# OXFORD CITY CENTRE ACTION PLAN

# 2021 - 2030

PUBLISHED IN JUNE 2022

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# VOLUME 1 CONTEXT & APPROACH

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# CITY CENTRE ACTION PLAN | VOLUME 1

#### CONTEXT

Part A provides a headline profile of Oxford's city centre alongside a summary of its primary strengths, weaknesses, opportunities and threats, as well as a summary of the actions already underway to support a positive recovery from the COVID-19 pandemic.

#### APPROACH

Part B defines a hierarchy of the Action Plan and presents the four distinct workstreams and their clear objectives, which drive the projects and commitments within the Action Plan.

## CITY CENTRE ACTION PLAN | VOLUME 2



#### ACTION PLAN

Part C outlines the catalyst initiatives and projects that will support Oxford in achieving the objectives of this Action Plan, grouped by workstream. Full project details can be found in the Projects & Places Appendix.

#### IMPLEMENTATION

Part D sets out how change will be coordinated across stakeholders. Responsibility for leading on and supporting delivery will be shared by a range of different organisations.

### CITY CENTRE ACTION PLAN | **PROJECTS & PLACES APPENDIX**

#### PROJECTS

This section provides further detail on the catalyst initiatives and projects that will support Oxford in achieving the objectives of this Action Plan, grouped by workstream.



#### STREET-BY-STREET

This section explores some potential location-specific opportunities and considerations for an improved public realm across Oxford city centre, to help define the scope for a public realm strategy.

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This project began as a collaboration between Oxford City Council and local stakeholders in 2019, with the objective of identifying a set of actions that would strengthen the resilience of our city centre. At the same time we've developed a citywide Economic Strategy which I also encourage you to read and comment on.

The process has been tested by COVID-19. As one of the UK's fastest growing cities and again named as the top UK city for economic success and wellbeing of the community for the fourth year in a row, Oxford, like many other places across the UK, was facing a sudden impact of unparalleled challenges.

As Oxford begins to emerge from the pandemic, having done much to protect and meet the needs of the most vulnerable, the focus must be on turning one of the most difficult periods in the city's history to one of positive response and action.

The need for flexibility and change has long been acknowledged in other strategies, including the <u>Oxford Vision 2050</u> and <u>Oxford</u> <u>Local Plan 2036</u>. The aim of this Action Plan is to identify specific issues and interventions that are focused on improving the resilience of the city centre in an integrated way.

Across all of the project aims and ambitions, diversity, inclusion and accessibility for all residents of, and visitors to, Oxford is recognised as an agreed priority for all its stakeholders, and all current and new initiatives will be checked through this perspective to ensure they comply.

As outlined on page 5 alongside, the Action Plan focuses on four workstreams, each of which is defined by a series of objectives and under which a series of projects have been identified to deliver them.

This Action Plan will help to ensure the city centre continues to perform for the social, economic and environmental good of Oxford and its residents. This will include helping the council and partners to:

- respond to the current challenges facing the high street and being prepared to respond to future and emerging trends
- improve the experience of the city centre for the people who live, work, study and visit here; including committing to inclusion, normalising accessibility planning in project development, and making best use of digital innovation
- + create a supportive environment for local businesses to thrive
- + access public funding with an approved, community-owned strategy and vision
- ensure a city-wide focus on pursuing a zero carbon Oxford, supporting thriving communities, and delivering more housing - especially affordable housing are applied city centre priorities
- + maintain and enhance Oxford's reputation and role as a driver of the local and regional economy with a focus on contributing to an inclusive economy.

The Action Plan is delivered in three volumes:

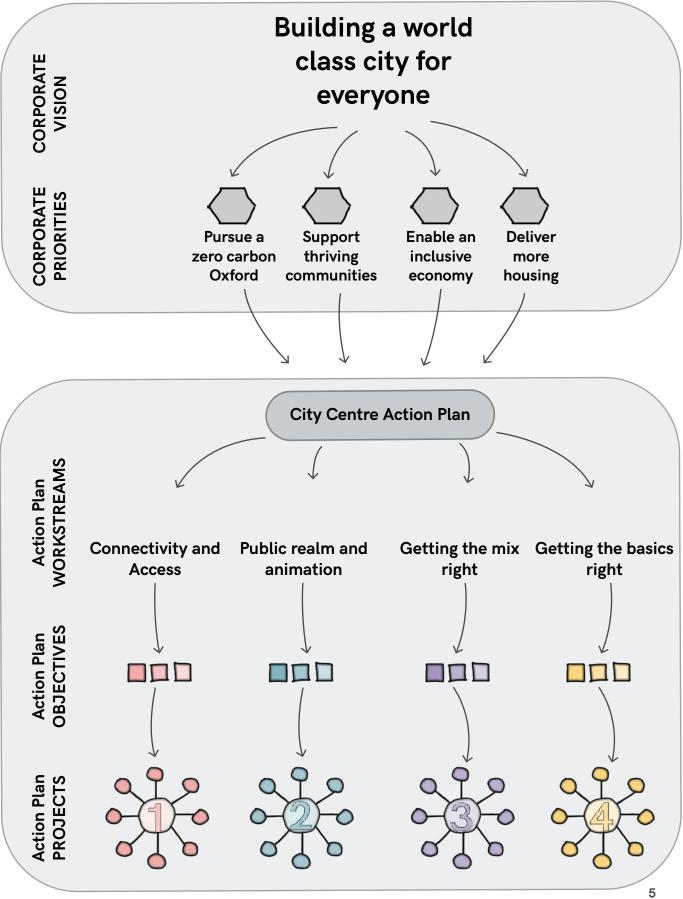
- + Volume 1: Context and Approach provide an overview of the city centre today and summarises the Action Plan workstreams and objectives.
- + Volume 2: Action Plan and Implementation introduces the high level action plan and projects, proposed timelines and structures for implementation.
- + **Projects & Places Appendix** provides more detail on the projects and potential interventions in each of the city centre's key locations

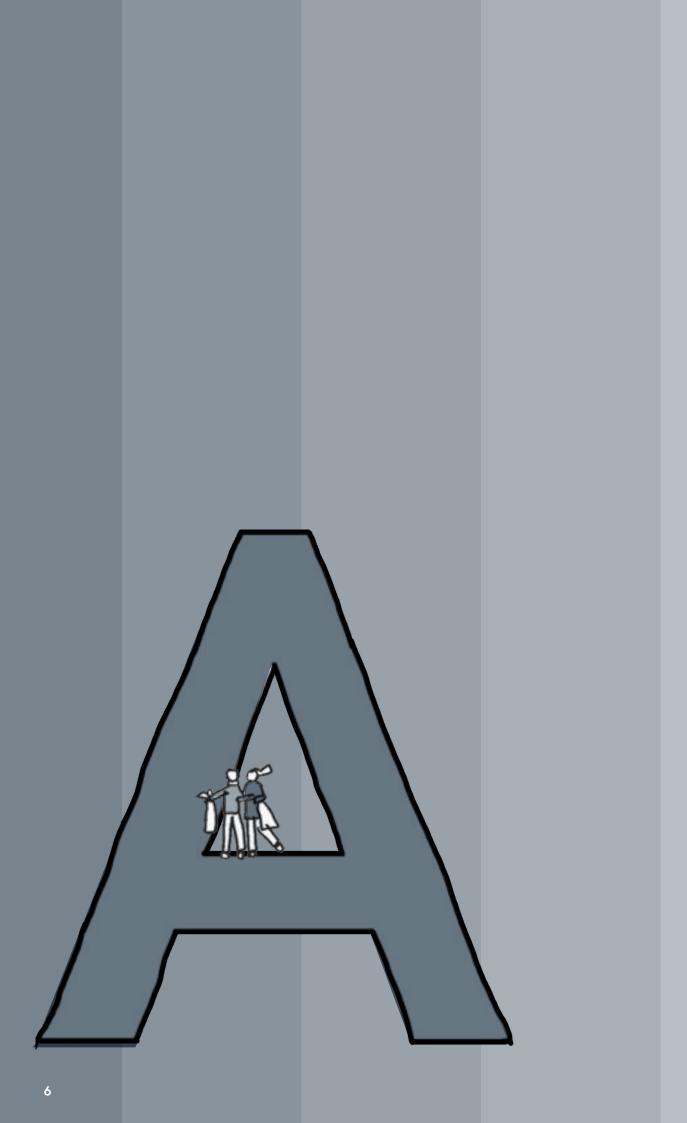


#### Councillor Susan Brown

Leader, and Cabinet Member for Inclusive Growth, Economic Recovery, and Partnerships

#### **ACTION PLAN HIERARCHY**





# CONTEXT

This part of the Action Plan provides a headline profile of Oxford's city centre drawn from an extensive evidence base. It includes a number of actions that have already been committed to in supporting recovery from the pandemic.

#### **CENTRAL CONSERVATION AREA**

Much of the city centre is covered by the Central Conservation Area (CCA) and contains the medieval core of the university. The CCA Appraisal identifies opportunities to enhance the conservation area in ways that would sustain the city's cultural, economic and social prosperity. A CCA Management Plan and Design Advice are currently under consultation. Development should explore opportunities to rebalance the space within streets from vehicles to pedestrians, identify sites for a new network of 'micro parks' where people can stop and dwell in streets, increase public access to existing green spaces and celebrate the characteristics of the city that make it so distinctive and special.

#### WEST END AND OSNEY MEAD AREA OF CHANGE

The recently adopted <u>Oxford Local Plan</u> <u>2036</u> highlights Areas of Change within the city, and includes major development opportunities including at Oxpens, Oxford Rail Station, and Osney Mead.

Much of the area is under-utilised and does not reflect Oxford's international reputation or live up to its potential.

As Oxford University increases its ownership of land at Osney Mead there is an increased potential to further integrate and enhance this whole area to the south west of the centre and around the station.



FIGURE 1 Covered Market



FIGURE 2 Bonn Square and Westgate Centre



FIGURE 3 Gloucester Green



FIGURE 4 Oxpens



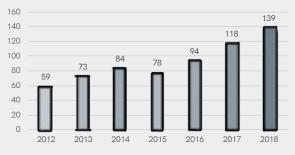
# **BASELINE EVIDENCE**

This Action Plan has been informed and influenced by a number of emerging and adopted documents prepared to guide Oxford's future. A full review of evidence is contained within the supporting **Evidence Base Report** compiled in late 2019 / early 2020. Some key headlines are as follows:

#### ECONOMIC PROFILE

Employment in the city centre has
grown by 11% since 2013, which is close to the national average.<sup>1</sup>

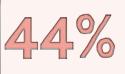
+ Businesses starting up within the city centre increased from 59 in 2012 to 139 in 2018. While a positive trend, this is still relatively low for a city of Oxford's scale and status.<sup>2</sup>



**FIGURE 6** Number of new businesses registered within the city centre 2013 - 2018

- + Retail vacancies in the city centre increased from 6% in 2018 to 11% in 2019. Through 2019 and early 2020 the headline vacant unit number was falling. It spiked again after three lockdowns but by Summer 2021 was falling again to c.13%. This is above the national retail vacancy rate of c.10%.<sup>3</sup>
  - The Knowledge Economy, Public Administration, Education and Health dominate the city centre economy.<sup>1</sup>

#### COMMERCIAL PROFILE



Retail's share of the market has decreased from 49% to 44% since 2008.<sup>3</sup>

 Prior to COVID-19, retail rental rates have increased from £50 per sq ft in 2015 to £65 per sq.<sup>7</sup>



+ Office vacancy rates in the centre have been persistently low over the last five years. Rental values are, however, comparatively low, likely linked to the lack of high quality stock on the market.<sup>7</sup>



 House prices in the centre are around 11 times higher than annual salaries, making it more unaffordable than most city centres.<sup>8</sup>



\*Note: a number of the listed factors in these sections will have changed during COVID-19, but most can be expected to re-establish in the years ahead.

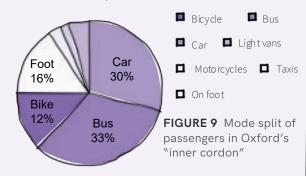
#### SPATIAL PROFILE

+ Much of the city centre is covered by one of four conservation areas and contains the medieval core of the university. It also includes the West End, which

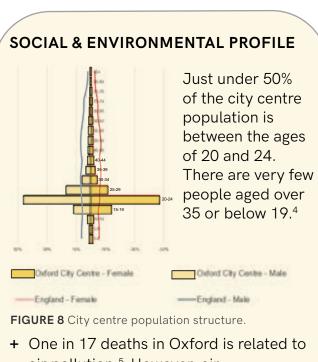


has been long identified as having significant growth and development potential.

- + A constrained urban form and land use pattern puts pressure on public space; results in a lack of green space; and creates competing interests between uses.
- + The centre's narrow medieval streets create competition between uses.



+ Pre-COVID-19, on average 150,000 people journeyed into and out of the centre each day. 33% of these trips were made by bus, 30% by car, 15% by foot and 12% by cycle.<sup>5</sup>



air pollution.<sup>5</sup> However, air pollution levels decreased by 29% during the 2020 lockdowns.6





Rough sleeping increased significantly until 2017. Although it has since decreased, the number of people rough sleeping remains high for a city of Oxford's size.<sup>7</sup>

#### SOURCES

- 1 ONS BRES, 2019
- 2 Companies House, 2019
- 3 Experian GOAD, 2019
- 4 Anual Population Survey, 2018
- 5- Oxford Transport Strategy, 2015
- 6 Air Quality Annual Status Report, 2020
- 7 Oxford City Council Homelessness and Rough Sleeping Evidence Base, 2021
- 8 Co-Star, 2019
- 9- ONS, Median House Prices, Net Annual Income, 2018
- 10 Oxford City Council Economic Quick Facts
- 11 UK Business Count, 2019

## FRAMEWORK FOR A RESILIENT CITY CENTRE

#### As we seek to recover and rebuild from the pandemic, we must question what exactly is it that we are rebuilding toward.

In his article Towns, High Streets and Resilience: A Question for Policy (2021), Leigh Sparks, Professor of Retail Studies at Stirling University, highlights "the oftenstated desire to return post-pandemic to 'normal' is confronting questions over whether the pre-pandemic 'normal' was resilient, sustainable, or indeed desirable."

The decline of town centres and high streets, begun well before the COVID-19 pandemic, exists in part as the retail sector is experiencing massive change, requires less space and is under severe commercial pressure. Retail and other businesses have been moving out of centres and contributing to the leeching of functions out of the centre. This has been exacerbated by the COVID-19 pandemic, where visitor and workforce footfall has plummeted in the centre.

The need for flexibility and change has long been acknowledged in Oxford; it is, for example, featured in the Oxford Vision 2050 and Oxford Local Plan 2036. Our challenge is to grow the resilience of the city centre to address the shocks and stresses we are now even better placed to anticipate.

#### Define resilience

There needs to be more clarity about what resilience means, and the purpose it serves, in the local

context. Resilience needs to be defined for - and by - Oxford's communities, so it is clear who benefits, why and how.

## Challenge the status quo

Resilience is often thought of as the ability to rebound from shock. This often overlooks existing issues of how a place really works for its community. The drive for resilience, therefore, has to be open to the idea of challenging the existing order of things,



ways of acting and types of organisations and impact. Places are about their communities, and thus resilient centres need to be about resilience for the benefit of that community. For example, Oxford city centre has a limited

value retail offer to serve its communities, and there are few opportunities, due to rent levels and availability at the right size, for local independent businesses to set up.



# Rethink the cost of city centre development

Like many places, Oxford city centre has seen a number of national retailers and businesses declining and moving out. To stop this leakage and create a sustainable centre, we must rethink how development is costed. This implies challenging the current balance between in-town and out-of-town development and operations, new build and

renovation cost disparities and the imbalance between private and social costs and benefits.

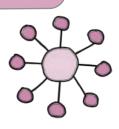


#### ) Intervene

The current system has seen places and people left behind and without access to basic needs and facilities. The dominance of large and distant businesses reduces local opportunities and leaves centres at the mercy of decisions taken well out of context. Much of current policy makes it easier and cheaper to develop away from the centre, exacerbating the problem. Intervention - both in supporting certain things but also in stopping others - is required in the name of local prosperity, health and sustainability.

#### Value local networks

When pursuing resilience, it is important to consider how the system works and for whom. To prioritise a small number of large firms in many sectors, who rely



on their national and international networks, can be at the expense of the resilience of towns and local businesses, who rely on their local networks. A definition of resilience which values local networks as integral to the success of the place is more likely to build wealth that stays within the community, and build capacity locally.

## STRENGTHS



 International brand that attracts business and visitors. Oxford generally attracts approximately 7 million visitors per year, generating £780 million of income for city businesses (pre-pandemic figure).<sup>10</sup>

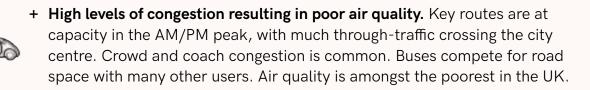


- + A driver for the regional and national economy. The city has one the highest concentrations of 'knowledge intensive' businesses in the UK and is considered the 'service centre' for the Oxfordshire economy.<sup>1</sup> There is a rich, world class, innovation ecosystem across the city.
- + **A globally renowned, historic city.** Internationally recognisable heritage assets create a distinct, high quality, historic built environment and lend the city its unique character.
- + **Strong business confidence.** Despite the challenges of the pandemic that many still face, more than 20 businesses opened in vacant city centre units between October 2020 and summer 2021, at which point, agents reported more than 30 other units under offer.
- + **Easy to get around.** A compact city where cycling rates are high, bus services are comprehensive and frequent, rail services are expanding and being improved, and the whole city centre is within approximately a 20-minute walk.
- + Universities driving new opportunities. The success of Oxford's economy is significantly enhanced by the presence of its two universities. Research capabilities and the ready supply of graduates mean that Oxford is an attractive location for a range of businesses.
- High quality open space and waterways. Waterways and green spaces are a fundamental part of Oxford's character, landscape and setting.



- + A strong cultural and creative sector. Oxford has excellent cultural opportunities from world-class museums, historic libraries and gardens, to a wide-ranging programme of theatre, music and entertainment.
- + Attractive evening economy with a broad offer. Oxford city centre offers a wide range of cultural and leisure uses and provides a diverse night-time offer.
- + **Partnership working.** Success in taking forward key projects and programmes relies on partnership working with key organisations. This is already well established in Oxford.

### WEAKNESSES



- Low quantum of publicly accessible green space. The majority of green spaces and planting is located within private spaces primarily within the city's colleges, or at the edges of the city centre. This also results in low biodiversity and natural resilience in the city centre core. Apart from Bonn Square and Gloucester Green, there are few locations for pedestrians to dwell.
- + Lack of residential provision acts as a barrier to diversifying the city centre. A lack of housing in the centre, and a lack of affordable homes means a lower residential population able to enjoy its amenities. It places dependency on visitors and in-commuters, which has shown to be a challenge during COVID.<sup>8</sup>
- + Lack of prime city centre office / co-working space. Vacancy rates have been persistently low over the last five years and very little new stock has come to the market. There have been almost no transactions for 4-5 star space over the last five years.<sup>8</sup>
- **Heritage sensitivities.** The majority of the city centre is extremely sensitive in heritage terms, with a significant number of listed buildings and a high proportion covered by conservation areas. These are key strengths but also pose some challenges, for example, in adapting buildings to alternative uses and/or to improve their carbon performance.
- + High housing costs and high levels of homelessness. The number of people rough sleeping in Oxford increased significantly in the eight years leading up to a peak in 2017. Since then, the number has decreased, but still remains high for a city of Oxford's size. The price of housing has also steadily increased during that time with Oxford one of the least affordable places to live in the UK. There is a need to ensure there are effective solutions to support people into housing and away from rough sleeping.<sup>7</sup>



- Rail capacity limited, and congested arrival experience. The main train station sits at the edge of the city centre, with relatively poor visibility of pedestrian and cycle routes.
- + **Challenging SME business environment.** City centre attracts national retail and hospitality brands; though this has meant higher rent levels and a more challenging environment for independent retailers and start ups.<sup>11</sup>

# **OPPORTUNITIES**

- + **Reprioritise street space.** Use the pilots undertaken during COVID-19 recovery, such as Broad Street being part-pedestrianised in summer 2021, and implementation of Core Transport Scheme proposals, to inform a strategy to reprioritise street space to improve the environment for people. Broad Street and St Giles' have the potential to become significant civic spaces.
  - + Maximise the West End opportunity. The largest-scale mixed-use development Oxford city centre has seen and one of the largest urban transformation opportunities in the UK.



- + Accommodate a wider range of uses across sectors. A strong and increasing demand for city centre space in the science, tech, co-operative and cultural sectors provides an opportunity to explore new types of space and leases.
- + **Diversify the experience.** In addition to public realm improvements, it is important that the city centre mix is attractive to Oxford's diverse community and visitors. One element of this is a comprehensive, collaborative and organised programme of events, activation and animation to help improve the experience for more people and boost dwell time.



- **Encourage more residential uses.** Encouraging high quality residential development especially the delivery of affordable homes to bolster footfall and overall vibrancy, and create a more inclusive city centre. Encourage high quality student housing.
- + **Promote distinctive development.** Development should contribute to the city's unique sense of place.
- + Build upon the carbon emissions pledge. Continue to act on the Climate Emergency declaration and the work of the Citizens Assembly to deliver interventions to reduce emissions in the city centre.
- + **Increase visitor stays.** Identify further opportunities to support longer visitor stays through provision and promotion of more overnight accommodation alongside the diversification of attractions and experiences.



+ Enhance accessibility and sustainable travel options. With car parks at capacity at the weekends, it is clear that public transport, principally buses, alongside active travel, such as walking and cycling, are critical and must grow as a proportion of daily trips if Oxford is to thrive.

### THREATS



resulted in an increase of vacancies across the city centre. In September 2020, the number of vacant units in Oxford city centre had increased by 17 since March 2020 (from 57 to 74). While lower than some predictions, there are now a number of small clusters of vacant units to be tackled.

# ACTIONS TO RESPOND AND RESTART

### WHAT ARE WE ALREADY DOING?

Although the pandemic clearly opened up some significant challenges for the city centre, partnership working between stakeholders has also delivered some beneficial changes.

> Marketing campaigns focused on supporting local businesses and encouraging visitors back safely after national lockdowns

**BUSINESS SUPPORT** 

**CITY CENTRE ACCESS** 

PUBLIC REALM AND SAFETY

An **'open online' web listing** for information about businesses open online and for delivery during lockdown

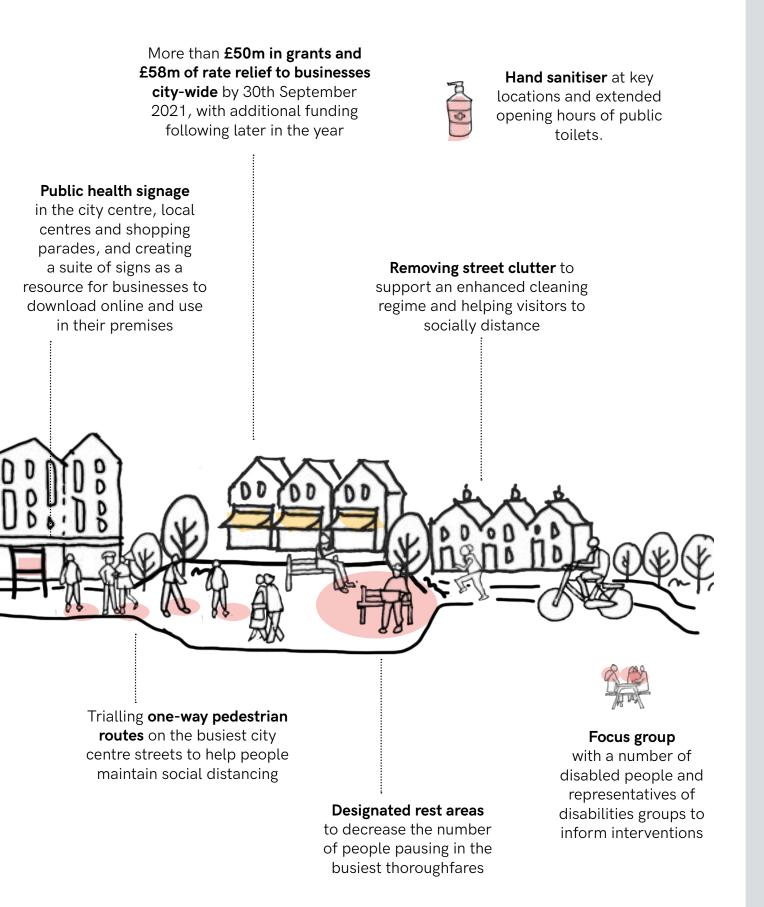
# On-street city centre ambassadors and community response officers, and a special COVID-secure team to support and ensure businesses complied with the new measures

Free **park & ride parking** in August and December 2020, with Oxfordshire County Council

Over **200 new bike parking spaces** in the city centre and 130 additional spaces at Park & Ride sites, with Oxfordshire County Council

More than 50 city centre businesses provided with support for **outside tables & chairs,** including the part-pedestrianisation of St Michael's Street and George Street (temporarily)







# APPROACH

Part B defines four distinct workstreams and their clear objectives which drive the projects and commitments within the Action Plan.

#### **ACTION PLAN ELEMENTS**

The Action Plan focuses on four **workstreams,** each intended to focus on a different thematic area of work. Each workstream is defined by a series of **objectives**. These workstreams and objectives are detailed below.

Under each workstream sits a series of **projects** identified to deliver against the objectives over time. Projects are outlined in Section C and further detailed in the Appendix. Each project clearly articulates what the project is, its primary delivery partners, an explanation of its importance, and a focussed list of **actions** to ensure partners and stakeholders are aligned under next step actions.

City-wide priorities on responding to the climate emergency, delivering a zero carbon Oxford, supporting thriving communities, enabling an inclusive economy, and delivering more housing - especially affordable housing - are all fundamental to the approach being set out.

#### WORKSTREAM AMBITIONS

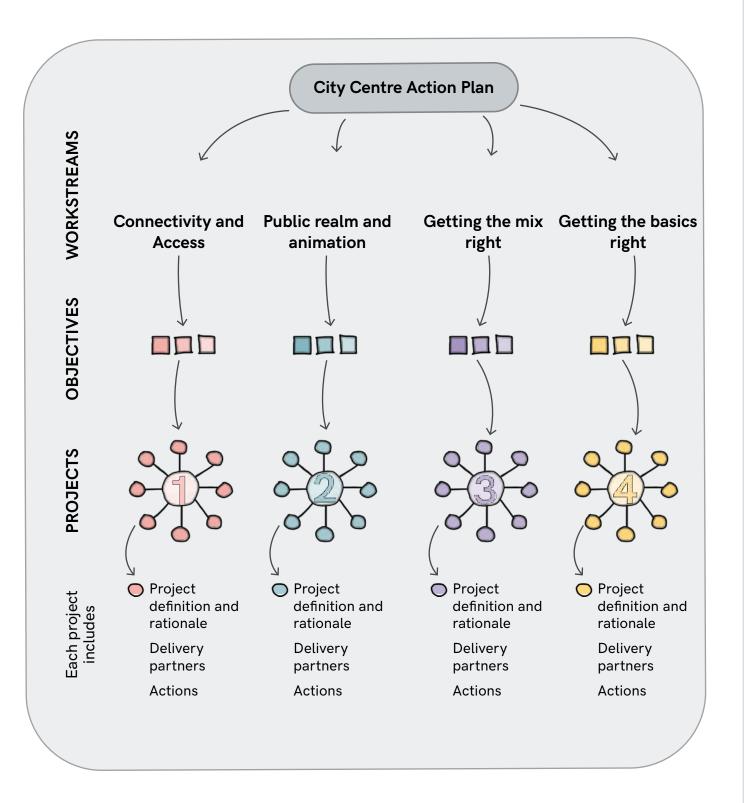
Delivering a city that is easy, safe and efficient to move around with increasing use of active travel and public transport will be harnessed through a series of actions focussed on **connectivity and access**.

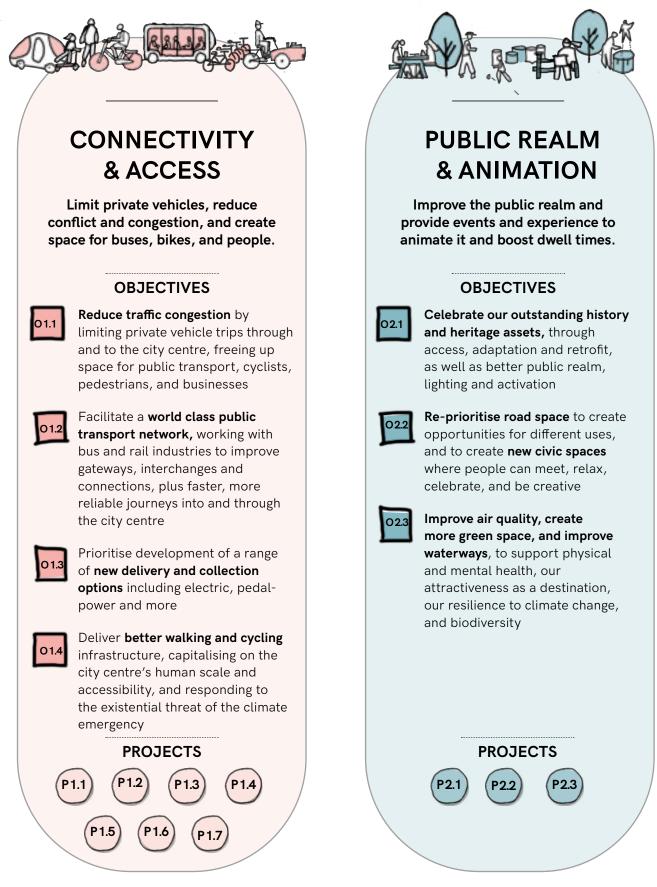
Shaping a city that celebrates the beauty of Oxford and delivers spaces that encourage new activities and dwell times - with a commitment to evolving a healthy, 'people first' environment - will be given priority through a series of actions focussed on **public realm and animation**.

An overriding objective of the City Centre Action Plan is to ensure it is well placed to support the inclusive economy ambitions set out in Oxford's city-wide Economic Strategy. A vibrant city centre is one that is lived in, worked in, shopped in, and played in. Our stakeholders recognise the importance of being an inclusive city centre, including enhancing its attractiveness as a place to start and grow businesses for under-represented sectors; with opportunities to work across skills levels; where the importance of paying the Oxford Living Wage is widely accepted; and so that all of our communities feel it is a safe, welcoming, accessible and attractive place for them to spend time in. Introducing housing - especially affordable housing - and supporting night time and leisure uses are also key parts of a successful, 24-hour city centre. A series of projects will focus on getting the mix right.

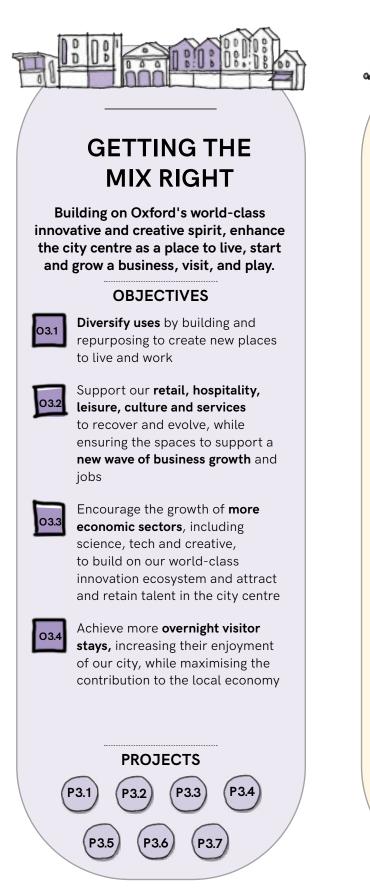
A successful city also must get the basics right, and this plan introduces actions that will continue to enhance the city centre for all those who use it.











GETTING THE BASICS RIGHT

Create an inclusive, safe, and attractive city centre that mediates and promotes the diverse range of activities and uses.

#### **OBJECTIVES**

04.1

04.3

**Create an inclusive city centre** where everyone is welcome and supported, regardless of their background, identity or income

background, identity or income.

**Strike a balance** between residents, students and workers going about their daily lives; and tourist visits, ensuring greater levels of visitor satisfaction and increasing return trips; and

Strengthen the **feeling of safety** through the work of the Council's Safer Oxford team, Thames Valley Police, Oxford Community Safety and City Centre Crime Partnerships

PROJECTS

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#### European Regional Development Fund

This project is receiving funding from the England European Regional Development Fund as part of the European Structural and Investment Funds Growth Programme 2014-2020. The Ministry of Housing, Communities and Local Government (and in London the intermediate body Greater London Authority) is the Managing Authority for European Regional Development Fund. Established by the European Union, the European Regional Development Fund helps local areas stimulate their economic development by investing in projects which will support innovation, businesses, create jobs and local community regenerations. For more information visit https://www.gov.uk/european-growth-funding.





