To: The Director of Housing

Date: 15/8/2025

Report of: The Rapid Re-Housing Manager & Allocations and Assessment

. Team Leader

Title of the Report: Annual Lettings Plan 2025/26

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Summary and Recommendations

Purpose of Report: To seek approval of the Annual Lettings Plan Targets for 2025/26

Policy Framework: Good Affordable Homes

Recommendations: To note and approve the proposed Annual Lettings Plan Targets for 25/26

Appendices

Appendix I: A summary of the new properties expected to be built and let in 25/26

Appendix II: A summary of the housing need for 1-bedroom properties on each housing list on 31/03/2025

Appendix III: A summary of the housing need for family properties on each housing list on 31/03/2025

Appendix IV: A summary of the number of homeless households in temporary accommodation

Appendix V: The Annual Lettings Plan for 2025/26

Introduction & Background

1. The Annual Lettings Plan is designed to set allocation percentage targets, which are set by the Council to determine the proportion of social housing offered to different lists within the Council's Housing Register, to best balance their competing demands and needs.

The Oxford Register for Affordable Housing (or the "Housing Register") consists of three separate housing lists:

- The Homeless List; for applicants to whom Oxford City Council has accepted a statutory homeless duty and placed in temporary accommodation who are awaiting an offer of secure/permanent accommodation.
- The Transfer List; for Council tenants and eligible social housing tenants of Private Registered Providers of social housing (participating in the Oxford Register for Affordable Housing Partnership) living in Oxford and applying for a move to alternative accommodation.
- The General Register List; for all other households applying for social housing in Oxford.
- 2. The Allocations Scheme (section 2.3.1) states:

"The Director of Housing will approve the Annual Lettings Plan setting out the percentage of allocations to be made to each group."

Supply of Housing

- 3. The supply of social housing becoming available depends on the number of new build properties due to be let in the City each year and the number of relets of existing social housing. In total there are expected to be around 531 properties becoming available to let in Oxford between 01/04/2025 and 31/03/2026. The Council and its partner Registered Providers of social housing in Oxford are expecting to build and let at least 231 new properties (see Appendix I) and the majority of the rest will be re-lets of existing social housing, where for example, the current tenant has moved. There will also be a small number of properties (16) purchased to help increase the supply of social housing including some funding which has been bid for from the Local Housing Authority Housing Fund 3 for use as Housing First properties and to house other specific groups.
- 4. There are expected to be up to 21 new four-bedroom houses built and let during

- 2025-26 to help house some larger families in high housing need. The Council through its Housing Company has in the past extended some suitable properties when they are vacant and also secured some larger properties to be let and will continue to review whether this is possible again in the future.
- 5. It is noted that the handover of anticipated new build delivery is subject to change. While all new-build sites for next year are currently in delivery there remain individual site risks and challenges which may affect or delay handovers. This particularly impacts schemes scheduled to deliver in the later part of 25/26.

Demand for Housing

- 6. The demand for housing in Oxford continues to greatly exceed the number of properties becoming available despite plans in place to build new properties to help meet this housing need. The Strategic Housing Market Assessment (SHMA) completed for Oxfordshire, shows that between 24,000 and 32,000 homes are needed between 2011 and 2031 to meet Oxford's housing need.
- 7. The Council and its partner Registered Providers of social housing successfully re-housed 450 households in housing need from 01/04/2024 to 31/03/2025 including 173 households living in temporary accommodation. However, the demand for housing continues to remain very high with over 3800 housing applicants on the Oxford Register for Affordable Housing with more citizens consistently applying.

Demand compared to Housing Need

- 8. The number of applicants on the Housing Register clearly demonstrates that there continues to be a high demand for affordable housing in Oxford, however, these figures cannot be looked at without considering the degree of housing need on each housing list. Due to the high demand for affordable housing in Oxford and the limited number of properties that become available it is necessary for the Council to prioritise applications for housing based on applicants' housing need. The Council's Allocations Scheme uses five Priority Bands, to assess housing need, ranging from Band 1 (Exceptional housing need) down to Band 5 (Low or no housing need).
- 9. When considering the housing need on each housing list this report has focused on the number of households in Bands 1, 2 and 3 requiring family accommodation as they are considered in the greatest housing need on the Housing Register for this type of accommodation. For single applicants and couples requiring 1 bedroom accommodation, this report has focused on housing applicants in Bands 1, 2, 3 and 4, as this is more representative of those considered to be in the greatest housing need for non-family accommodation. **Appendices II & III** show a summary of the demand for each type of accommodation by size and list for family and non-family

accommodation.

Housing Need on the Homeless List

- 10. The number of households threatened with homelessness and approaching the Council for housing assistance remains very high and is increasing (see Appendix IV: A summary of the number of homeless households in temporary accommodation. The Council continues to prevent homelessness where possible; however, temporary accommodation will always be needed to help some homeless households. All households on the Homeless List living in temporary accommodation are considered to be in high housing need. On 31/03/2025, there were 276 households in temporary accommodation (including 136 in emergency hotel accommodation a mix of mainly singles but also some families too). The number of households in temporary accommodation has increased since 01/04/2024 following a continued increase in homeless placements (a trend seen nationally and largely due to the current economic climate and lack of affordable housing) and continues to increase and now stands at 520 (as of 31/03/2025). This is approximately a 5% increase from last year's placement total of 494.
- 11. The Council continues to seek to minimise the time households stay in temporary accommodation where practical and move customers on from hotels and other Temporary Accommodation as soon as possible. The pressure on the Council to secure sufficient temporary accommodation while keeping costs down is higher than ever and a range of options are being considered to help in this area. The Council recognises, it is not desirable for households, particularly the vulnerable and families, to spend long periods in temporary accommodation. Homeless applicants to whom the Council has accepted a homeless duty and included on the Homeless List are housed as rapidly as possible into more suitable accommodation. It is also essential that there is sufficient throughput from temporary accommodation and for homeless households to be re-housed quickly so there is enough temporary accommodation available to meet the needs of those the Council and our partners are unable to prevent from becoming homeless. The Council also has a legal requirement to avoid hotel and BnB placements for over 6 weeks for households with children, so the move on to social housing is crucial to avoid this. These requirements inform the percentage of lets offered to the homelessness list in this lettings plan.

One Bedroom Need and Homeless Applicants in Temporary Accommodation

12. There is acute pressure to maintain sufficient temporary accommodation to meet the needs of customers seeking help - particularly those with a one-bedroom need seeking housing assistance/facing homelessness. In March there were

- 146 households with a one-bedroom need in temporary accommodation, 34 were in OCC owned and managed Temporary Accommodation and 112 in nightly paid accommodation. This number remains very high despite OCC housing 173 homeless households from Temporary Accommodation into social housing and helping 148 households who were threatened with homelessness or actually homeless into Private Rented Sector housing between 01/04/2024 and 31/03/2025.
- 13. The supply of one-bedroom properties expected to become available for 25/26 is currently significantly higher than last year when 23 x 1-bed homes were handed over across the new-build and acquisitions programmes. There are expected to be approximately 73 new-build one-bedroom general needs properties available, along with around 13 acquisitions homes (86 in total), and also relets. Four of these 1-beds will be acquired as part of the LAHF 3 programme and are for TA. However, this remains very low compared to demand which continues to greatly exceed supply. The one-bedroom lettings targets can only go a small way to help those in housing need from each list including those on the Homeless List. Many applicants will need to consider other housing options too such as securing accommodation in the private sector with the help of OCC where required.
- 14. The Lettings Targets proposed for general needs one-bedroom properties are: 50% for the Homeless List, 40% for the General Register (including Move On groups), and 10% for the Transfer Register.
- 15. The Lettings Targets proposed for general needs bungalow accommodation and designated elderly accommodation (55+) are: 25% for the Homeless, 50% for the Transfer Register and 25% for the General Register (Including Move on groups).
- 16. The Lettings Targets proposed for older persons (60+ "sheltered housing" for applicants assessed as suitable for this type of housing) are: 25% for the Homeless Register, 50% for the Transfer Register, and 25% for the General Register (including Move On groups).
- 17. This will allow for approximately 93 one-bedroom properties to be let to households on the Homeless List in temporary accommodation during financial year 25/26.
- 18. While more one-bedroom properties may need to be allocated to the Homeless List during 25/26 there is also other high demand across the Housing Register on the General Register and Transfer Lists too. Including applicants in supported housing ready to move on who will free up much need housing for others with support needs including the homeless in Temporary Accommodation/Rough Sleepers/Care Leavers and hospital discharges needing housing and residential decants from Northbrook and Windale House. There are also existing tenants seeking to downsize, for example to one-bedroom bungalows or older persons/sheltered housing which will in turn free up larger housing for families with children in need. There are also applicants assessed as urgently needing to move, for example on health or welfare grounds on the General Register and

Transfer Lists too. This has informed the lettings plan.

The table below is an extract from the proposed lettings plan and shows the breakdown of targets for general needs (18+) one-bedroom properties, designated elderly (55+)/bungalows and older persons (sheltered) housing.

Non-Family (Non-Designated) Accommodation (excluding Bungalows)								
			Move-					
			on 1, 4	Move-				
Property Size		Homeless	& 5*	on 2*	Transfer	General	TOTAL	
	Target	50%	25%	10%	10%	5%	100%	
1 Bed	Expected lets	84	42	17	17	8	167	
Designated	Elderly Accom	modation 5	5+ (& 1 be	d general	needs Bui	ngalows**		
			Move-		Transfer	General		
Property Size		Homeless	on				TOTAL	
					50%	20%		
	Target	25%	5%				100%	
	Expected				13	5		
1 Bed	lets	6	1				26	
	Older Persons	Housing/Sh	eltered Ad	commoda	ation 60+			
			Move-		Transfer	General		
Property Size		Homeless	on				TOTAL	
			0%		50%	25%		
	Target	25%					100%	
	Expected		0		6	3		
1 Bed	lets	3					11	

^{*}Priority awarded to applicants assessed as ready to move on from existing supported housing/pathway; Move 1 Homeless Alliance/ homelessness supported acc, Move On 2 – Care Leavers/Young Persons Under 25, Move 4 Mental Health Pathway. Move 5 Housing First & any others.

One Bedroom Housing Need on the General Register & Transfer Lists

19. The lettings plan targets to the Homeless List aims to balance with the competing targets of seeking to re-house customers moving on from the Homeless, Mental Health & Young Person's pathways. To free up much needed supported housing for those unable to manage independently and also to re-

^{**}Bungalows are normally only let to older applicants/those with an assessed health need.

^{***}Older Persons Housing 60+ and Sheltered Housing is only let to applicants assessed as suitable for living with older vulnerable tenants

house Rough Sleepers with Housing First support to properties purchased for this use as well as other individual general needs social housing properties. There are currently 123 singles with move on priority from these groups of people and around a further 15 new referrals are in the process of being assessed.

- 20. The targets will also enable customers in need on the Transfer List to have some options to move too most of the around 36 properties to be allocated to this list are likely to go to downsizers moving to smaller properties or successor tenants required to move, freeing up much needed larger homes to re-let to families in need. A small number will also go to other high needs transfer cases. There are currently 9 tenants aged under 55 under-occupying their home seeking to downsize by 2 or more bedrooms and 36 tenants seeking to downsize by one bedroom to a more suitable property. There are also 26 tenants aged 55+ under-occupying their home seeking to downsize by 2 or more bedrooms and 92 tenants seeking to downsize by 1 bedroom to a more suitable property.
- 21. The targets for General Register List (Including Move On applicants), allow for around 68 properties to be available to customers in housing need including those who are threatened with homelessness and/or who need to on health and social/welfare grounds (including hospital discharges) or are otherwise living in unsuitable accommodation. Aiming to help with upstream homeless prevention as many of those on the General Register if not otherwise housed could end up approaching OCC as homeless and meet the priority need threshold duty to provide temporary accommodation. There are also 5 successors cases with a one bedroom need who need to downsize from larger family homes too and will be others during 25/26.

Families on the Homeless List in Temporary Accommodation

- 22. From 01/04/2024 to 31/03/2025 there were 108 homeless families allocated social housing and re-housed; 71 into 2 bedrooms, 31 into 3 bedrooms and 6 into 4-bedroom properties. However, demand from Homeless families remains high, with the Council under significant pressure to source enough temporary accommodation to avoid long stays in BnB.
- 23. On 31/03/2025 there were 43 households on the Homeless List with a two-bedroom housing need, however, family households will continue to become homeless through the year which will continue to increase this demand, so the lettings target allows for up to 106 two-bedroom properties to be allocated to the Homeless List. This will ensure families OCC has been unable to prevent from becoming homeless and placed into temporary accommodation will have the opportunity to apply for two-bedroom social housing properties along with considering other housing options too.
- 24. The demand for larger family properties is high across the Housing Register

particularly on the General Register & Transfer Lists with limited options available in Oxford to secure alternative suitable housing in the private sector. OCC has seen an increase in the number of larger families seeking housing assistance including some facing homelessness. With the high rents in Oxford above Local Housing Allowance rates in the private sector (including benefit capped cases) there are only limited options to prevent homelessness – particularly where families need to remain in the City due to schooling etc. The Homeless List lettings targets of 40% and 25% respectively for 3 and 4 bedroom properties are considered proportionate when balanced against the higher number of families in higher housing need on the other Housing Lists.

- 25. On 31/03/2025 there were 21 households with a 3-bedroom housing need living in Temporary Accommodation on the Homeless List, however the number of larger families requiring Temporary Accommodation is also likely to increase during 25/26. The proposed Homeless Lettings target allows for around 35 such properties to be allocated to this list during 25/26. Giving the opportunity to existing and future families placed in temporary accommodation an option to move on as quickly as practicable. Balanced with seeking to help to re-house some of the large number of competing households on the other Housing Lists living in overcrowded or otherwise unsuitable accommodation in high housing need.
- 26. On 31/03/2025 there were 9 households on the Homeless List with a 4-bedroom need and there are very limited options available to secure affordable housing in the Private Sector. The targets proposed allow for a small number of 4 bed properties to be allocated to the Homeless List around 6 during 25/26 which will help meet this demand as it arises (or to allocate to other Housing Lists if not). Many larger families with a 4-bedroom housing need including those placed into Temporary Accommodation will also need to consider moving to more suitable 3-bedroom properties to improve their existing circumstances (including 3-bedroom parlour houses). This is another reason for around 35 three-bedroom properties to be let to the Homeless List during 25/26 to help re-house them as soon as possible.
- 27. Due to increasing pressures on homeless services, and recognising that families who have been in temporary accommodation for more than six weeks are now in breach of *The Homelessness (Suitability of Accommodation)* (England) Order 2003—which prohibits the use of bed and breakfast accommodation for families beyond this period—we are raising the percentage allocation to the Homeless List from 40% to 50% for 1 and 2 bedroom properties, and for 4 bedroom+ properties from 15% to 25%. This adjustment aims to respond to both the legal requirements and the urgent need to move families out of unsuitable temporary accommodation, ensuring a more balanced and equitable approach within our overall lettings strategy.

Families on the Transfer List in Housing Need

28. The housing need of tenants on the Transfer List requiring family properties

- remains high (see **Appendix III**), despite 88 families being re-housed to larger or more suitable accommodation from 01/04/2024 to 31/03/2025.
- 29. On 31/03/2025 there were 148 tenants on the transfer list in Bands 1 to 3 seeking to move to 2-bedroom properties, however, there are also a large number of customers on the General Register applying for housing too and who could be potentially homeless if not re-housed. The emerging trend of customers with a 2-bedroom need applying on the General Register is expected to continue this year and so this is reflected in the Annual Lettings targets to the General Register List while seeking to help re-house those in the most need on the Transfer List too. The 20% Lettings Target to the Transfer List could help up to around 43 existing tenants move during 25/26. This will help free much needed social housing including 1 bed properties (as overcrowded tenants move from 1 bed to 2 bed properties) and 3- or 4-bedroom properties (as tenants downsize to 2 bed properties from larger homes).
- 30. There are still a large number of households on the Transfer List with a 3- and 4-bedroom need living in overcrowded accommodation or needing to move, for example, on health grounds. The proposed Lettings Targets of 40% and 50% respectively for 3- and 4-bedroom properties will go some way to help re-house around 35 families with a 3-bedroom need and 13 with a 4-bedroom need (including possibly a small number of families with a 5-bedroom need). By moving overcrowded families on the Transfer List to larger homes this will in turn increase the supply available to others on the Housing Register, mainly 2-bedroom homes to be let to smaller families in housing need on the Housing Register including the homeless/those threatened with homelessness.

Families on the General Register List in Housing Need

31. The housing need for family accommodation on the General Register List (see **Appendix III)** remains high. On 31/03/2025 there were 254 customers on the General Register List with a 2-bedroom housing need in Bands 1 to 3 with many more applying all the time. There were over 109 two-bedroom properties allocated to the General Register List last year. The letting target to the General Register List of 30% for 2-bedroom properties represents the need to seek to ensure customers in housing need, including those who are potentially homeless, have an opportunity to be housed balanced with the lower overall demand on the Transfer and Homeless Lists too. Around 64 two-bedroom properties are expected to be allocated to the General Register List during 25/26. The demand for 3- and 4-bedroom properties or larger is high on the General Register List although lower than on the Transfer List. The letting targets of allocating 20% of 3-bedroom properties and 25% of 4-bedroom properties to the General Register List reflect this. There are expected to be around 18 three-bedroom properties and 6 four-bedroom properties (including a very low number of larger properties) allocated to families in need on the General Register List.

Appendix I: A Summary of New Build Properties and Acquisitions Expected to become available to Let in 25/26

Davelanment site	Landlord	Flats		Houses				Total	
Development site	Landioru	1-bed	2-bed	3-bed	2-bed	3-bed	4-bed	5-bed	Total
Additional acquisition -		2							2
Rose Hill	occ	2							2
Tucker Road	occ				3				3
Barton Park 2&4 (HRA)	occ	13	30	8		11	8		70
Barton Park 2&4 additional	Places for People	7							7
EOCC - Princes Street	occ	6	6						12
Priory Grove	Sovereign	13	17			2	4		36
Marston Paddock	occ	6	8				7		21
Oxford North/Canalside	OCC	6	6						12
BBL Ph1 Block D	Peabody	20	35	6					61
Railway Lane	occ					5	2		7
Total New Build		73	102	14	3	18	21		231
Projected acquisitions		13*		1			2		16
Total New Build and ad	equisitions	86	102	15	3	18	23		247

^{*4} x 1-beds for TA as part of LAHF3

Appendix II: A summary of the housing need for 1-bedroom properties on each housing list on 01/04/2025

For single applicants and couples requiring 1 bedroom accommodation, this report has focused on housing applicants in Bands 1, 2, 3 and 4, as this is more representative for those considered to be in the greatest housing need for non-family accommodation.

Demand for One-Bedroom Properties

1 Bed Minimum Housing Need (under 55)

Priority Band	Homeless List	General Register List	Transfer List	Total
Band 1	0	5	15**	20
Band 2	0	118*	46	164
Band 3	35***	121	11	167
Band 4	0	181	2	183
Total	35	425	74	534

^{*} Including 108 move-on applicants assessed as ready to move-on to more secure housing in Band 2 living in supported housing in the City (for example the Homeless Pathway or the Mental Health Pathway).

1 Bedroom Minimum Housing Need (55+)

Priority Band	Homeless List	General Register List	Transfer List	Total
Band 1	0	2	75**	77
Band 2	0	19*	118	137
Band 3	6	44	32	76
Band 4	0	41	6	47
Total	6	106	231	337

^{*}Including 15 applicants in Band 2 assessed as ready to move-on from supported

^{**} Including 9 tenants in Band 1 on the Transfer List under-occupying their home seeking to downsize by 2 or more bedrooms and 36 tenants in Band 2 seeking to downsize by one bedroom to a more suitable property.

^{***} this has increased significantly since April, as staff have focused at getting more people in TA on the registered.

housing in the City to more secure housing.

Appendix III: A summary of the housing need for family properties on each housing list

When considering the housing need on each housing list this report has focused on the number of households in Bands 1, 2 and 3 requiring family accommodation as they are considered in the greatest housing need on the Housing Register for this type of accommodation.

2 Bedroom Minimum Housing Need

Priority Band	Homeless List	General Register List	Transfer List*	Total
Band 1	0	2	12	14
Band 2	0	16	73	89
Band 3	42	283	63	388
Total	42	301	148	491

^{*}The Transfer List includes 8 tenants under-occupying their home in Band 1 seeking to downsize by 2 bedrooms and 43 tenants in Band 2 seeking to downsize by 1 bedroom.

3 Bed Minimum Housing Need

Priority Band	Homeless List	General Register List	Transfer List	Total
Band 1	0	0	7	7
Band 2	0	13	45	58
Band 3	24	148	313	485
Total	24	161	365	550

4 Bed Minimum Housing Need or Larger

Priority Band	Homeless List	General Register List	Transfer List	Total
Band 1	0	0	0	0
Band 2	0	16	70	86

^{**}Including 27 tenants in Band 1 on the Transfer List under-occupying their home seeking to downsize by 2 or more bedrooms and 96 tenants in Band 2 seeking to downsize by 1 bedroom to a more suitable property.

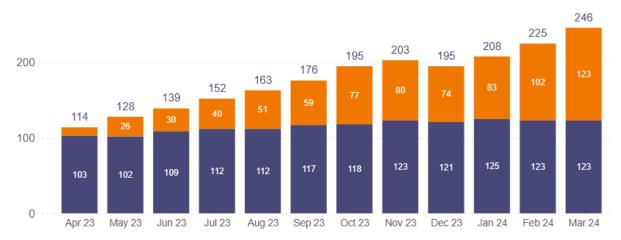
Band 3	14	61	100	135
l Total	14	//	130	771

Appendix IV: A summary of the number of homeless households in temporary accommodation

1/4/23 to 31/3/24

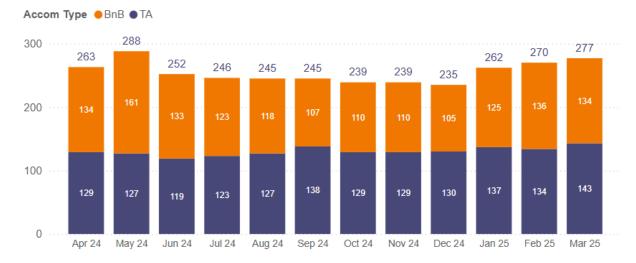
Households in TA at month end

Accom Type ●BnB ●TA



1/4/24 to 31/03/25

Households in TA at month end



Appendix V: The Annual Lettings Plan for 2025/26

Family Accommodation									
Property Size		Hom	eless		Transfer	General	TOTAL		
	Target		50%		20%	30%			
Two Bed	Expected lets	106			43	64	213		
	Target	40%			40%	20%			
Three Bed	Expected lets		35		35	18	88		
	Target		25%		50%	25%			
Four Bed	Expected lets		6		13	7	26		
Non-Family (Non-Designated) Accommodation									
Property Size		Homeless	Move-on 1, 4, & 5*	Move- on 2*	Transfer	General	TOTAL		
Studio flat / One	Target	50%	25%	10%	10%	5%			
Bed	Expected lets	84	41	17	17	8	167		
Designated Elderl	ly Accommodati	on 55+ & 1 be	d general no	eeds bu	ngalows				
Property Size		Homeless	Move-or	1	Transfer	General	TOTAL		
	Target	25%	5%		50 %	20 %			
Any Size	Expected lets	6 1		13	5	26			
Sheltered Accomn	nodation								
Property Size		Homeless	Move-or	1	Transfer	General	TOTAL		
Any Size	Target	25%	0%		50 %	25			
,	Expected lets	3	0		6	3	11		

Projected total lets between 01/04/25 to 31/03/2026 expected to be: 531 *Move 1 Homeless Pathway, Move On 2 – Care Leavers/Young Persons Under 25, Move 4 Mental Health Pathway. Move 5 Housing First & any others