire Area Flood Partnership; the Oxford Regeneration Programme Partnership; and the Oxfordshire Planning Policy Officers Group. These meetings are attended either by lead members and/or by a range of senior officers. Engagement with other stakeholders about Duty to Cooperate matters is also important for the Local Plan 2036, and commentary about those processes is provided in more detail in the Local Plan Consultation Statement.

6.6 A detailed Duty to Cooperate Statement is being prepared which will outline the scope and nature of engagement, both formal and informal, and the impact this cooperation has had on

decisions made by the Council, including which planning policies have been put forward and why.

NEIGHBOURHOOD PLAN MONITORING

6.7 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. Neighbourhood plans are about developing land in a way that is sympathetic to the needs of local stakeholders and that gives local people a greater say in where new development should go and what it should look like. Once plans are adopted they will become an important consideration when making decisions on planning applications.

Headington Neighbourhood Plan

6.8 On 4 May 2017, the Headington Neighbourhood Plan was successful at the Headington Referendum, with 3,310 people (85% of voters) voting for Oxford City Council to use the plan for Headington to help it decide planning applications in the neighbourhood area. Following this positive result, the plan was formally made at the Full Council meeting of 20 July 2017. The Headington Neighbourhood Plan now forms part of the development plan and has been subsequently used in to help determine planning applications in the Headington Neighbourhood Area.

Summertown and St Margaret's Neighbourhood Plan

6.9 The Summertown and St. Margaret's Neighbourhood Forum reviewed the policies in light of the comments received from the public, key stakeholders and statutory consultees as part of the pre-submission consultation and submitted the Plan to the City Council later in 2017. The Plan was submitted to the Planning Inspectorate in January 2018. Examination in public of the plan took place in July 2018 and the Inspector's report was received by the Forum in August 2018. A decision is expected towards the end of the year.

Wolvercote Neighbourhood Plan

6.10 The Wolvercote and Cutteslowe Neighbourhood Forum submitted the Wolvercote Neighbourhood Plan in July 2018. Public consultation on the plan is expected to take place in October 2018, with a referendum on the plan expected to take place in mid-2019.

Littlemore Neighbourhood Plan

6.11 Littlemore Parish Council has started work on producing a neighbourhood plan. Following on from the successful area application at the City Executive Board Meeting on 15 August 2017, an initial consultation on the vision and scope of the plan was carried out. The Parish Council undertook a survey which highlighted key issues for the plan to address. These included indications of the results of that consultation showed that the main issues to be planning and transport.

STATEMENT OF COMMUNITY INVOLVEMENT MONITORING

6.12 Effective community engagement is essential to good planning. The Statement of Community Involvement in Planning (SCIP) sets out how the City Council will involve the

community and other stakeholders in both developing planning policy documents and determining planning applications. The AMR reports on planning policy consultations undertaken during the monitoring year and explains how they have complied with the SCIP.

Oxford Local Plan 2036: Preferred Options Consultation (Regulation 18)

Consultation dates:	30 June 2017 – 25 August 2017 (eight weeks)
Summary of what we did:	<p>The City Council conducted an extensive consultation exercise over the Summer of 2017 to publicise the project and engage the Oxford community in the Preferred Options Stage of the plan-making process. This, the first statutory stage of consultation aimed to involve residents, workers, employers, students and visitors to Oxford as well as stakeholders and service providers.</p> <p>Approximately 60,000 leaflets were sent to be delivered door-to-door. Additionally statutory consultees were contacted as well as local groups and individuals who had previously expressed an interest to be kept informed of the planning process. The City Council used traditional and more modern consultation techniques including the use of social media to publicise the consultation and attending events where people would already be present in order to publicise the consultation further including arranging Farmers Markets and the Cowley Road Carnival.</p> <p>A range of consultation materials were produced to provide local people and stakeholders with a variety of options for involvement in the consultation. These materials were made available online, at the Council’s main offices, in libraries, in community centres and in sports and leisure centres across Oxford.</p> <p>The Preferred Options Consultation was widely publicised through a range of channels, including the local press, social media, and posters in community notice boards. The Planning Policy Team also had a manned stand at a range of events across Oxford during the consultation period.</p>
Further information:	More information on the first steps consultation, including summaries of the comments received, can be found in the Preferred Options Consultation Report 2017

COMMUNITY INFRASTRUCTURE LEVY MONITORING

6.13 The Community Infrastructure Levy (CIL) is a tariff in the form of a standard charge on new development to help the funding of infrastructure. Oxford’s CIL Charging Schedule came into effect on the 21 October 2013. Planning applications determined on or after 21 October 2013 may therefore be subject to CIL.⁴⁸ CIL rates are updated each January to reflect indexation.

6.14 The Council will use CIL to secure Strategic Infrastructure (as shown on the Regulation 123 list of infrastructure) whilst the local infrastructure will be secured through Planning Obligations in line with the Policies of the Core Strategy and the Affordable Housing & Planning Obligations SPD.

6.15 Regulation 62 of the CIL Regulations (as amended) requires charging authorities to “prepare a report for any financial year (“the reported year”) in which – a) it collects CIL or CIL is collected on its behalf; or b) an amount of CIL collected by it or by another person on its behalf (whether

⁴⁸ The Community Infrastructure Levy Charging Schedule (October 2013) sets out which developments are liable for CIL and how CIL is calculated.

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in the reported year or any other) has not been spent.” Table 28 sets out the CIL Monitoring information as required by regulation 62(4) for the period 1 April 2017 to 31 March 2018. Data for the 2013/14, 2014/15, 2015/16 and 2016/17 monitoring years is also included for comparative purposes.

Regulation Reference	Description	2013/14 (£)	2014/15 (£)	2015/16 (£)	2016/17 (£)	2017/18 (£)	Total (£)
(3)	Land payments made in respect of CIL, and CIL collected by way of a land payment which has not been spent at the end of the reported year:- (a) development consistent with a relevant purpose has not commenced on the acquired land; or (b) the acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent.	Nil	Nil	Nil	Nil	Nil	Nil
4(a)	Total CIL receipts	7,064	1,379,000	2,046,196	2,295,923	4,995,586	10,723,769
4(b)	Total CIL expenditure	Nil	Nil	350,000	990,540.00	1,155,761	2,496,301
4 (c) (i)	The items of infrastructure to which CIL (including land payments) has been applied	N/A	N/A	1 Item ⁴⁹	2 Items ²	2 Items ³	N/A
4 (c) (ii)	Amount of CIL expenditure on each item	N/A	N/A	350,000	1.£730k 2.£260,540	1.£380k 2. £775,761k	2,496,301
4 (c) (iii)	Amount of CIL applied to repay money borrowed, including any interest with details of the infrastructure items which that money was used to provide (wholly or in part)	Nil	Nil	Nil	Nil	Nil	Nil
4 (c) (iv)	Amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation (5%)	353 (5%)	68,950 (5%)	103,510 (5%)	114,796 (5%)	249,779 (5%)	537,388 (5%)
4 (ca)	Amount of CIL passed to any local council (i.e. a parish council) under regulation 59A or 59B; and any person under regulation 59(4) (i.e. to another person for that person to apply to funding the provision, improvement, replacement, operation or maintenance of infrastructure)	Nil	14,895	18,941	13,230	34,784	81,850
4 (cb) (i)	Total CIL receipts under regulations 59E and 59F i.e. CIL recovered from parish councils because it hasn't been spent within five years, or the neighbourhood element of CIL in areas that do not have parish councils (15% in areas without an adopted Neighbourhood Plan)	1,060	193,015	484,603	723,881	1,334,223	N/A
4 (cb) (ii)	The items to which the CIL receipts to which regulations 59E and 59F applied have been applied	N/A	N/A	N/A	105,000	105,000	210,000
4 (cb) (iii)	Amount of expenditure on each item	N/A	N/A	N/A	2,500	2,500 ⁴	105,000
4 (cc) (i)	Total value of CIL receipts requested from each local council under a notice served in accordance with regulation 59E	Nil	Nil	Nil		Nil	Nil
4 (cc) (ii)	Any funds not yet recovered from local councils at the end of the monitoring year following a notice served in accordance with Regulation 59E	Nil	Nil	Nil		Nil	Nil
4 (d) (i)	Total amount of CIL receipts retained at the end of the monitoring year, other than those to which regulation 59E or 59F applied (i.e. CIL recovered from parish councils, or the	6,004	1,103,200	1,286,957	846,198*	2,823,200	6,065,559

⁴⁹ Oxford Spires Academy – provision of a new gym with community access.

² 1. Oxford & Abingdon Flood Alleviation Scheme 2. Quarry Pavilion construction

³ 1. Oxford & Abingdon Flood Alleviation Scheme 2. Quarry Pavilion construction

⁴ £2500 was passed to each ward councillor in non-parished wards

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	neighbourhood element of CIL in areas that do not have parish councils)						
4 (d) (ii)	CIL receipts from previous years retained at the end of the monitoring year other than those to which regulation 59E or 59F applied	N/A	5,651	1,108,851	2,395,808	3,242,006	N/A
4 (d) (iii)	CIL receipts for the monitoring year to which regulation 59E or 59F applied retained at the end of the monitoring year	1,060	191,955	291,588	130,788**	627,061	1,242,452
4 (d) (iv)	CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the monitoring year	Nil	1,060	193,015	484,603	615,391	N/A
4 (e) (i)	In relation to any infrastructure payments accepted, the items of infrastructure to which the infrastructure payments relate	N/A	N/A	N/A	N/A	N/A	N/A
4 (e) (ii)	In relation to any infrastructure payments accepted, the amount of CIL to which each item of infrastructure relates	N/A	N/A	N/A	N/A	N/A	N/A

Table 28: Community Infrastructure Levy Monitoring 2013/14-2017/18

*Amended amount due to some late payments for the financial year

**this has been amended due to the payment to ward councillors as per 4 (cb) iii and a cancelled invoice

S106 AGREEMENT MONITORING

6.16 In 2017/18, £222,368 of developer contributions held by the City Council was spent (Table 28).

Type of expenditure	Expenditure amount 2017/18
Park and Ride	£166,126
Leisure	£43,350
Environmental improvements	£12,892
Total	£222,368

Table 28: S106 expenditure 2017/18

6.17 As of 1 April 2018 the City Council held £3,827,314 of developer funding which is due for expenditure (subject to Council approval) as set out in Table 29.

Type of expenditure	Amount of s106 developer contributions due for expenditure	
	2018/19	2019/20 and beyond
Affordable housing	Nil	£2,980,139
Community facilities	£19,886	£100,000
Pedestrian infrastructure	Nil	£220,420
Leisure	£45,753	£162,258
Environmental improvements	£92,000	£168,174
Works of art	Nil	£38,684
Total amount due for expenditure	£157,639	£3,669,675

Table 29: S106 money due for expenditure in 2017/18 and beyond⁵⁰

⁵⁰ The figures for the years of expenditure are only approximate and may change due to slippage or early completion of schemes.

Glossary

Affordable housing	Homes that are available at a rent or price that can be afforded by people who are in housing need. It includes social rented housing, intermediate affordable housing and shared ownership housing.
Appeal	If a planning application is refused, is not determined on time, or is permitted with conditions that the applicant does not agree with, then applicant has the right to appeal. The case will then be reviewed by the Planning Inspectorate.
Area Action Plan (AAP)	AAPs form part of the Local Plan. They guide development in key growth areas by establishing area specific objectives, policies and proposals.
Article 4 Direction	A direction which withdraws automatic planning permission granted by the General Permitted Development Order.
Biodiversity	Diversity of plant and animal life, usually measured by number of species.
Community Infrastructure Levy (CIL)	CIL is a standard charge on new development which is used to help fund infrastructure provision.
Core Strategy	One of the documents in Oxford's Local Plan. It sets out the long-term spatial vision for the city, with objectives and policies to deliver that vision.
Duty to Cooperate	A legal duty that requires local planning authorities to work with neighbouring authorities and key public bodies to maximise the effectiveness of Local Plan preparation in relation to strategic cross boundary matters.
Dwelling	A self-contained unit of residential accommodation (house, flat, maisonette, studio, etc) but not a house in multiple occupation (HMO), bedsit or communal home.
Green Belt	An area of undeveloped land, where the planning policy is to keep it open to (amongst other purposes) prevent urban sprawl and preserve the setting and special character of Oxford and its landscape setting.
Greenfield land	There is no formal definition of greenfield land since the revocation of the Town and Country Planning (Residential Development on Greenfield Land) (England) Direction 2000 in 2007.
Gross Internal Area (GIA)	The area of a building measured to the internal face of the perimeter walls at each level.
Heritage Asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
Houses in Multiple Occupation (HMOs)	Shared houses occupied by three or more unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.
Housing trajectory	A tool that is used to estimate the number of homes likely to be built in the future, usually shown as a graph.
Local Development Scheme (LDS)	Outlines every Local Plan document that the City Council intends to produce over the next three years along with timetables for their preparation.
Local Plan	The plan for the future development of Oxford, produced by the City Council in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under

	the 2004 Act. The documents that make up Oxford's Local Plan are listed in Appendix A.
National Planning Policy Framework	The National Planning Policy Framework sets out the government's planning policies for England and how these are expected to be applied.
Neighbourhood Plan	Plans created by communities that establish a shared vision for their neighbourhood. Neighbourhood Plans can set out where new development should go, what it should look like and the infrastructure that should be provided.
Natural Resources Impact Analysis (NRIA)	A NRIA should evaluate the use of natural resources and the environmental impacts and benefits arising from a proposed development, both at the construction phase and through the subsequent day-to-day running of the buildings. Where an NRIA is required, it must demonstrate how the building is designed to minimise the use of natural resources over its lifetime.
Planning Practice Guidance	A web-based resource that brings together national planning practice guidance for England.
Previously Developed Land (PDL)	Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. This excludes land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Sites of Local Importance for Nature Conservation (SLINC)	A site containing important habitats, plants and animals in the context of Oxford.
Sites of Special Scientific Interest (SSSI)	Areas identified by English Nature as being of special interest for their ecological or geological features.
Special Areas of Conservation (SACs)	These consist of areas that are vitally important for nature conservation and have been identified as containing the best examples of habitats and species under the European Habitats Directive 1992.
Supplementary Planning Documents (SPD)	A type of planning policy document that supplements and elaborates on policies and proposals in the Local Plan. It does not form part of the Local Plan and is not subject to independent examination
Sustainability Appraisal	A social, economic and environmental appraisal of strategy, policies and proposals required for Local Plan documents and sometimes Supplementary Planning Documents.
Tree Preservation Order	A legal order made by the local planning authority, that prohibits the cutting down, uprooting, topping, lopping, willful damage or willful destruction of a tree or group of trees without the express permission of that authority.

Appendix A: Oxford's planning policy documents

Document	Date of Adoption
The Local Plan	
This includes a number of policy documents that have been prepared and adopted separately.	
Core Strategy 2026	March 2011
Sites and Housing Plan 2011-2026	February 2013
Oxford Local Plan 2001-2016 (Saved Policies)	November 2006
Northern Gateway Area Action Plan	July 2015
Barton Area Action Plan	December 2012
West End Area Action Plan	June 2008
Policies Map	March 2013
Supplementary Planning Documents (SPDs)	
Affordable Housing and Planning Obligations SPD	September 2013
Balance of Dwellings SPD	January 2008
Diamond Place SPD	July 2015
Jericho Canalside SPD	December 2013
Natural Resource Impact Analysis SPD	November 2006
Oxford Station SPD	November 2017
Oxpens Master Plan SPD	November 2013
Parking Standards SPD	February 2007
Telecommunications SPD	September 2007
Technical Advice Notes (TANs)	
TAN 1A: Space Standards for Residential Development	May 2016
TAN 2: Energy Statement TAN	November 2013
TAN 3: Waste Storage TAN	November 2014
TAN 4: Community Pubs TAN	November 2014
TAN 5: External Wall Insulation	March 2016
TAN 6: Residential Basement Development	June 2016
Other planning policy documents	
Annual Monitoring Report	Produced annually
Community Infrastructure Levy Charging Schedule	October 2013
Local Development Scheme	January 2016
Statement of Community Involvement	July 2015

Appendix B: How the AMR complies with statutory requirements

Statutory Requirement	How the AMR meets this requirement
<p>Section 35 of the Planning and Compulsory Purchase Act 2004 as amended by Section 113 of the Localism Act 2011 states that all local planning authorities in England must produce reports containing information on the implementation of the Local Development Scheme and the extent to which the policies in set out in the Local Development Plan are being achieved. These reports must be available to the public.</p>	<p>The AMR contains information on the implementation of the Local Development Scheme (see Local Development Scheme Monitoring). It also contains information on the implementation of policies in Oxford's Local Plan as set out in Appendix C. The AMR is made publically available on the City Council's website and at our main offices (St Aldate's Chambers).</p>
<p>Section 34 of The Town and Country Planning (Local Planning) (England) Regulations 2012</p> <p>(1) A local planning authority's monitoring report must contain the following information—</p> <p>(a) the title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme;</p> <p>(b) in relation to each of those documents—</p> <p>(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;</p> <p>(ii) the stage the document has reached in its preparation; and</p> <p>(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and</p> <p>(c) where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.</p> <p>(2) Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—</p> <p>(a) identify that policy; and</p> <p>(b) include a statement of—</p> <p>(i) the reasons why the local planning authority are not implementing the policy; and</p> <p>(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.</p> <p>(3) Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—</p> <p>(a) in the period in respect of which the report is made, and</p> <p>(b) since the policy was first published, adopted or approved.</p> <p>(4) Where a local planning authority have made a neighbourhood development order or a neighbourhood development plan, the local planning authority's monitoring</p>	<p>This information is included in the Local Development Scheme Monitoring section of the AMR.</p> <p>N/A - All policies are being applied.</p> <p>AMR Indicator 8: Housing trajectory AMR Indicator 9: Affordable housing completions (gross) and tenure</p> <p>To date, no neighbourhood development orders or neighbourhood development plans have been made.</p>

<p>report must contain details of these documents.</p> <p>(5) Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.</p> <p>(6) Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.</p> <p>(7) A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.</p> <p>Section 35 of The Town and Country Planning (Local Planning) (England) Regulations 2012</p> <p>(1) A document is to be taken to be made available by a local planning authority when—</p> <p>(a) made available for inspection, at their principal office and at such other places within their area as the local planning authority consider appropriate, during normal office hours, and .</p> <p>(b) published on the local planning authority's website,</p>	<p>This information is included in the Community Infrastructure Levy Monitoring section of the AMR.</p> <p>This information is included in the Duty to Cooperate Monitoring section of the AMR.</p> <p>The Annual Monitoring Report is published as soon as possible after the information becomes available.</p> <p>The AMR is made publically available on the City Council's website and at our main offices (St Aldate's Chambers).</p>
<p>Section 62 of The Community Infrastructure Levy Regulations 2010 Section</p> <p>In any year that a charging authority collects CIL it must produce a report that includes:</p> <p>(a) the total CIL receipts for the reported year; .</p> <p>(b) the total CIL expenditure for the reported year; .</p> <p>(c)summary details of CIL expenditure during the reported year including— .</p> <p>(i)the items of infrastructure to which CIL (including land payments) has been applied, .</p> <p>(ii)the amount of CIL expenditure on each item, .</p> <p>(iii)the amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items which that money was used to provide (wholly or in part), .</p> <p>(iv)the amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation; and .</p> <p>(d)the total amount of CIL receipts retained at the end of the reported year.</p> <p>The charging authority must publish the report on its website no later than 31st December following the end of the reported year.</p>	<p>This information is included in the Community Infrastructure Levy Monitoring section of the AMR.</p> <p>The Annual Monitoring Report has been published on the City Council website prior to the 31st December 2016.</p>

Appendix C: How we monitor the implementation of policies in Oxford's Local Plan

Policy	How we monitor this...
Core Strategy 2026	
CS1 Hierarchy of Centres	Indicator 4: Location of new A1 retail development
CS2 Previously developed land and greenfield land	Indicator 14: Residential development completed on previously developed land
CS3 Regeneration areas	Indicator 21: Regeneration areas
CS4 Green Belt	Indicator 27: Development in the Green Belt
CS5 West End	Indicator 22: West End Area Action Plan
CS6 Northern Gateway	Indicator 24: Northern Gateway Area Action Plan
CS7 Land at Barton	Indicator 23: Barton Area Action Plan
CS8 Land at Summertown	N/A - This site did not become available during the 2015/16 monitoring year.
CS9 Energy and natural resources	Indicator 26: Natural Resources Impact Analysis (NIRA)
CS10 Waste and recycling	See Appendix D (Core Strategy Sustainability Appraisal Monitoring)
CS11 Flooding	N/A - Monitoring target no longer relevant.
CS12 Biodiversity	Indicator 25: Changes in areas of biodiversity importance
CS13 Supporting access to new development	Indicator 22: West End Area Action Plan Indicator 23: Barton Area Action Plan Indicator 24: Northern Gateway Area Action Plan
CS14 Supporting city-wide movement	Indicator 33: Traffic growth at inner and outer cordons
CS15 Primary healthcare	Indicator 22: West End Area Action Plan Indicator 23: Barton Area Action Plan
CS16 Access to education	Indicator 23: Barton Area Action Plan Indicator 21: Regeneration areas
CS17 Infrastructure and developer contribution	N/A - The Core Strategy does not set a specific monitoring target.
CS18 Urban design, townscape character and the historic environment	Indicator 22: West End Area Action Plan Indicator 28: Heritage assets at risk Indicator 29: Applications involving the total, substantial or partial demolition of a listed building Indicator 30: Appeals allowed where conservation policies were cited as a reason for refusal Indicator 31: Tree Preservation Orders (TPOs)
CS19 Community safety	N/A – Monitoring target no longer relevant.
CS20 Cultural and community development	Indicator 22: West End Area Action Plan
CS21 Green spaces, leisure and sport	A Clean and Green Oxford
CS22 Level of housing growth	Indicator 7: Housing trajectory
CS23 Mix of housing	Indicator 15: Mix of housing (dwelling size)
CS24 Affordable housing	Indicator 8: Affordable housing completions Indicator 10: Proportion of affordable housing where there is a

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	policy requirement (permissions)
CS25 Student accommodation	Indicator 17: Students and purpose-built student accommodation
CS26 Accommodation for travelling communities	N/A - The Core Strategy does not set a specific monitoring target.
CS27 Sustainable economy	Indicator 1: Employment land supply Indicator 2: Planning permissions granted for new B1 floorspace
CS28 Employment sites	Indicator 1: Employment land supply
CS29 The universities	Indicator 3: Planning permissions granted for key employment uses (hospital healthcare, medical research and university academic (teaching and study))
CS30 Hospitals and medical research	Indicator 3: Planning permissions granted for key employment uses (hospital healthcare, medical research and university academic (teaching and study))
CS31 Retail	Indicator 4: Location of new A1 retail development
CS32 Sustainable tourism	Indicator 6: Supply of short stay accommodation

Sites and Housing Plan 2011-2026

HP1 Changes to existing homes	Indicator 13: Changes of use from existing homes (permissions)
HP2 Accessible and adaptable homes	N/A - Monitoring target no longer relevant.
HP3 Affordable homes from general housing	Indicator 10: Proportion of affordable housing where there is a policy requirement (permissions)
HP4 Affordable homes from small housing sites	Indicator 11: Financial contributions towards affordable housing
HP5 Location of student accommodation	Indicator 18: Location of new student accommodation
HP6 Affordable homes from student accommodation	Indicator 11: Financial contributions towards affordable housing
HP7 HMOs	Indicator 19: Houses in multiple occupation (HMOs)
HP8 Residential moorings	Indicator 20: Residential moorings
HP9 Design, character and context	See CS18 monitoring
HP10 Developing on residential gardens	N/A – The Sites and Housing Plan does not set a specific monitoring target
HP11 Low carbon homes	Indicator 26: Natural Resources Impact Analysis (NIRA)
HP12 Indoor space	N/A - Monitoring target no longer relevant as the Nation Spaces Standards are now being applied.
HP13 Outdoor space	N/A – The Sites and Housing Plan does not set a specific monitoring target.
HP14 Privacy and daylight	N/A – The Sites and Housing Plan does not set a specific monitoring target.
HP15 Residential cycle parking	Previous AMRs show that these policies are being consistently implemented. Monitoring will now be undertaken periodically.
HP16 Residential car parking	

Area Action Plans

Northern Gateway Area Action Plan	Indicator 24: Northern Gateway Area Action Plan
Barton Area Action Plan	Indicator 23: Barton Area Action Plan
West End Area Action Plan	Indicator 22: West End Area Action Plan

Appendix D: Core Strategy Sustainability Appraisal monitoring

Sustainability Appraisal Indicator	Sustainability Appraisal Target	Monitoring Information 2014/15
Population		
Total no. residents	N/A	Strong and Active Communities
No. students	N/A	Indicator 17: Students and purpose-built student accommodation
Flooding		
Permissions contrary to Environment Agency advice	0% approved contrary to formal objection	N/A - Monitoring target no longer relevant.
% developments accompanied by flood risk assessments	100% of developments of 1ha in flood zone 1 100% of developments in flood zone 2 or above	This is a national validation requirement. Planning applications are not validated if they do not meet these requirements.
Housing		
Total no. of net additional dwellings in Oxford	Relative to 2006/07: 5,692 by 31 March 2016 8,000 by 31 March 2026	Indicator 7: Housing trajectory
No. students living outside university accommodation	All increase in student numbers to be met by increase in purpose-built student accommodation	Indicator 17: Students and purpose-built student accommodation
Mix of housing completed by house size	95% of schemes to comply with Balance of Dwellings SPD	Indicator 15: Mix of housing (Dwelling Size)
Improve standard of housing	100% of homes in regeneration areas exceed Decent Homes Standard by 2010	All 7,900 council homes met the Decent Homes Standard by December 2010.
% of new-build housing on qualifying sites achieving Building for Life criteria (CS18)	95% to achieve level 14 or above	See CS18 monitoring
Urban renaissance / health / education / crime / vibrant communities / access to essential services and facilities / access to culture, leisure and recreation		
Publicly accessible open space, outdoor sports and recreation facilities	5.75 hectares of public open space per 1,000 residents	The Council's Green Spaces Strategy was updated in 2012. It was found that a standard linked to population was no longer appropriate. The Green Space Strategy 2013-2027 instead focuses on protecting and enhancing existing green space and ensuring that new developments contribute to the provision of high-quality, multi-functional green space where it is required most.
Quality of existing green spaces	Renew and increase Green Flag status for Oxford's parks	A Clean and Green Oxford
Access to community facilities	100% of developments that result in the loss of a community facility to make equivalent alternative provision or improvements to existing provision (unless the existing use is and will	In 2016 permission was granted to 2 developments that result in the loss a public house (16/03108/RES and 16/00129/FUL). Both applications met the policy requirements to demonstrate that marketing had been carried out and the pub was no longer viable, and that other facilities existed

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	continue to be redundant)	within a reasonable distance. In the case of 16/03108/RES, the Jack Russell Pub had not been used as a pub for more than 2 years, and in that time had been subject to an arson attack; 50% of the 16 proposed flats replacing the pub will be affordable.
Index of health deprivation for Oxford's 'super output areas'	Improve ranking, particularly of Carfax	Strong and Active Communities
Density of residential development	City and district centres to deliver higher density residential development than within the wider district area	This is difficult to monitor on an annual basis as we receive very few major residential applications (10+ dwellings) where a density calculation would be appropriate. It is instead more useful to monitor longer term trends.
Provision and improvement of local primary healthcare facilities	As per CS15 monitoring	Indicator 22: West End Area Action Plan Indicator 23: Barton Area Action Plan
Provision and improvement of local educational facilities	As per CS16 monitoring	Indicator 23: Barton Area Action Plan Indicator 21: Regeneration areas
Provision of other social infrastructure	Multi-agency delivery means there is no one target.	No specific monitoring target.
% of new developments that comply with 'Secured by Design'	100% (i.e. 0% of planning permissions approved contrary to Thames Valley Police Objection)	N/A – Monitoring target no longer relevant.
Poverty / regeneration areas		
% affordable housing completions	50% on qualifying sites 150 per year 2008-10 200 per year 2010-12	Indicator 8: Affordable housing completions Indicator 10: Proportion of affordable housing where there is a policy requirement
Extent of deprivation in Oxford relative to all areas nationally	Reduce number of super output areas in Oxford in the 20% most deprived in England	Indicator 21: Regeneration areas
No. households living in temporary accommodation	698 in 2008/09 577 in 2009/10 536 in 2010/11	Meeting Housing Needs
Timely progress of a regeneration plan for each of the regeneration areas in conjunction with other departments	Timetable to be agreed corporately	Indicator 21: Regeneration areas
NOx levels in Oxford, particularly at Binsey and at Oxford Meadows SAC near the A34	Progressive decrease in NOx, NO and ozone levels	See the Oxford City Council Air Quality Annual Status Report 2016 for most recent data.
Inner and outer cordon traffic counts	Inner cordon: no growth Outer cordon: no more than 0.2% average annual growth	Indicator 33: Traffic growth at inner and outer cordons
% people travelling to work by private motor vehicle	No increase in current level of 43.3%	A Cleaner and Green Oxford
Biodiversity		
Condition of Port Meadow SSSI; integrity of Oxford	N/A	The most recent Natural England Assessment (06/07/10) rated the condition of the Port

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Meadows SAC		Meadow SSSI with Wolvercote Common as follows: Unit 001 – Favourable Unit 002 – Favourable Unit 003 – Unfavourable recovering Unit 004 – Favourable
Change in populations of biodiversity importance	No net reduction in BAP priority habitats and species, i.e. 96 priority species, 326.7 hectares priority habitat	Data maintained by Thames Valley Environmental Records Centre .
Change in areas of biodiversity importance	No net reduction in: SAC (177.1ha); SSSI (278.2ha) CONS (63.5ha); SLINC (202.5ha); LNR (11.5ha, 3 sites); and RIGS (2ha).	Indicator 25: Changes in areas of biodiversity importance
Countryside and historic environment		
No. heritage assets at risk	No net increase from: Nil registered parks and gardens; Nil conservation areas; 1 listed buildings; and 2 Scheduled monuments.	Indicator 28: Heritage assets at risk
No. developments involving demolition or substantial demolition of a listed building, or of a building or structure that contributes to the character / appearance of a Conservation Area (when contrary to officer's/English Heritage recommendation)	Nil	Indicator 29: Applications involving the total, substantial or partial demolition of a listed building
Development of a Heritage Plan for Oxford City	Completion by 2015	The Oxford Heritage Plan Framework was endorsed by the City Executive Board on 2 April 2015 .
Length of footpaths, bridleways and permissive rights of way per person	No decrease	Data maintained by Oxfordshire County Council .
Inappropriate development in the Green Belt	None unless specifically allocated by the LDF	Indicator 27: Development in the Green Belt
% of new dwelling completions on previously developed land	2009/14: 90+% 2014/26: 75+%	Indicator 14: Residential development completed on previously developed land
Employment developments on previously developed land	No development on greenfield unless specifically allocated	Indicator 1: Employment development completed (by land type)
Water use per person per day	130 litres (from 164 litres in 2004)	129 litres (see Oxford Sustainability Index Report 2016)
Developments complying with NRIA requirements	100% compliance	Indicator 26: Natural Resources Impact Analysis (NRIA)
Average % energy produced by on-site renewables in new developments	20% on-site renewable energy from qualifying sites throughout the plan period	Indicator 26: Natural Resources Impact Analysis (NIRA)
Residual waste per household	2008/09 – 725kg 2009/10 – 723 kg	Average residual waste per household sent to the energy recovery facility in 2016/17

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	2010/11 – 715 kg	was 382.68 kg per household, well below the Corporate Plan 2015-19 target for 2016/17 of 423.0kg per household. This represents a 6.5% decrease in comparison to the 2015/16 monitoring year.			
Rate of total household waste recycling and composting in Oxfordshire	40%+ by 31 March 2010 45%+ by 31 March 2015 55%+ by 31 March 2020	The percentage of household waste sent for reuse, recycling, composting or anaerobic digestion in 2016/17 was 49.60%. This represents an increase of 5.75% in comparison to the 2015/16 monitoring year.			
Water and soil quality					
Quality of Oxford's rivers	Achievement of 'good' status as part of the Environment Agency's River Basement Management Plan (RBMP) by 2027 at the latest	Water body:	2016	2015	2014
		Bayswater Brook:	Poor	Poor	Poor
		Cherwell (Ray to Thames) and Woodeaton Brook:	Poor	Mode rate	Mode rate
		Northfield Brook (Source to Thames) at Sandford:	Poor	Bad	Bad
		Thames (Evenlode to Thames):	Mode rate	Mode rate	Mode rate
		Oxford Canal (Thrupp to Thames):	Mode rate	Mode rate	Good
Incorporation of Sustainable Urban Drainage System in all relevant new developments	N/A	No specific monitoring target.			
Skilled workforce / high employment / economic growth / economic innovation					
Total no. new Use Class B jobs created in Oxford	7,500+ by 2026	The Core Strategy baseline for total jobs in Oxford was 101,900. Latest Nomis figures show that total jobs stood at 133,000 in 2015. It is not possible to say exactly how many of the new jobs created fall within Class B, but this growth is extremely positive.			
% economically active	Increasing	2016/17 – 82.5% economically active 2015/16 – 84.7% economically active 2014/15 - 80.0% economically active 2013/14 - 78.1% economically active 2010/11 (baseline) - 77.6% (Data source: Nomis)			
New retail, office and leisure development in the city centre and district centres	As per targets set in the Core Strategy monitoring framework	Indicator 4: Location of new A1 retail development			
Average length of visitor stays	Increasing *As of 2016, ONS has changed the way data is provided. Previously, visitor data was presented by county visited; it is now presented by city visited. It is therefore difficult to monitor trends across 2015 to 2016 onwards.	Oxford: 2016 – average stay 6 nights. Oxfordshire: 2016 – average stay 6.35 nights (8.29% decrease on the previous year) Specific data on length of visitor stays is only available for overseas visitors at the Oxfordshire level. Visits to Oxford account for around 77% of these 2016/17: 7.83% of visitors stay for 1-3 nights			

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		<p>21.84% of visitors stay for 4-7 nights 17.68% of visitors stay for 8-14 nights 52.65% of visitors stay for 15+ nights</p> <p>2015/16: 28.75% of visitors stay for 1-3 nights 30.67% of visitors stay for 4-7 nights 23.21% of visitors stay for 8-14 nights 17.37% of visitors stay for 15+ nights Data source: Office for National Statistics International Passenger Survey (2016)</p>
Average visitor spend	<p>Increasing *ONS has only provided this data since 2016.</p>	<p>Oxford: £516 per visit Oxfordshire: £483 per visit (15.45% decrease on the previous year)</p> <p>Data source: Office for National Statistics International Passenger Survey (2016)</p>
Supply of short-stay accommodation	<p>Net increase</p>	<p>Indicator 6: Supply of short stay accommodation</p>