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Oxford City – Employment Land Needs Assessment

Planning for
Oxford City Council
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OXFORD CITY COUNCIL

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Quality Assurance

This report has been prepared within the quality system operated at Rapleys LLP according to British Standard ISO 9001:2015.

We confirm that the undersigned is an appropriately qualified and experienced Chartered Planner experienced in the commercial property sector.

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1 INTRODUCTION

BACKGROUND

1.1 Oxford City Council have commissioned an Employment Land Needs Assessment (ELNA) for the city to support the emerging Local Plan. The ELNA will inform the Council's approach to the preparation of economic development and employment land policies and allocations in the Local Plan, guiding future development to 2045.

1.2 This study and indeed the work to prepare a new Oxford Local Plan 2045 followed on from the withdrawal of the Oxford Local Plan 2040 at the beginning of 2025. While the Inspectors' recommendation that the Council withdraw the Local Plan 2040 related to a failure in the duty to cooperate, they did identify some issues of critical relevance to this study. Those issues were i) the need to re-set the evidence base to the Standard Method, ii) the need to pay particular attention to economic activity rates and iii) the critical importance of the commuting balance across Oxfordshire, and so the supply of labour. These are issues we consider in some depth in this work.

1.3 The importance of Oxford in driving forward economic growth and the national economy is recognised by the Government, and set out in the Industrial Strategy, published in June 2025. With support for major infrastructure improvements associated with the Oxford-Cambridge Growth Corridor identified to support growth. Oxford is identified as one of a small number of locations the Government seeks to support clusters of Advanced Manufacturing, Digital and Technology and Life Sciences. The role of Oxford is clearly global in its economic outreach and future potential.

1.4 This study is policy compliant with the December 2024 NPPF and corresponding PPG. It looks again at the extent of the Functional Economic Market Area (FEMA), as there are conflicting views on the extent of this. Given Oxford city's status as an economic driver, coupled with the 'tightness' of its boundaries and its labour requirements, confirming the extent of the FEMA will be critical to future Duty to Cooperate discussions regarding labour supply to support economic growth.

1.5 The study assesses Oxford city's economic need in quantitative and qualitative terms. The Guidance requires review of various scenarios based on three prescribed quantitative approaches - a labour demand approach (drawing on an economic forecast), a labour supply approach where we align the new Standard Method housing number with labour and jobs supply, and an assessment of a range of past trends in new floorspace completions and past job delivery.

1.6 As suggested in the Guidance, in undertaking this study we also engaged at length with the commercial property market, and this provides a qualitative view of future employment need. It also teases out particular issues and concerns that the quantitative assessment is unaware of. 'Overlaying' the qualitative provides a 'sense test' of the quantitative assessments, and vice versa.

1.7 The engagement with the market was undertaken by a specialist surveyor in this field, and with a wide range of property professionals both on a one-to-one basis in the early stages of the study to form a rounded view of the property market now and where it is heading in the future, and then towards the end of the study in an open forum to 'sense test' our findings and the policy direction and recommendations this suggested. The key consideration for the property market engagement was to establish the nature of the committed and potential future land supply, and critically is the supply of the right type, available in the right place and at the right time to support growth, innovation and improved productivity.

1.8 This report provides:

- The Policy Context, summarising national policy and practice, and the neighbouring boroughs' approaches to employment planning (Chapter 2). This is important as it identifies the themes that the study needs to review.

- Then Chapter 3 re-assesses the Functional Economic Market Area as it applies to Oxford city based on the recently released 2021 Census commuting dataset.
- Chapter 4 sets out Oxford city's socio-economic context, looking at the indicators of resident, workforce and business performance.
- Chapter 5 reports the findings of the property market analysis, reporting the consensus view of market performance and where Oxford's economy is heading in the future
- Chapter 6 reports on the quantitative assessment of future need for employment floorspace/land
- Chapter 7 considers the committed and potential supply of future employment land, before finally,
- Chapter 8 concludes and draws out the recommendations.

1.9 This report of study will support and accompany the next stage in plan-making - the Proposed Submission (Regulation 19) version of the Oxford Local Plan 2045.

2 POLICY CONTEXT

INTRODUCTION

2.1 This section reviews national policy and guidance and local planning policy and evidence for Oxford city as well as neighbouring councils within Oxfordshire. The aim is firstly to establish the requirements and guidance when planning for economic development, and secondly to draw out the scale and type of employment land need identified across the wider context.

2.2 Relevant national and local policy is set out below. In summary:

- Economic policies need to be positive while realistic;
- Policies can be aspirational, but land should not be sterilised for an economic use that has no reasonable prospect of being delivered in the plan period;
- Policies need to pay particular regard to facilitating development to meet the needs of a modern economy;
- Recent changes to the Planning Practice Guidance (PPG) have increased the prominence given to logistics as an economic land use capable of commanding considerable weight in the planning balance; and
- Councils should, within the limits of their sustainable capacity, work with neighbours to meet economic needs in full.

NATIONAL PLANNING POLICY AND GUIDANCE

2.3 The National Planning Policy Framework (NPPF) was originally published in March 2012 has been revised several times since, most recently in December 2024.

2.4 Regarding economic development and employment planning the NPPF seeks to support the development of a strong, responsive, and competitive economy by: identifying and coordinating the provision of infrastructure; ensuring that there is enough land (of the right type, in the right place, and at the right time) to support growth; and encouraging innovation and improved productivity.

Economic Development

2.5 Planning policy and decisions should support business investment, economic growth and productivity, both for local businesses and wider opportunities for development i.e. inward investment. All areas should build on strengths, counter weaknesses and address future challenges. This is particularly important where there is opportunity to drive innovation, and in areas with high productivity, LPAs should seek to capitalise on this performance and potential.

2.6 The Framework states i) what plans should address (paragraph 86) which includes providing the type of infrastructure needed to facilitate a modern economy, and ii) also identifies the specific modern economy sectors that should be supported (87) these being as identified in the Government's Invest 2035[1].

2.7 Plans should:

- set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth (having regard to the national and Local Industrial Strategies, and other local policies for economic development and regeneration);

[1] NPPF footnote 43 details the sectors identified - Invest 2035: The UK's Modern Industrial Strategy identifies priority sectors for growth and support as: advanced manufacturing; clean energy industries; creative industries; defence industries; digital and technology businesses; financial services; life sciences; and professional and business services.

- set criteria and identify strategic sites, for local and inward investment to match the strategy and meet anticipated needs over the plan period;
- pay particular regard to facilitating development to meet the needs of a modern economy, including by identifying suitable locations for uses such as laboratories, gigafactories, data centres, digital infrastructure, freight and logistics;
- seek to address potential barriers to investment (e.g. poor environment; inadequate infrastructure, services, housing); and
- be flexible enough to accommodate needs not anticipated in the plan and allow for new and flexible working practices and spaces to enable a rapid response to changes in economic circumstances.

2.8 The key recent change introduced (third bullet above), identifies the new or expanding activities that are needed to support a modern economy. The specific locational requirements of all economic sectors should be recognised and addressed. The NPPF goes on to highlight three particular sectors/issues (para 87):

1 Provision for clusters or networks of knowledge and data-driven, creative or high technology industries – this can be for new, expanded or upgraded facilities and infrastructure to support the growth of these industries (including data centres and grid connections);

2 Storage and distribution operations at a variety of scales and in suitably accessible locations that allow for the efficient and reliable handling of goods, especially where this is needed to support the supply chain, transport innovation and decarbonisation; and

3 Finally, the 'catch all' expansion or modernisation of other industries of local, regional or national importance to support economic growth and resilience.

2.9 Points (a) and (b) above are land use and activity specific, albeit there is debate about whether new specific land use classes are needed for some of these activities, whereas (c) is a general point for Plans to be positive and support all growth opportunities.

2.10 The PPG provides guidance on how LPAs should assess the future need for economic development, and although the NPPF was recently revised the guidance remains unaltered from that issued in 2019.

2.11 Current guidance states that key to assessing economic needs is understanding existing business needs, local circumstances and market conditions as national trends will not necessarily 'translate'.

2.12 The Guidance lists a raft of measures suitable for the assessment of business needs, which we do not repeat here, but highlight the suggested need for close liaison with the business community and taking account of Local Industrial Strategies.

2.13 The Guidance identifies appropriate approaches and data for the assessment of future need:

- for labour demand - sectoral and employment projections that look at likely changes in skills needed;
- for labour supply - demographically derived assessments of current and future local supply;
- analysis of past take-up of employment land/property and/or future property market requirements; and
- stakeholder engagement, business trend analysis, changing business models (particularly for sectors making use of online platforms), and monitoring of business, economic and employment statistics.

2.14 The assessments will need to take account of longer-term economic cycles and consider the implications of alternative economic scenarios.

2.15 Analysis of market demand should involve a comparison between the available stock of land and the particular requirements of an area to identify gaps and the under/ over-supply of land. The guidance on market demand goes on to state that the need assessment approaches will help with an understanding of the requirements for specifically – office, general business and distribution space, and indicate any mismatches between types of supply and demand. This understanding can then form the context for appraising individual sites.

2.16 The Guidance advises the data/approaches that can be used to translate from economic sector to land use. This involves Standard Industrial Classification (SIC) data, Employment/floorspace ratios and Floorspace/site area ratios, all of which we incorporate in our sector 'mapping, method.

2.17 The needs and space requirements for the logistics industry are specifically referenced. The PPG notes that the sector 'plays a critical role in enabling an efficient, sustainable and effective supply of goods for consumers and businesses', and contributes to local employment opportunities. It has distinct locational requirements, and these need to be considered separately from general industrial land. We note here that given Oxford city's land constraints, past practice has been for logistics and distribution firms to locate outside of the city, in suitably accessible locations from which they can service a range of destinations including Oxford. This study will consider whether the best and most efficient use of the city's limited available land is for this to continue in the future. This pattern of activity will be captured in any assessment of 'past trends' because this is a well-established feature of Oxfordshire.

2.18 For logistics facilities with national/regional significance, a significant quantum of land (with good access to strategic transport networks, and sufficient access to power and skilled local labour) is generally required. Where such a need exists, LPAs responsible for strategic policy should collaborate with others (LPAs, infrastructure providers, relevant interests) to identify scale. This can be informed by:

- Engagement with logistics developers/occupiers to understand changing requirements (type, size, location, impact of new/emerging technology);
- Analysis of market signals (trends in take-up, availability of logistics land/floorspace);
- Analysis of economic forecasts (identifying potential changes in demand, anticipated growth in sectors likely to occupy or rely on logistics facilities); and
- Engagement with LEPs (reviewing their plans and strategies, including economic priorities within Local Industrial Strategies)[2].

2.19 Once logistics need has been assessed, LPAs responsible for strategic policy need to consider how to meet it (by expanding existing sites and/or identifying new ones).

2.20 Beyond national/regional need, LPAs should also assess other requirements in the logistics sector (for example SMEs and 'last mile' facilities serving local markets). Any such assessment may need to consider a range of up-to-date evidence to provide an appropriate provision (amount, type, and location). This can include market signals, anticipated changes in the local population/housing stock, the local business base, and infrastructure availability.

2.21 The final issue considered by the current Guidance (dating from 2019) addresses the specific locational requirements of specialist or new sectors of a modern economy, and in Oxford city laboratory space and knowledge-driven activity and research and development (R&D) space is of direct and substantial relevance. The Guidance underlines that the wider modern economy sectors may have specific requirements in terms of land/premises needed. The example is given of how the clustering of some industries (high tech, creative digital etc) can support collaboration, innovation and productivity as well as raising economic prospects in an area. The Guidance gives examples of these requirements, that may be more qualitative in

[2] In 2024 the LEP functions transferred to Councils.

nature and that are identified through business engagement, as a need for greater studio capacity, co-working spaces or research facilities.

2.22 The Plan-making section of the PPG provides guidance on defining Functional Economic Market Areas (FEMAs), setting out the factors that can be assessed when considering the extent of a FEMA. Understanding economic flows will help inform decisions on new housing locations and will guide transport and other infrastructure investment.

2.23 In the next chapter we consider the appropriate FEMA for Oxford city, which has been considered by two recent studies, reviewing those assessments and focusing on the new commuting (origin and destination) data that has recently been released from the 2021 Census.

Changes to Use Class and the General Permitted Development Order

2.24 The Government revised the 1987 Use Class Order in 2020, introducing Use Class E, a new class combining 'commercial, business and service'. This merged:

- Office, R&D and light industrial (formerly Class B1; now Class E(g);
- Shops, commercial services, restaurants, public houses and hot food (formerly Class A; now Class E(a) to (c)); and
- Non-residential institutions and assembly and leisure (formerly Class D; now Class E(d) to (f)).

2.25 Buildings can change between any of these uses without planning permission, something likely to impact the supply of Class E(g) uses. Whilst it may encourage hybrid workspace facilities, it may reduce the availability of low-rent Class E uses (e.g. light industrial).

2.26 Use Classes B2 (general industrial) and B8 (storage and distribution) are unaffected.

2.27 As amended, the GPDO 2015 allows for:

- change from office to residential (Class O);
- demolition of Class E(g) buildings, replacement by residential (Class ZA);
- construction of up to two residential storeys above detached buildings in Class E use (Class AA); and
- change of Class E to residential (Class MA).

2.28 These changes were largely driven by Government concerns of office over-supply and shortages of homes. However, a consequence is that residential can be introduced in employment areas that has the potential to generate considerable disruption for businesses.

2.29 Current Permitted Development Rights (PDR) legislation ultimately restricts the power LPAs have, to prevent loss of Class E(g) uses. Regardless of need and supply assessments an LPA cannot prevent the loss of existing stock, including on sites that are, from a policy perspective, the most preferable for economic growth, unless they are able to introduce specific and targeted Article 4 Directions.

LOCAL PLANNING POLICY

2.30 The Oxford Local Plan 2036 was adopted in June 2020, replacing the Saved policies of the Oxford Local Plan 2001-2016 (November 2006), Oxford Core Strategy (March 2011) and the Sites and Housing Plan (February 2013).

2.31 The statutory development plan also includes the Barton Area Action Plan (December 2012), Northern Gateway Area Action Plan (July 2015), Headington Neighbourhood Plan (July 2017), Summertown and St Margaret's Neighbourhood Plan (April 2019) and the Wolvercote Neighbourhood Plan (June 2021).

2.32 The Oxford Draft Local Plan 2040 was submitted for examination in March 2024, but in November 2024 Local Plan Inspectors wrote to the Council recommending that the draft plan

be withdrawn, with the primary reason being they considered there had been a failure in the duty to cooperate. The Council decided to withdraw and began work on a new Local Plan. A Regulation 18 consultation for the current Local Plan was carried out in Summer 2025.

2.33 The Oxford Local Plan 2036 considers the current strengths that encourage policies to drive employment growth. These are the knowledge and research sectors, and the broad, diverse and active economy in the city, with one the highest concentrations of knowledge intensive businesses in the UK. Oxford is vital for the regional and national economy, and it is the 'service centre' for the Oxfordshire economy, having the fastest growing and best educated workforce, and being the 'hub' of research and spinouts.

2.34 Other strengths identified include Oxford's very low levels of unemployment, the high rate of new company set-ups, and an understanding that established employers are keen to move into the city. In respect of unemployment, we note that in a 'tight' labour market low unemployment can be one of a range of factors (including economic activity rates) that can constrain opportunities for economic growth. As part of this study, we review unemployment rates.

2.35 The Local Plan 2036 Spatial Strategy includes seven key elements, with the first being building on Oxford's economic strengths and ensuring prosperity and opportunities for all, and this has the following objectives:

- To build on Oxford's economic strengths as a global centre for research, learning and healthcare;
- To remain at the heart of the Oxfordshire economy and an important net contributor to the national economy through its key strengths in the knowledge intensive businesses (such as education, health, science and technology) and as a leading environmentally sustainable city;
- To reduce inequalities across Oxford, particularly in employment, health and education; and
- To provide a diverse range of employment opportunities to meet the needs of the city's businesses and residents, allowing Oxford to grow and function sustainably, and with a skilled workforce ready to fill the employment opportunities that arise.

2.36 Evidence supporting the Local Plan 2036 included the Employment Land Assessment (2018) which forecast between 2016 and 2036 a need for 135,004 sq m of additional employment floorspace, as follows:

- Total projected demand for new B1A/B/C floorspace of 113,535 sq m; and
- Projected demand for B2/B8 floorspace of 21,470 sq m.

2.37 Policy E1 of the Local Plan 2036 promotes the intensification, modernisation and regeneration for employment purposes of any employment site within Oxford. It separates employment sites into three broad categories:

- Category 1 sites considered nationally and regionally important to the knowledge economy or are significant employers or sectors in Oxford;
- Category 2 sites are sites that provide local services and often include a mix of B1 and B2 uses; and
- Category 3 smaller less-well performing employment sites.

2.38 The plan emphasises the need to protect existing employment sites, and notes how tightly constrained Oxford city is, which results in competing demands on limited land resource. Consequently, the plan identifies no other employment sites. Instead, the policy approach seeks to make the best use of all existing sites through intensification and modernisation to accommodate the forecast demand for new employment floorspace over the plan period.

2.39 Policy E2 supports the growth of hospitals through redevelopment and intensification, and promotes the growth of the University of Oxford through the redevelopment and

intensification of academic and administrative floorspace. These are not activities requiring employment land and floorspace, however they do have their own needs, and they provide opportunities for the creation of accommodation for R&D / lab space activities.

Northern Gateway

2.40 Originally allocated through the Oxford Core Strategy 2026 and the subject of a subsequent Area Action Plan that makes provision for 90,000 sq m of employment land (specifically supporting the knowledge economy and science-based research and development fields).

NEIGHBOURING AUTHORITIES IN OXFORDSHIRE

2.41 The following section discusses the ongoing work to assess the scale of employment land need at district level.

Cherwell

2.42 Whilst the Cherwell Local Plan 2042 Regulation 19 document (published in 2024) identified a need for 280 ha of employment land over the period 2021 to 2042, Examination Library Document CD8 – Proposed Changes, (published July 2025) sets out some changes to Policy LEC1 and supporting text. These changes identify the employment land need as being between 273.5-358.9 ha over the plan period from 2020-2042 (The mid-point of 316 ha is then proposed to be Cherwell's employment land need figure).

2.43 Examination Library Document CD8 – Proposed Changes, also provides some additional information relating to the supply of employment land within Cherwell, specifically completions and commitments that have taken place since the start of the plan period. The Plan now identifies a total of 309.1 ha of land, which includes the 37.63 ha carried forward from the last Plan 97.5 ha on new sites proposed for allocation and an additional 132.3 ha (completions) and 41.6 ha (commitments). The Plan is supported by several iterations of an Employment Needs Assessment, the most recent of which (May 2025)identifies future need to 2042 for between 273.5 ha (labour demand: Experian forecasts) and 358.9 ha (past trends – completions) of employment land. Both forecasts predict similar levels of Class E employment uses (circa 75 ha), while the range of industrial and logistics uses (B2/B8) is between 198-283.5 ha

South and Vale District Councils

2.44 South and Vale District Councils are preparing a Joint Local Plan (JLP) to 2041. Initial Examination hearings took place in June 2025 which covered a range of topics including legal matters, housing and employment land requirements.

2.45 The Submission version of the plan (December 2024) identifies the following employment requirements based on a 2024 Employment Land Need study:

- South Oxfordshire: 25.8 ha of employment land.
- Vale of White Horse: 113.2 ha of employment land

2.46 The Plan also identifies sources of supply, which for South Oxford are 34.82ha and for the Vale 277.88 ha. The identified supply for the Vale is substantially higher than the identified need with the largest sites land at Harwell Campus (93ha) and a collection of sites at Didcot.

2.47 The Plan states that this exceedance of supply is to *allow scope for churn, choice and flexibility in the local employment market* and because some of the sites have been identified in the previous plan and are carried forward to reflect planning permissions or land remaining after permissions have been implemented.

2.48 While we do not discuss this in detail, it is important to note that there has been on-going correspondence between the South and Vale Councils and the Planning Inspectorate from August 2025. At the time of writing, the most recent letter from the Planning Inspectorate is dated 7 January 2026, and the examination remains underway. For our work the cross-

boundary issue of labour supply in Oxfordshire as whole remains a critical issue along with the extent to which individual Oxfordshire districts should look to internalise or balance their own labour supply when these administrative boundaries do not reflect market areas. Also, when viewed on a nationally and internationally competitive level, these districts may not offer the optimal land supply for Oxfordshire as a whole.

West Oxfordshire

2.49 The West Oxfordshire Local Plan was adopted in 2018 and covers the period up until 2031. An Economic Snapshot Report (2015) identified a need for 27 ha of employment development over the plan period. However, the plan notes that not all of this land is available for various reasons and as such there is a need to consider additional provision to provide sufficient flexibility. Policy E1 therefore makes provision for a total of 74 ha; 18 ha in the Witney sub-area; 6 ha to the Carterton sub-area; 5 ha in the Chipping Norton sub-area; 40 ha to the Oxfordshire Cotswolds Garden Village and at least 5 ha to Other Towns Villages and Rural Areas.

2.50 The Council are working on a new Local Plan which will now cover the period up until 2043. A Regulation 18 consultation took place, which concluded in October 2023, and another Regulation 18 consultation took place in summer 2025. A further Regulation 18 consultation has taken place in late 2025 and a Regulation 19 consultation is expected in Spring 2026. An Economic Needs Assessment is currently being progressed to support the new Local Plan.

Neighbouring Authorities - summary

2.51 In summary and as shown in Table 2-1 below, while West Oxfordshire await publication of their latest employment land position, the adopted Plan identifies 74 ha of land to meet a need of 27 ha. The emerging plans for South and Vale and Cherwell in combination identify a total of c450 ha of land for employment uses against a need for c420 ha, plus.

Table 2-1 Neighbouring Oxfordshire Authorities - Employment need and land supply

Authority	Identified Need (ha)	Employment land (ha)	Period
West Oxfordshire (adopted Plan)	27	74	to 2031
Emerging plans			
South and Vale	139	313	2021-41
Comprising:			
South Oxfordshire	*26*	*35*	
Vale	*113*	*278*	
Cherwell	316	309	2021-42
Emerging plans totals	**455**	**622**	

Sources: West Oxfordshire Local Plan 2031 (adopted 2018), , South and Vale Local Plan 2041 Policy JT1 Joint Local Plan (Submission version Dec 2024) and Cherwell Local Plan 2042 Regulation 19 Document (2024).

PLANNING POLICY AND GUIDANCE - CONCLUSIONS

2.52 In order to ensure that national policy and guidance is followed, the economic need assessment for Oxford city needs to include:

- a clear assessment of historic trends (involving data that considers both economic/employment and population/demography);
- a forecast of future needs that offers a range of different scenarios;

- analysis of the existing stock; and
- assessment of existing supply (i.e., consents and land with capacity).

2.53 National policy supports the opportunity to drive innovation, improve productivity and support a modern economy, and LPAs should seek to capitalise on this performance and potential. In Oxford's case there is clear scope to do this through facilitating growth in the R&D / lab space sectors.

2.54 Nonetheless, a clear economic vision and strategy is needed to do so given the constrained land supply in the city which means delivering on R&D (the high value/ modern economy activity) can only realistically be done through the redevelopment of land currently occupied by other uses - notably general office activity, retail and possibly other activities, that are not fully dependent on being located within the city and could/ may need to be provided beyond the city boundary.

2.55 The Guidance requires close liaison with the business community and taking account of Local Industrial Strategies, hence there is a need in this study to engage with market professionals and test data and interpretations. We do this through detailed market engagement.

2.56 The Guidance also refers to the need for an understanding of the requirements for – office, general business and distribution space, and identification of any mismatches between types of supply and demand. The needs of the modern economy expand the range of land uses to include R&D / lab space, which is not universally needed, but is very much so in Oxford city. This understanding can then form the context for appraising employment areas and individual sites.

2.57 The data/approaches for the assessment of need are set out in the Guidance, and we have developed a method to translate economic forecast sector data into specific employment land use needs. Need is also a qualitative measure, and this study will for example, assess how the city's 'last mile' needs will be fulfilled. The need for studio capacity, co-working spaces or research facilities are qualitative need issues that will be drawn out from the business engagement within this study.

2.58 The review of the neighbouring authorities indicates some divergence between need and supply, which is also seen at the Oxfordshire level.

2.59 Finally, turning to the Oxford Local Plan 2036 employment policies, the objectives stated above are likely to remain at the heart of the emerging plan. The city will remain the key driver of the Oxfordshire economy; the plan will aim to reduce economic inequality across Oxford; and will continue to make best use of the existing portfolio through intensification where this is appropriate.

3 DEFINING THE FEMA

3.1 National Guidance states that the needs of economic land uses should be assessed at the level of the Functional Economic Market Area (FEMA). This is achieved by identifying a boundary taking account of the factors referred to in the guidance, and in particular: travel to work areas, housing market areas, access to public services, transport networks and economic governance and partnerships areas.

3.2 Where possible, FEMA definition should align with individual or groups of local authority or regional boundaries. However, because the factors referred to above that help define areas operate at different scales there does not tend to be neat alignment with administrative boundaries, so FEMA boundaries are somewhat of a 'best fit' approximation.

3.3 Recent studies[3] undertaken to define FEMAs across Oxfordshire and have reached different conclusions, and we review the findings. We also consider a linked workstream - the City Council's Specialist Housing Need evidence prepared by Iceni in March 2025 (and the subsequent update) as this considers both commuting patterns and labour supply.

3.4 Firstly, we briefly review the findings of the previous studies. It is relevant to note that with the exception of new recently released 2021 Census data that informs travel to work areas, all the other data previously considered in the recent studies remains current.

RECENT STUDIES

3.5 In 2021 the Oxfordshire Councils commissioned Cambridge Econometrics (CE) to prepare a study - The Oxfordshire Growth Needs Assessment (OGNA). This study was produced to inform the Oxfordshire Local Plan 2050, work on which ended in 2022. Although the OGNA has now been archived, it provides an example of some recent independent analysis that was based on a review of the available data. As such, it is pertinent to review the OGNA's findings in relation to the FEMA in this report and to provide our own commentary on them. The study reached the view that *the county of Oxfordshire represents a reasonable approximation of the FEMA, with Oxford at its centre.*

3.6 In coming to its view on the FEMA, the OGNA looked at a number of factors, starting with the labour market, where the analysis identified that *most commuting to Oxford city occurs from within Oxfordshire, with few LSOAs having more than a 5% threshold outside the County.* That was based on the 2011 Census and below we review this in regard to the 2021 Census commuting data. Next, the study considered the housing market and concluded *flows within Oxfordshire are more frequent and larger in size compared to flows outside the County.* Then the study assessed access to public services using hospitals as the proxy, and this revealed that, for large parts of all five Oxfordshire Local Authority areas, the John Radcliffe was the nearest hospital, albeit that the outer edges of the districts are better served by other hospitals.

3.7 Analysis was also undertaken of commuting patterns to other centres that have high concentrations of economic activity and that are considered to be the focus of FEMAs - Reading/Wokingham, Milton Keynes and Swindon. The review found that *the vast majority of LSOAs within Oxfordshire have a higher share of their employed residents commuting into Oxford city rather than any of the neighbouring FEMAs, with the exceptions of five LSOAs in South Oxfordshire and one in VOWH.*

3.8 Our commentary on the fact that across a Local Authority area there is some divergence as to which centre has the highest level of linkage, is that this is entirely expected, and it is the overall majority of commuters that is key to defining the FEMA. While the southern part of South Oxfordshire has more commuting to Reading/Wokingham than to Oxford this area only represents around one-quarter of the district and approximately one-third of commuters in the Vale were more closely affiliated with Swindon than Oxford; the vast majority of

[3] The Oxfordshire Growth Needs Assessment (OGNA), Cambridge Econometrics / Iceni, 2021. Employment Land Needs Assessment (AECOM, January 2024)

commuters in both districts are more closely affiliated with Oxford. This analysis reinforces the view that the Oxfordshire FEMA is county-wide.

3.9 More recently (January 2024) South and Vale Councils commissioned AECOM to undertake an Employment Land Needs Assessment. This study concluded that the two Council areas together with the city and West Oxfordshire formed a discrete FEMA.

3.10 The study was based on commuting data, administrative boundaries and housing and commercial property markets, and focused on the two client Authorities rather than looking to identify the economic driver or what can be referred to as the hub or seed. We observe that it is clearly illustrated in the graphics presented in the AECOM report that in both client Authority cases, based on 2011 Census data, Oxford is by far the main destination for travel to work, far greater than to Reading in the case of South Oxfordshire and Swindon in the case of Vale.

3.11 The origin destination commuting analysis starts with South and Vale as its geographical focus. In the commuting analysis, Oxford's commuting data is combined with that of South and Vale to meet the study's FEMA self-containment threshold.

3.12 Next, AECOM considered transport networks – a useful tool to consider when determining a FEMA. Their analysis clearly shows all of Oxfordshire and a large area beyond, is accessible by road within a 30-minute drive time from the two client Authorities. While their assessment of rail focused on local lines between the client Authorities and the main employment centres.

3.13 Consideration is given to the Housing and Commercial market areas. The housing area relies on the OSHMA published in 2014 and the commercial assessment uses CoStar data, and both conclude that these areas *comprise the majority of the five local authority areas of Oxfordshire*. The last consideration is the assessment of Local Economic Partnership (LEP) area and AECOM note that all five Oxfordshire Authorities are partners in the Oxfordshire LEP.

3.14 In conclusion, our view is that the AECOM study started from a different premise than we usually see, and this led to different results. Our usual approach to establishing a FEMA is first to identify an economic hub, which we consider to be, in this case, Oxford city. Clearly using Oxford as the hub of the FEMA, the analysis would have led to a different conclusion. Although, the study did identify strong links with West Oxfordshire - strong enough to include that district within the study's FEMA.

3.15 The March 2025 Specialist Housing Needs report for the city prepared by Iceni compared the commuting patterns data from the 2011 and 2021 censuses. Table 2.13 of that report shows the commuting components and illustrates the complexities of the Covid pandemic 'influence'. The analysis shows a substantial decline in commuting (in / out) and a substantial increase in the number of home workers/no fixed place. Iceni concluded that the tripling of the number in the home working category in 2021 may have been temporary and may have started to reduce, which will have implications for commuting dynamics. This indicates that it would be a risk to draw conclusions from the absolute commuting numbers, but given the issue applied everywhere it is reasonable to use the commuting data to compare between areas and combinations of areas, and we do this later in this section.

3.16 Overall, in terms of the recent FEMA assessments, our view is that because the AECOM study focuses on South and Vale as its economic driver rather than Oxford, this leads to the creation of a different economic geography.

3.17 Next, we move on to test whether the 2021 Census commuting data is consistent with this view.

FUNCTIONAL GEOGRAPHY

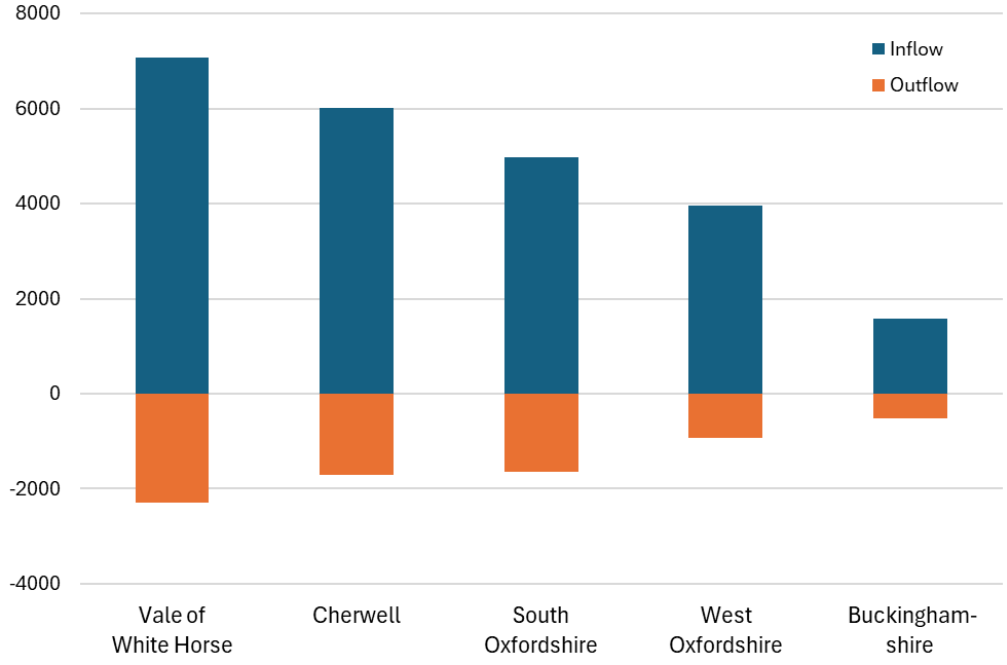
New Commuting data

3.18 The Cambridge Econometrics and AECOM studies assessed travel to work and commuting patterns based on the 2011 Census commuting data. Iceni's 2025 Housing Needs report for the city uses 2021 Census data (as well as the 2011 data) and highlights the issues of concern with the 2021 dataset, most notably the huge rise in home working that Iceni considers masks the true post-Covid position. The ONS have attempted to 'normalise' the data by for example, including the normal workplace for those furloughed, and accept that it may not be truly reflective of 'normal' conditions. The ONS state that *lockdown restrictions and the furlough scheme that was in place in March 2021 had a significant impact on travel to work data. As such, the data are not reflective of current commuting patterns.*

3.19 While the absolute numbers may be impacted by the Covid conditions, the restrictions applied universally, and so the origin and destination data should be broadly reflective of those commuting to a workplace and allow comparison between areas.

3.20 First, we start with the hub - Oxford city. Figure 3.1 below shows the origin of the main inflows into the city (blue bars) and the corresponding outflows from the city (brown bars). The overall balance is clear, heavily weighted in favour of in-flows into the city, with the largest commuting in-flows originating from all four Oxfordshire Authorities where each records 4,000+ out-commutes to Oxford. The only other Authority area recording flows into Oxford city of more than 1,000 workers is Buckinghamshire. The flows in from the four Oxfordshire districts account for the vast majority (78%) of all in-flows, with the proportion of flows from everywhere beyond much lower (22%). There is therefore a clear divide between the Oxfordshire districts and elsewhere, and this shows the strength of the linkages between the Oxfordshire Authorities, the dominance of the city and how relatively minor flows are from everywhere else.

Figure 3.1 – Oxford city - Commuting in and outflows 2021



Source: 2021 Census.
Blue bars are inflows into the city from other areas and brown bars are out flows from the city to other areas.

3.21 Out-flows from Oxford city (brown bars) to these areas are between one-quarter and one-third of the corresponding in-flows. This is broadly consistent with 2011 commuting flows and again is a clear demonstration of the strength of the city as an employment base.

3.22 Next, we look to test the FEMA through the flows in and out at a district-level geography as recorded in the 2021 Census. This is described as the origin of the worker (the home authority area) and the destination location (the authority area where they work).

3.23 The set of tables at Appendix A show the top commuting destinations (left side of tables) and top commuting origins (right side) for each of the Oxfordshire Authorities in turn. We include and highlight the relevant other leading economic centres (capable of being the 'seed' of a FEMA) in each of the Oxfordshire districts, with, for example, Swindon being the potentially alternative economic centre for workers resident in the Vale.

3.24 What is very clear is that in just about every case Oxford city records more work-related commutes than the potential alternative FEMA 'seed'. Swindon and Milton Keynes record relatively low levels of commuting with the Oxfordshire districts, much lower than Oxford city. While it is the case that Reading and Wokingham have a close relationship with South Oxfordshire, providing more labour for that district than is provided by Oxford, far less labour goes from South Oxfordshire to Reading and Wokingham (c1,800) compared to the 5,000 South Oxfordshire workers who are employed in Oxford city.

3.25 Thus the 2021 Census commuting data shows that the commuting linkages for all four districts are much more closely related to Oxford city than to any other area, and no other potential FEMA seed comes close to presenting a realistic alternative.

Self-containment

3.26 The final analysis is to calculate self-containment – i.e. the proportion of people who live and work in an area (based on combinations of administrative boundaries) using the 2021 Census data. Below we consider Oxford city alone, then in combination with South and Vale and West Oxford as AECOM did, then Oxford city with Cherwell and West Oxford, before finally considering all five Oxfordshire Authorities together – the Oxfordshire FEMA combination. As we shall see, the absolute numbers are very different from the 2011 Census, and this is down to the large numbers of people in the 2021 Census who were temporarily working from home.

3.27 The PPG does not prescribe a containment threshold that defines a FEMA. General convention is to adopt the ONS's 2002 definition of Travel to Work Areas (TTWAs) that states that:

'The current criterion for defining TTWAs is that generally at least 75% of an area's resident workforce work in the area and at least 75% of the people who work in the area also live in the area....[4]

3.28 The first table (table 3.1 below) looks at Oxford city in isolation – the 'seed' Authority - the economic driver. The top row shows where Oxford city residents work - 63,705 were recorded as working in Oxford [5] with around 10,000 travelling out of the city for work. The 2021 Census indicated a total of just over 73,000 Oxford city residents work, and the origin containment is very high (87%). However, although there are c64,000 workers 'contained' within the city, the strong in-flows from beyond the city (28,342 second row) mean self-containment drops below the target of 75%, and Oxford city alone does not therefore constitute a FEMA on its own. This finding is consistent with the AECOM and CE findings.

[4] ONS, Exploring educational attainment and internal migration, within English Travel to Work Areas: 2002 to 2019 (2023)

[5] Of these 63,705 around 29,000 have a city workplace (i.e. in an institution, laboratory, office, factory etc.), and the remainder (almost 35,000) either work from home or have no fixed place of work. The home working number as a proportion is not unusually high, we routinely see 50%+ in other areas.

Table 3.1 Self-containment – Oxford city alone

		Destination (trips to)			
		Oxford city	Elsewhere	Total trips from Oxford city	Origin containment
Origin (from)	Oxford city	63,705	9,619	73,324	**87%**
	Elsewhere	28,342			
	Total trips to Oxford city	92,047			
	Destination containment	**69%**			

Source: ONS 2021 Census and Rapleys analysis

3.29 Next, Table 3.2 is based on the same approach as outlined above, which identifies the outcome for the various combinations of Oxford plus the individual districts.

Table 3.2 Self-containment – Oxford city plus each of the districts

Oxford city plus...	Destination	Origin
South	77%	85%
Vale	79%	88%
West	76%	88%
Cherwell	78%	88%

Source: ONS 2021 Census and Rapleys analysis
Destination is the workplace – the proportion of jobs filled by residents of the area (i.e. for e.g. Oxford plus South).
Origin – is workforce – the proportion of the resident workers that work in the area

3.30 This analysis demonstrates the strength of the city as an economic hub as 85%+ of the origin (resident workers) in any combination, work within the two Authority areas. As we mentioned above, Reading / Wokingham do both provide and draw labour from South Oxfordshire, which explains the slightly lower origin containment figure (85%) for the city and South Oxfordshire's workers. However, the fact that the containment figures are so close reinforces the view that all the Oxfordshire districts have a close and deep economic association with Oxford city and with each other.

3.31 Table 3.2 also shows that the destination (or workplace) containment is also high in any two Authority combination, but it is lower than the origin as 20%+ workers commute in from beyond the county.

3.32 Next, Table 3.3 addresses the flows for Oxford plus various combinations of the surrounding districts.

Table 3.3 Self-containment – Oxford city plus combinations of the districts

Oxford city plus...	Destination	Origin
[city alone]	69%	87%
West plus Cherwell	82%	90%
South and Vale	85%	90%
South and Vale and West	87%	91%
Oxfordshire	**89%**	**93%**

Source: ONS 2021 Census and Rapleys analysis

3.33 Table 3.3 (above) demonstrates that self-containment increases as the number of districts included increases, with the highest containment for all five Oxfordshire Authorities. Both the origin containment (93%) and the destination containment (89%) exceed the other combinations and are extremely high rates - well above the 75% threshold FEMA defining rate. This again firmly points to an Oxfordshire-wide FEMA with Oxford city at the centre.

3.34 If we were to add Buckinghamshire (the next best linked authority, containment would fall because that authority will have stronger or more widely distributed links with FEMA groupings elsewhere. Thus, we consider that an Oxfordshire-wide FEMA is the best and most appropriate grouping for the districts and the city.

CONCLUSIONS

3.35 The Cambridge Econometrics and AECOM reports having looked at all the available data, both reached a different view on how FEMAs operate across Oxfordshire – the former supports a county-wide FEMA while the latter excludes Cherwell. Our assessment reviewed the evidence set out in both reports, and considered the 'new' available commuting data from the 2021 Census.

3.36 Oxford city is at the centre of the Oxfordshire transport network, with roads and rail links radiating out, the HMA and commercial property markets operate on an Oxfordshire-wide basis as did the LEP, added to which Oxford city is a huge importer of labour most of which (78%) comes from the Oxfordshire districts.

3.37 For the reasons set out above, we consider that the city is at the heart of and driving an Oxfordshire-wide FEMA that includes all four Oxfordshire districts, and this is the geography that should inform future strategic plan-making.

3.38 We note that a significant amount of previous technical work, include that challenging the city, related to the use of either 2021 or 2011 commuting flows in technical evidence. Here Iceni have provided the labour supply data for use in this Oxford city employment evidence base – using the 2021 dataset. In our view commuting is dynamic and everchanging, and neither the 2011 nor 2021 flow data should be definitive for a forward-looking plan. Workers/commuters will flow to the strongest local economy in their area and there is no reason to believe that historic flows will or should define the future. This is particularly relevant to the city and its buoyant and nationally significant existing pipeline of R&D space. As discussed elsewhere, the city has a very large pipeline supply of economic space, most with planning permission and deliverable in the short-term. If this space comes forward at pace, it is highly likely to come before any significant housing supply, and this will inevitably shift existing commuting flows. Seeking to constrain evidence, and emerging plans, to 2011 or 2021 commuting flow rates does not appear to reflect market realities – nor to be pragmatic or sensible.

4 SOCIO-ECONOMIC CONTEXT

INTRODUCTION

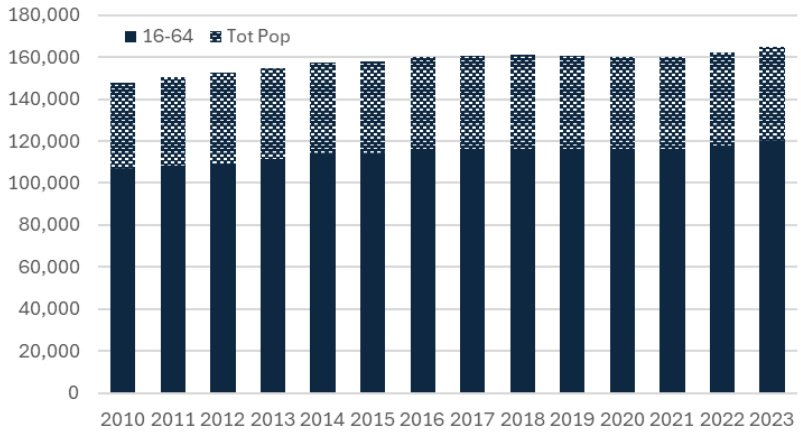
4.1 This section reviews Oxford city's socio-economic context, benchmarking performance, and highlighting any issues in the local economy. It looks at past and present economic performance ahead of considering the forecast/projections in chapters that follow. The review considers the following:

- Resident economy;
- Workplace economy; and
- Business demography.

RESIDENT ECONOMY

4.2 A growing population, particularly in the 16-64 age group means the labour force should also be growing. Figure 4.1 shows the change in working age (16-64) population (blue bars) and total population (stippled blue) in Oxford city over the period 2010-2023. The chart shows a relatively strong rise in both working age and total population 2010-15 (c7% over that period), then the period to 2021 saw virtually no change in either, with both rising in 2022-23.

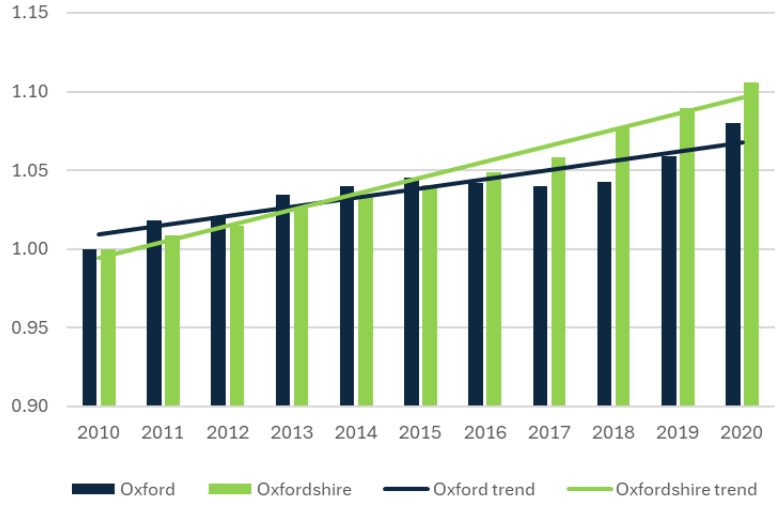
Figure 4.1 – Oxford city – working age and total population



Source: ONS Mid-year population estimates

4.3 Figure 4.2 below compares change in the working age population in Oxford city (blue bar) with Oxfordshire (green bar). The trend line shows that growth in Oxford city's working age population has been slower in comparison with Oxfordshire as a whole, over the past decade (from c2013).

Figure 4.2 – Oxford – working age population (aged 16-64)



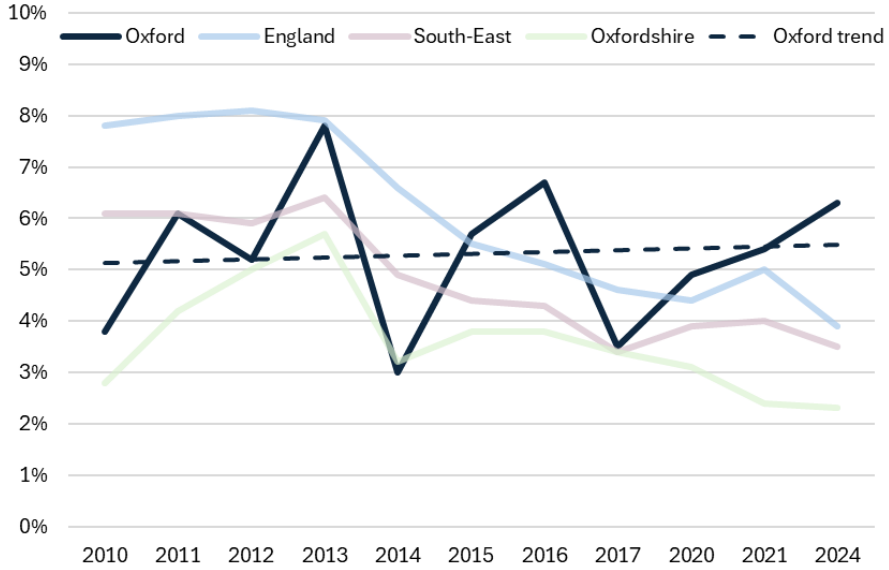
Source: ONS Mid-year population estimates

UNEMPLOYMENT

4.4 Unemployment is a core measure of labour market health. The chart below shows Oxford (blue bar) against the benchmarks. The more uneven pattern for Oxford compared to the benchmarks is the product of the size of the dataset, and we look at the overall pattern. Unfortunately, there are years for Oxford city with no data because the numbers were smaller than the disclosure rules allow.

4.5 Following the 2008/9 financial crisis unemployment fell consistently. However, unemployment in Oxford city has been consistently around the 5% mark (blue dashed line) over this entire period. While rates for Oxfordshire have improved from c4.5% to c3%. The most recent period (since 2020) has seen unemployment rise by around 3% in Oxford city moving generally in the opposite direction to the benchmarks.

Figure 4.3 – Unemployment rate



Source: ONS Annual Population Survey. No Oxford city data in years 2018, 2019, 2022 and 2023

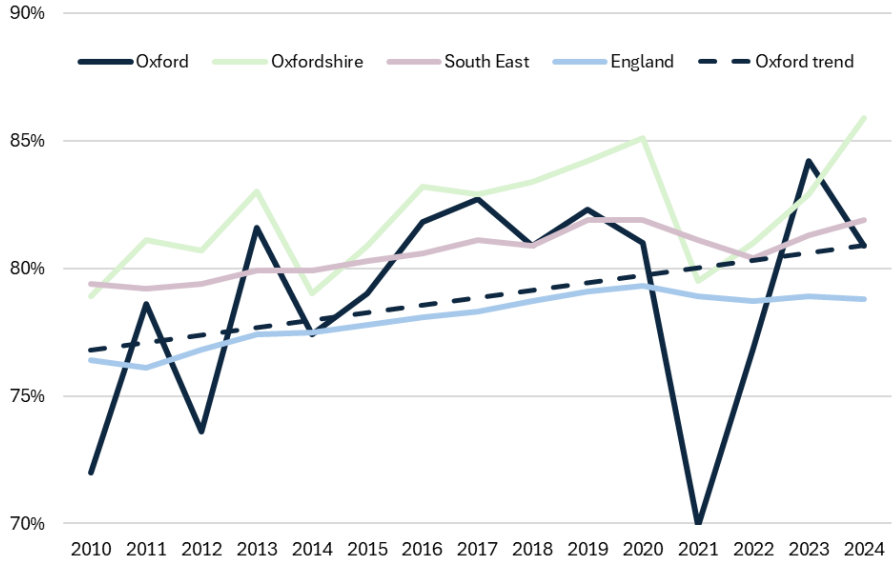
ECONOMIC ACTIVITY

4.6 Economic activity rates are a critical measure of available labour, and improving rates are generally needed for economic growth. The volatility for Oxford city, as shown below in Figure 4.4, is again a product of the smaller data set compared to the county, regional and national data sets.

4.7 The broad trend is shown to be upward and Oxford city (blue dashed line) has moved from around 77% in 2010 to 81% in 2024. This is above the national average, but below Oxfordshire and indeed the South-East.

4.8 The depth of the Covid-related drop in activity rates shows the immediate effect of inactivity and then the rapid R&D related 'bounce back' that took activity rates beyond previous levels.

Figure 4.4 – Economic Activity Rates (persons aged 16-64)

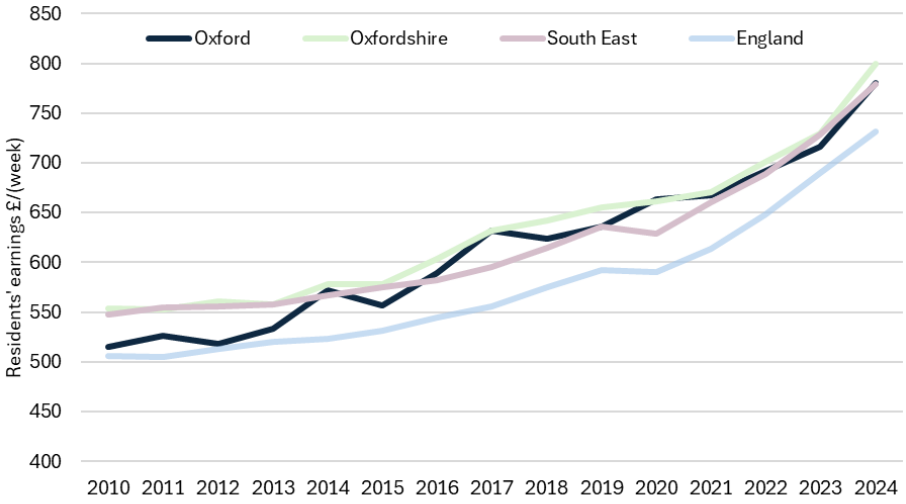


Source: ONS Annual Population Survey

RESIDENT WAGES

4.9 Oxford city resident earnings, as shown in Figure 4.5 have, over the past 15 years, broadly matched county and regional levels, and are well ahead of the England average. Growth in wages in all the benchmarks accelerated in 2023/24 driven by inflationary pressures.

Figure 4.5 – Resident earnings– Median, weekly gross



Source: ASHE ONS

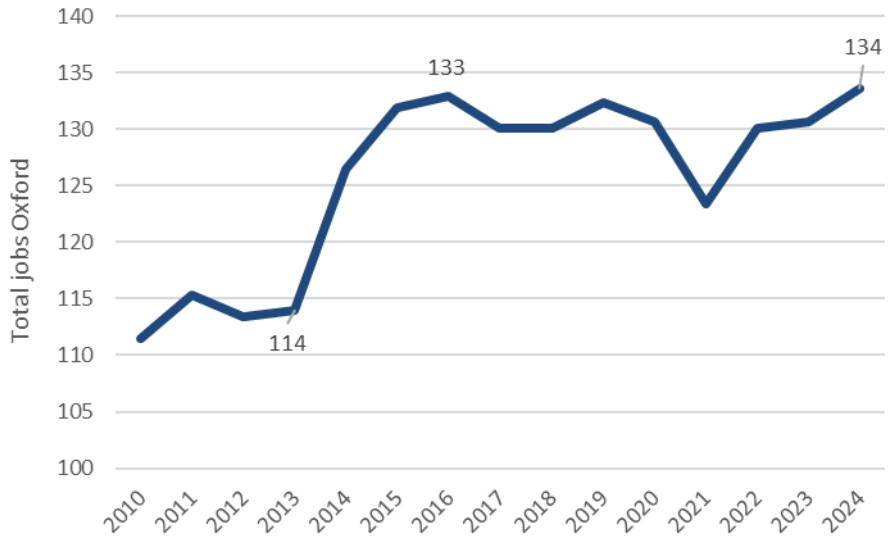
4.10 We will compare resident wages with workplace wages in the next section.

WORKPLACE ECONOMY

4.11 Figure 4.6 below shows the total number of jobs in Oxford since 2010 as recorded by Oxford Economics[6]. The chart shows that the jobs profile saw rapid growth in the mid-2010s with c20,000 jobs added, but total job numbers have remained broadly around 133,000 save for the dip in Covid year 2021.

[6] The Oxford Economics historic series differs from the BRES jobs data – BRES shows very little change over this period – because BRES is survey based, and while it is reasonably comprehensive and is suitable to identify the mix of economic sectors in an area, it does not reflect absolute total job numbers.

Figure 4.6 – Oxford total jobs



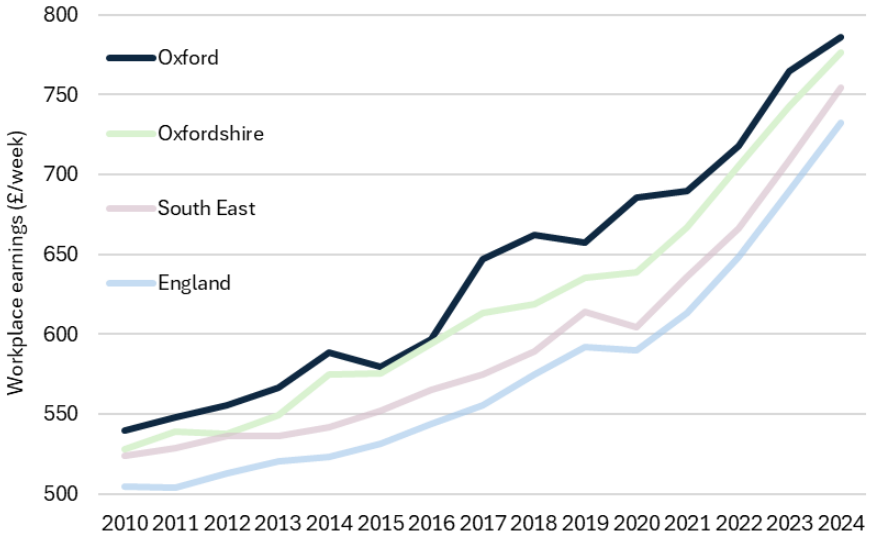
Source: Oxford Economics total jobs data series - outturn since 2010

4.12 The chart above relates to total jobs and later in this report, in the background to the assessment of need (chapter 6), we consider the mix of jobs by economic sector. Here however, the fact that the city's economy has experienced very little growth over the past ten years, is the statistic to note and that, as we shall see, links to the low rates of development for employment uses over that period.

Workplace Wages

4.13 Average wages for jobs in Oxford city have consistently been higher than the benchmarks, as shown in Figure 4.7. The post-2021 acceleration for all areas will be inflation-related, with Oxford city maintaining a competitive wage advantage.

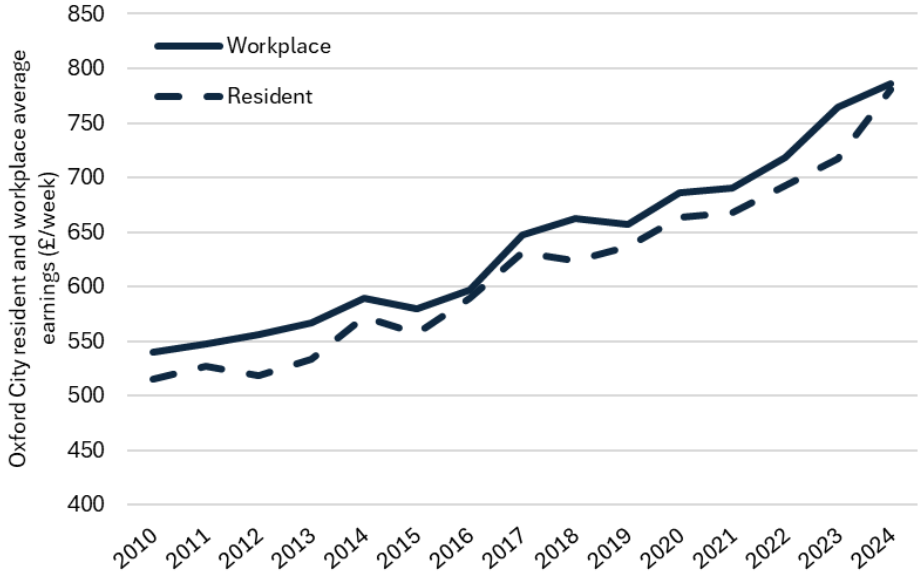
Figure 4.7 – Workplace Earnings– Median, weekly gross



Source: ASHE ONS

4.14 Next, in Figure 4.8 below we compare resident and workplace earnings. Workplace wages in Oxford (blue line) have consistently been higher than resident wages (dashed blue line) across the period 2010-2024. This is quite unusual, as in other areas commuting for work into nearby cities means that resident wages are generally higher, but not in Oxford city. This also helps explain the high rates of commuting into Oxford.

Figure 4.8 - Oxford workplace and resident earnings– Median, weekly gross



Source: ASHE ONS

4.15 The commuting data in Section 3 confirms that there is a large inflow into Oxford city (c30,000), with the largest proportion coming from within the Oxfordshire area. This, and the level of unemployment in comparison to Oxfordshire, also suggests that not all living within Oxford are benefitting from the higher wages as much as those commuting in.

SKILLS

4.16 The skill-level of a workforce is assessed using the Registered Qualifications Framework (RQF). There are four RQF levels as listed below:

- Level 1: fewer than 5 GCSEs at grades A-C, foundation GNVQ, NVQ 1
- Level 2: 5 or more GCSEs at grades A-C, intermediate GNVQ, NVQ 2
- Level 3: 2 or more A levels, advanced GNVQ, NVQ 3
- Level 4: HND, Degree and Higher Degree and above

4.17 Figure 4.9 below shows the percentage distribution of RQF qualifications of all 16-64 year-olds in Oxford city area in 2023, alongside comparators.

Figure 4.9 – Qualifications 16-64 (% of all qualifications 2023)

Source: ONS Annual Population Survey

4.18 The rate of those with RQF2+, RQF3+ and RQF4+ is higher for Oxford city and Oxfordshire than in comparison with the national and regional level. In Oxford city, there is also a noticeably higher percentage with a higher skilled level (RQF3+ and RQF4+) in comparison with Oxfordshire and the other comparators.

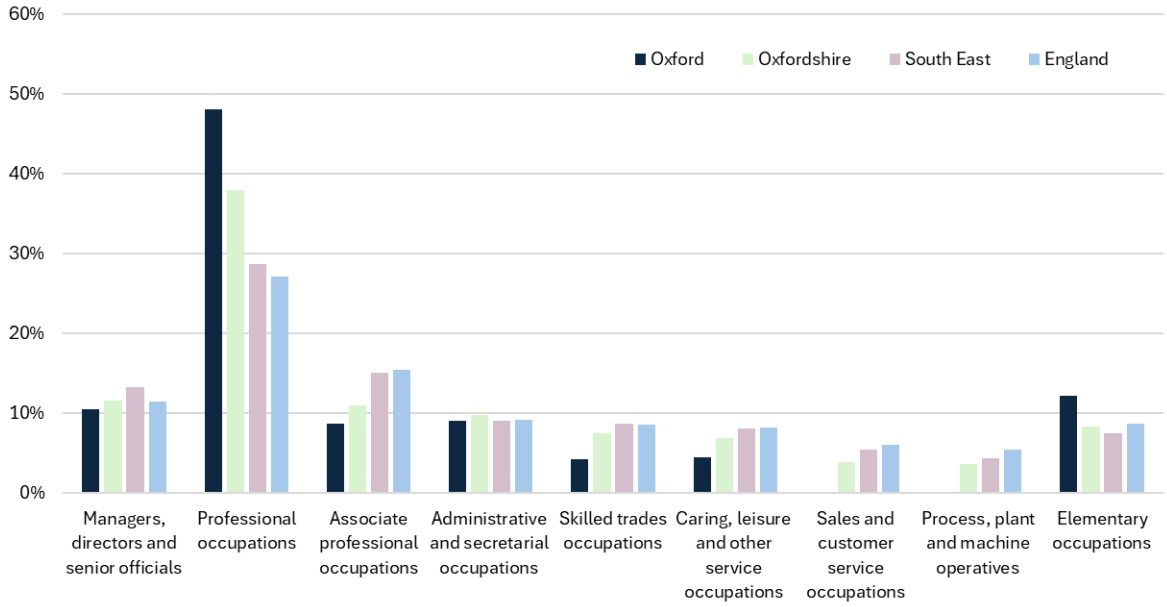
OCCUPATION PROFILE

4.19 Figure 4.10 below compares the occupation profile of Oxford city residents with the comparators. The data has been taken from the ONS Annual Population Survey, but data is missing for Oxford in some of the sectors again because of the disclosure rules.

4.20 The largest sector for Oxford city by far is in "professional occupations". This is followed by "associate professional" and "elementary occupations". The city is lower than average for "managers, directors and officials", and for "administrative and secretarial" occupations, "skilled trade occupations", and "caring and leisure and other service occupations".

4.21 The relatively high number of professionals in the city reflects the skills profile in Oxford as summarised in the previous section. Proportionally Oxford city has comparatively higher representation in the more senior occupations as well as in the elementary occupations. This again suggests that, while the city has a highly educated workforce, as reflected in the occupation profile, there are parts of the workforce that are unskilled and working in the most elementary of occupations.

Figure 4.10 – Occupation Profile – 2023-24



Source: ONS Annual Population Survey

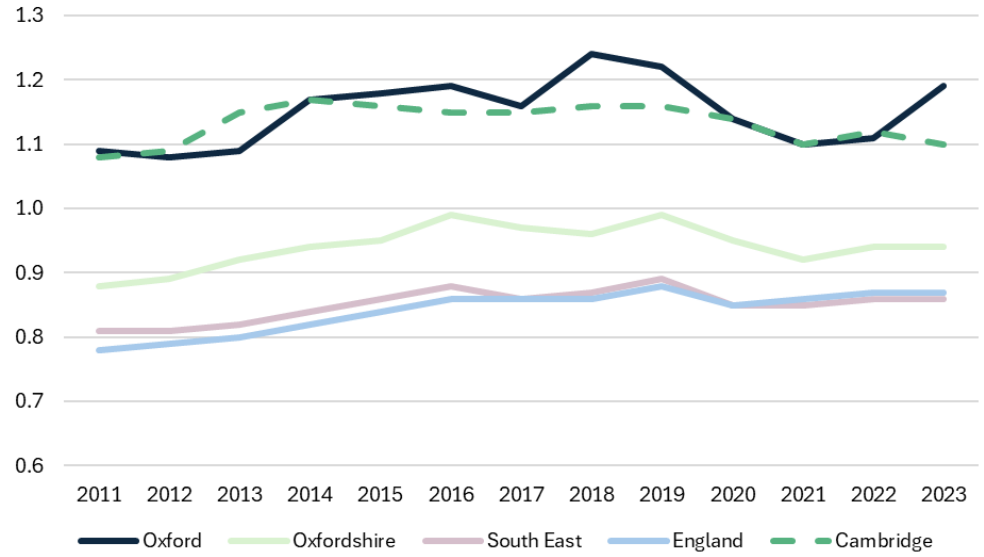
JOB DENSITY

4.22 Job density measures the ratio between workplace jobs and residents in the labour force. Nationally there are around 0.85 jobs per working age resident - the national density is always less than 100% because not every worker is in active work (for example those in education or on extended leave).

4.23 Figure 4.11 shows job densities for Oxford city and comparators and in addition we include Cambridge (light blue dashed line) for context. For both Oxford and Cambridge, the job density has been consistently above 1.0 and indeed occasionally above 1.2. This illustrates that these cities provide many more jobs than they have workers to fill those jobs. As such, they rely on in-commuting to service those jobs. In 2021 the job density in Oxford was 1.19 compared with 0.86 in the south-east and 0.87 in England.

4.24 This demonstrates that Oxford the city is the sub-region's economic driver, supporting a very high number of jobs – higher than the city workforce can support –and requiring high levels of inward commuting from the wider Oxfordshire authorities.

Figure 4.11 – Job Density



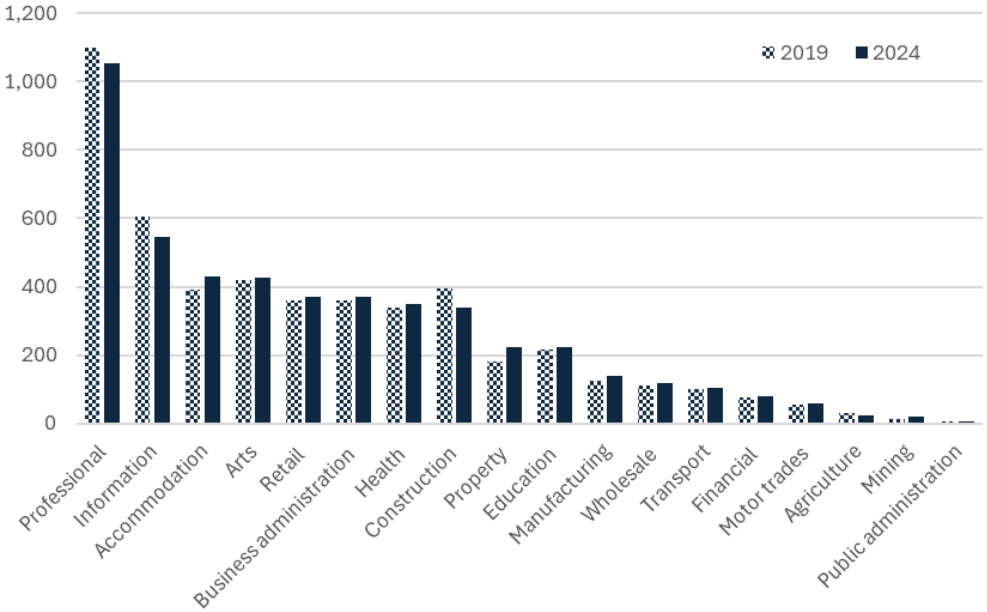
Source: ONS Jobs Density

BUSINESS DEMOGRAPHY

4.25 We now turn to consider businesses in the local economy. Oxford supported a total of 4,890 enterprises in 2019 and this remained almost unchanged at 4,885 in 2024.

4.26 While little changed in terms of overall number, Figure 4.12 below shows there has been change in terms of industry sector over the most recent five-year period. There has been growth in a number of industries (notably manufacturing from a land use perspective, albeit low growth from a low base), and small reductions in some of the larger industries, such as professional, scientific and technical, information and communication and construction.

Figure 4.12 – Oxford Enterprises (numbers of) by Industry – 2019 and 2024



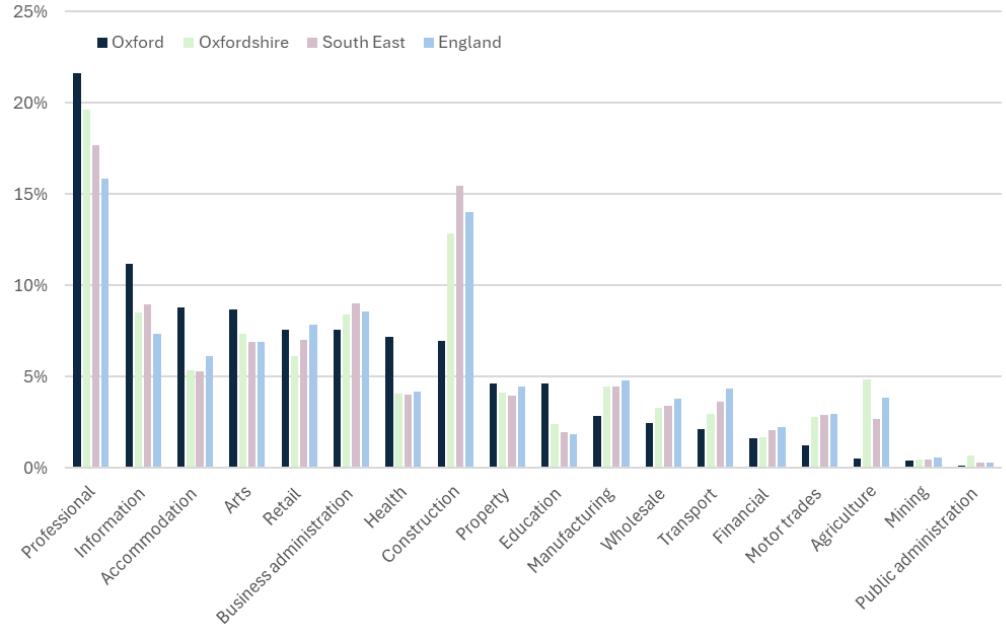
Source: UK Business Counts

4.27 Figure 4.13 below shows that business enterprises in Oxford are very much dominated by professional, scientific and technical firms. Oxford city, compared with the benchmarks, has

more enterprises in accommodation and food services; education; and health. This reflects its status as a popular tourist destination and a world-renowned university city.

4.28 There are proportionally more Oxford enterprises in the higher skilled industries (professional and information sectors) and less in the lower skilled industries such as wholesale, transport, motor trade and construction. This finding aligns with the skills, wages and occupation data. The lower-than-average number of firms in sectors that have a higher proportion of lower skilled jobs is likely to mean proportionally fewer less skilled jobs locally, which may be fuelling the slightly higher than anticipated unemployment rate.

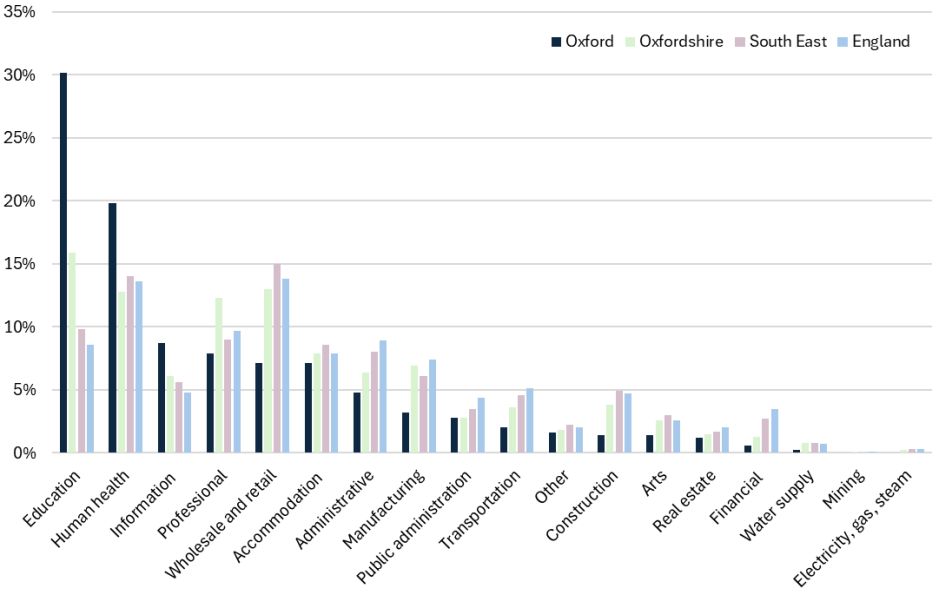
Figure 4.13 – Proportion of Enterprises by Industry, 2024



Source: UK Business Counts. Ordered by businesses in Oxford city

4.29 Figure 4.14 below shows employee jobs by industry in Oxford in 2023 (BRES latest available data). The proportion of Oxford city jobs in education and health is far higher than comparators, accounting for half of all jobs in Oxford city. Consequently, the proportion of jobs is much lower in many other sectors such as, construction; manufacturing; and wholesale. We return to consider jobs by sector and land use later in this report, when we review employment need in chapter 6.

Figure 4.14 – Jobs by Industry, 2023



Source: ONS Business Register and Employment Survey

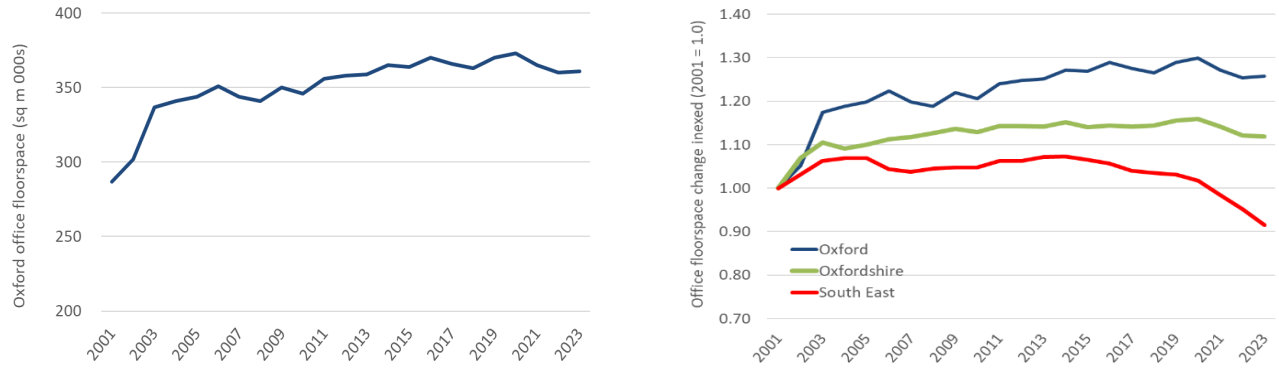
4.30 Finally, we consider the quantums of business floorspace for Oxford city, again benchmarking this as appropriate. The Valuation Office Agency (VOA) publish floorspace statistics for a number of land use activities including office (which combines traditional office accommodation and R&D space), and industrial (that includes warehousing as well as manufacturing). The VOA data is not official data, but it is published annually at Local Authority level. The VOA data now contains a 20+ year time series, with the latest data for 2023. This time series can be used to compare areas.

4.31 We use the data to sense test the other economic data and to draw comparison.

OFFICE

4.32 The figures below show the office floorspace totals for Oxford city over the past two decades. On the left floorspace is presented in absolute terms, while on the right it shows the benchmarked change (indexed at 2001).

Figure 4.15/16 – Office floorspace – Oxford city – Absolute and benchmarked



Source: VOA

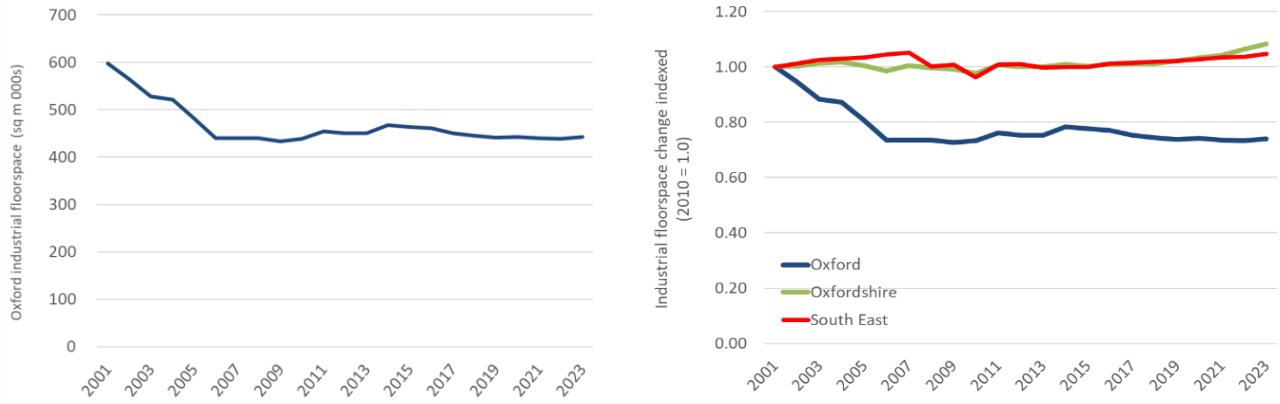
4.33 The early years of the millennium saw strong growth in office type floorspace – increasing by c50,000 sq m. Steady but less-spectacular growth has continued ever since. What we know from the City Council's monitoring data is that, for some time the traditional office stock has been in decline, impacted (like many other areas), by the PDR office to residential changes from 2013 onwards. However, the steady growth in the 'office' market in Oxford has been due to the growth in R&D floorspace that has masked the decline in traditional office stock

4.34 The righthand chart shows the indexed change, and the data for the southeast very clearly shows the impact of PDR from 2014 onwards, however, neither Oxfordshire nor Oxford city share this trend. To place the steady upward trend in the city's stock in context, since 2014 the southeast has lost close to 20% of the total office stock.

INDUSTRIAL

4.35 Below is the VOA data for industrial - all light, general and logistic/distribution activities.

Figure 4.17/18 – Industrial floorspace – Oxford city – Absolute and benchmarked



Source: VOA

4.36 The charts above show that, after the dramatic losses of Oxford's industrial floorspace in the first half of the 2000s (when around a third of the stock was lost), the stock of industrial floorspace has been stable at c440,000 sq m.

4.37 The chart on the right shows the indexed change, with the county and region seeing positive take-up and an increase in overall stock. The contrast here is the distinction between the city (down by one quarter since 2001) and the benchmarks, which in total rose by 8%. This may seem modest in percentage terms, but is an increase of 300,000 sq m. This growth in aggregate industrial space is very likely to be in the logistics / distribution sector, given the much higher take up in that sector compared to core industrial uses[7], which with a proportion of space in Oxfordshire being used to serve the last mile requirements of the city, reflecting the lack of available land in the city for distribution. As we shall see this observation is also reflected in the plan monitoring data that shows almost no new warehouse delivery in the city over a number of years. The County, by contrast is far less constrained.

CONCLUSIONS

4.38 Growth in the working age population has been stronger in the surrounding Oxfordshire districts than within the city, which will contribute to a more constrained labour supply in the city compared with the districts. Unemployment rates fluctuate, but rates in the city have stayed at c5% since 2017, while rates in the county have fallen.

4.39 Economic activity rates in the city have steadily risen for a decade and more, recovering quickly from the Covid induced 'blip'. With activity rates above 80%, a comparatively high rate, this again reaffirms labour supply is 'tight' in the city.

4.40 The workplace economy grew strongly in the mid-2010s, with an increase of c20,000 jobs, a 15% increase in just 4-5 years, but over the past ten years there has been almost no growth in jobs in Oxford. Education and health jobs are predominant, accounting for half of all jobs. Workplace wages are higher than resident wages, which is unusual, but reflects the fact that Oxford city is the sub-regional economic driver, and the highly skilled jobs available in the city have attracted a highly skilled workforce that in large measure commutes in.

4.41 The employment base is heavily skewed to the professional and highly skilled rather than the mid-range roles which have comparatively low representation, while at the other end of the occupation spectrum there is a notable above benchmark proportion of jobs in the elementary occupations.

4.42 Oxford's job density, currently 1.19 is far in excess of the benchmarks, and this reinforces the view that the city is the economic driver for a much wider sub-region. The city's labour force cannot fill all these jobs and the city's labour supply constraint is filled by a sizable number

[7] Source: Figure 6.4 Industrial Take-up by Sector – Oxfordshire, Cambridge Econometrics, Oxfordshire Housing and Economic Needs Assessment – 2022

(c30,000) of in-commuters with most (c80%) coming from the surrounding four Oxfordshire district areas.

4.43 The size of the city's business community has remained flat over the past five years at around 5,000 business enterprises. Professional and information activities account for the largest share of businesses (just short of half) with non-employment activity-based businesses accounting for most of the others. There are relatively few manufacturing businesses, albeit these may be larger businesses in terms of workforce.

5 PROPERTY MARKET ANALYSIS

OVERVIEW

5.1 This chapter reviews the property market for employment space (laboratory (lab) space, research and development (R&D) space, industrial/ warehouse space and office space) in the city. For employment space, we consider the following in turn: demand, supply and the balance of the market. The main purpose of the analysis is to identify where there is potential demand for new employment floorspace, and hence a need for development land to be identified in the emerging plan.

5.2 In relation to demand, we identify the types of businesses that are taking space in the area or may consider doing so, and what property they are looking for, in terms of size and quality. In relation to supply and market balance, we analyse the stock which is currently available, recently developed and in the pipeline, and the rental values and yields that properties in the area are achieving. The purpose of our analysis is to determine:

- How far the existing floorspace stock is meeting current and foreseeable occupier requirements;
- Hence, how far there is likely to be demand for more or different space, now and in the future;
- Conversely, if property and land are oversupplied, overall or in particular sections of the market.

5.3 These findings help assess the potential demand for new employment floorspace, and hence the quantity and qualitative mix of development sites that the emerging plan should identify for employment uses.

5.4 A strength of the market-facing analysis is that it considers real-life property transactions, including the values (rents and yields) realised in such transactions, and whether these values are enough to support viable development. This provides evidence of effective, or viable demand – which means that potential occupiers will pay enough, and (where relevant) provide sufficient covenant strength to support financially viable development.

Sources and definitions

5.5 Our property market research has drawn primarily on the following information:

- The property market database CoStar and commercial property research reports, for evidence of take-up, availability and values (rents and yields), both for the market overall and individual properties. For the supply-side analysis in the report, we have relied on properties advertised for let or for sale (excluding investments).
- Total stock figures across the authority area have been derived from an analysis of VOA Non-Domestic Rating statistics. This data provides a round figure of total business floorspace in square metres. We have cross-referenced this data with advertised space on CoStar to provide an indication of the availability of space. Cross-referencing the CoStar and VOA data does have limitations, as there is no guarantee that the two sources are consistent regarding unit sizes and descriptions. The reason why there may be discrepancies is that the VOA data has 117 description codes, which do not always correspond with the definition of employment premises as classified by CoStar. By contrast, properties listed on CoStar have just three categories, and some of these descriptions may fall outside the VOA definition of industrial, warehouse or office units. Due to the VOA figures being provided in aggregate, it is not possible to “iron out” these discrepancies.

- The latest VOA annual published data on total floorspace is from 31 March 2023. VOA delayed the publication of the 2024 floorspace data because they undertook a consultation at the end of 2024/beginning of 2025 to gain information on how the statistics are currently used and to capture user feedback on options for future development of these statistics. The VOA explain that the 2024 data will be published in the Summer of 2025.
- Due to the significance of the city's lab and R&D market, where possible, we have analysed this separately. The VOA data does not report this type of space separately, so we have been unable to report a total floorspace figure for this use. We are, however, able to analyse the location, type of space and occupiers from the CoStar data, so we have extracted this in our analysis. Where we see obvious clusters, such as at ARC Oxford (previously Oxford Business Park) and the Oxford Science Park, we have grouped our analysis. But not all the city's lab and R&D occupiers are located in the clusters, with some co-located in the traditional industrial/warehouse estates. Where possible, we have made specific reference to this in our analysis.
- We undertook telephone consultations with several agents and landowners to gain an understanding of the Oxford city market.
- For a greater qualitative understanding of the market, we held a virtual stakeholder workshop via MS Teams on 18 June 2025, bringing together a mix of local active agents and developers, with the views presented helping to inform our understanding of the local market.

OFFICE, LABS & R&D MARKET ANALYSIS

General profile - lab & R&D market

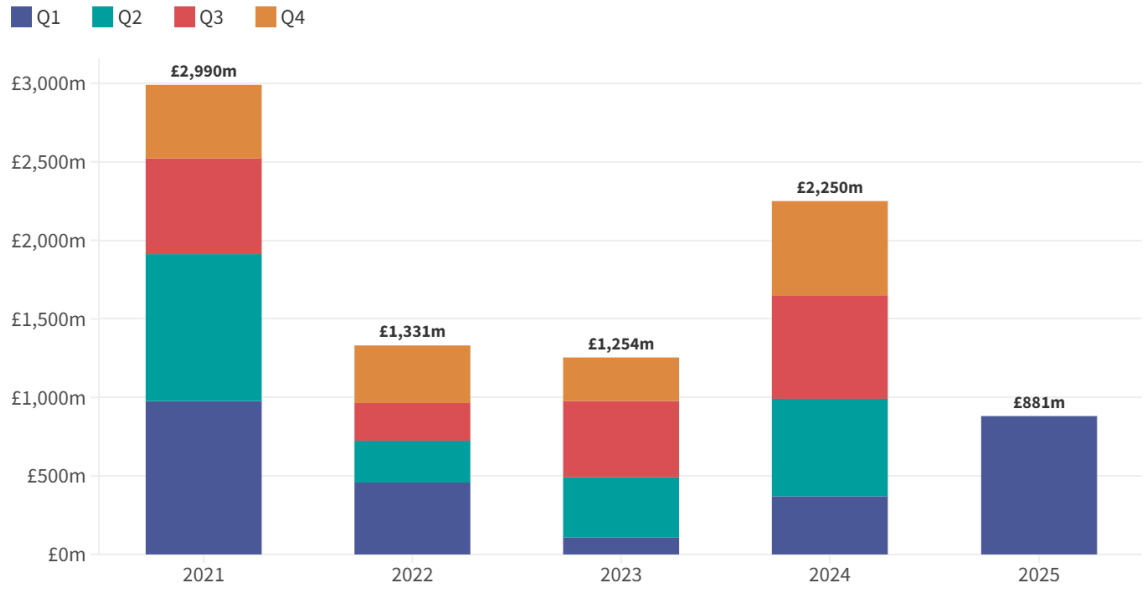
5.6 The lab and R&D market is predominantly found in the golden triangle of Oxford, Cambridge and London and regional hubs, such as Bristol and Manchester. The market takes many forms that include, but are not limited to, life sciences, biotech and artificial intelligence (AI). It is considered a priority sector for the government because it has the opportunity to create high-value jobs. The government, in the Autumn 2024 budget committed £1 billion investment for life sciences[8] and in their recent 10-year infrastructure delivery strategy, the Oxford to Cambridge Growth Corridor has been identified for £2.5 billion of investment to deliver the East West Rail to provide better connectivity between Oxford and Cambridge and unlock new homes in the settlements in between. As identified in the strategy, and highlighted through our consultations, the cost of housing is expensive in Oxford, and it (coupled with infrastructure interventions) acts as a barrier to growth of the lab & R&D market.

5.7 The UK is considered an attractive global market because it has some of the best regarded R&D universities. The NHS provides infrastructure to test and develop new drugs, there is an established "eco-system", and it is considered a positive investment environment (through venture capital), especially with the current uncertainties in the US.

5.8 Following a high in 2021 (driven by the Covid-19 pandemic), the UK's biotech sector saw a fall in venture capital investment, which resulted in a slight cooling of the market. However, the UK BioIndustry Association (BIA) report that Q1 2025 saw a sharp rise in venture capital (see Figure 5.1), which they say was driven by "megarounds" of funding with Isomorphic Labs (£449 million) and Verdiva Bio (£327 million) and which accounted for most of the quarter's funding.[9]

[8] UK Life Sciences sector sees major boost with new investments and policy changes | CK Group
[9] BIA (January – March 2025) UK biotech financing 2025

Figure 5.1 UK biotech total venture capital raised by quarter, for the past five years



Source: BIA UK biotech financing 2025

5.9 BIA states that their data suggests that capital is being allocated to fewer companies, and investment activity is being more concentrated.[10] Our consultation feedback links in with the BIA data because it has indicated that there is demand from international "lumpy" requirements, which occur now and then, but cannot always be predicted when they will happen.

5.10 What occupiers are seeking in the market are buildings with high levels of sustainability, which is driven in part by funders and also the fact that some occupiers are high energy users, so with increasing energy prices, they want to keep their operating costs down.

General profile - office market

5.11 Before the pandemic, developers were finding it difficult to fund office development due to the restricted availability of loans. Speculative office development was only occurring in strong and established office markets, such as in London, Thames Valley (e.g., around Reading) and key regional centres such as Birmingham and Manchester. In other markets, new development required a pre-let in place to a blue-chip covenant. At this time, we were seeing a shift in office requirements from out-of-town locations to town and city centres. This was driven by staff wanting to be closer to public transport links and amenities.

5.12 During the Covid-19 pandemic, the government introduced working from home measures, leading to many offices being left unoccupied, or at greatly reduced occupancy. Companies were forced to embrace video conferencing and other measures to ensure business continuity. At the time it was unclear how the change in working practices would affect the long-term office market. What we did see was vacancy rates increase, as occupiers delayed making decisions on taking space or reducing footprint.

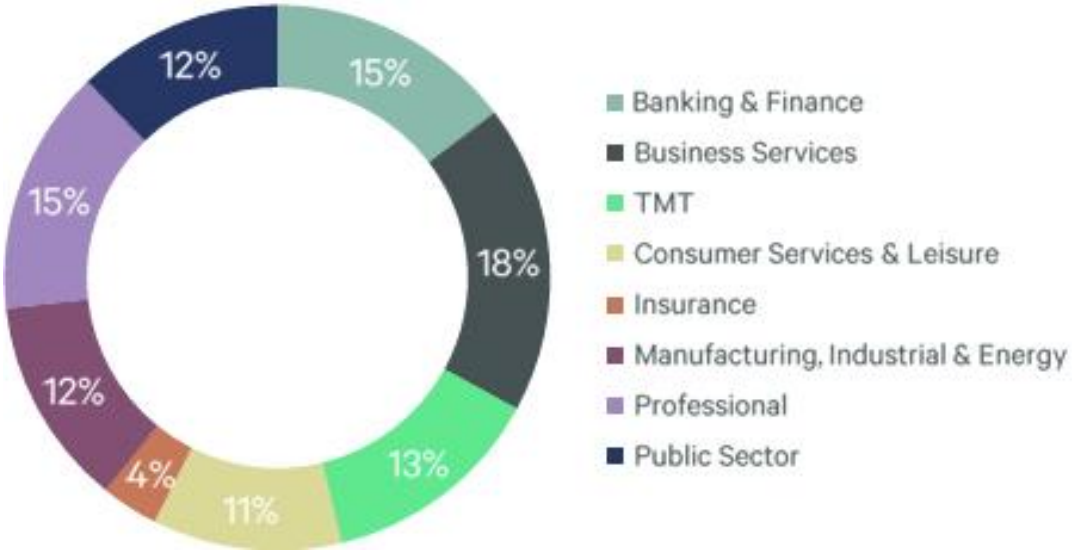
5.13 Since 2021 there has been greater clarity as to how changes in working patterns have affected the office market, with some form of working from home now common practice. As a result, we are now seeing that occupiers are seeking smaller units, but of better quality, hence creating surplus space through downsizing. The focus on quality is around sustainability and energy efficiency, as occupiers try to meet increasingly ambitious Environmental, Social, and Governance (ESG) aspirations and also to help attract and retain staff.

5.14 As shown in the CBRE national research in Figure 5.2 below, the main drivers of demand for new office space have been business services, followed by banking and finance and, technology, media and telecommunications (TMTs). As we highlight in our analysis, we see

[10] Ibid

TMTs in the Oxford market through the form of AI, therefore overlapping between the labs & R&D market and the office market.

Figure 5.2 UK Office take-up by sector, 12 months to end Q4 2024



Source: CBRE Research, February 2025

General profile – Laboratory and R&D market

5.15 In terms of the lab and R&D market, Oxford is an attractive location due to having two world-class universities and a number of research hospitals, but as was explained to us through our consultations, what really "kicked-started" the market was the creation of Oxford Science Enterprises (OSE) in 2015. OSE is a circa. £1 billion independent company that invests in spinouts, which are part of the Oxford Cluster, with a focus on life sciences, health tech and deep tech. OSE invest from £50,000 to £25 million, so very sizeable investments into the local market.

5.16 In addition to OSE, the city's lab and R&D market responded quickly to the Covid-19 pandemic - helping to develop vaccines, which further enhanced its international reputation. This has helped drive the market further. Oxford can attract international and national investment, and it has been clear through our consultations that a lot of that international investment is currently coming from the US.

5.17 To meet the demand for lab and R&D space, the city's office space has been (and continues to be) repurposed/redeveloped. More recently, new build space is also being developed. New and existing space can accommodate a range of occupier sizes. New space is also being developed on a flexible basis, with some space fitted out as labs whilst other space being developed as lab enabled accommodation, this allows for the space to be configured to suit the final occupier requirement, e.g., labs or offices.

5.18 It has been indicated through our consultations that the Oxford market has slightly cooled in line with the wider market due to the reduction in venture capital funding. But the consensus is that there is an opportunity for significant future growth because the city's market lags behind Cambridge. Furthermore, the new development of the Ellison Institute of Technology (further details provided below) is regarded by some as a "game changer" to help turbo-charge the market further.

5.19 The office market in the city is more mixed than compared to the lab and R&D market, and as mentioned previously, some office space has been lost to the lab and R&D market, while it has also been lost due to office to residential conversions. Feedback through our consultations has indicated there is now an imbalance in the city centre due to a lack of quality office stock to meet modern occupier requirements.

5.20 Next, we explore the main office locations in Oxford.

SOUTH OXFORD

5.21 South Oxford has a large cluster of offices, labs and R&D space. Some of the lab space is purpose built or has been delivered in re-purposed office buildings.

The Oxford Science Park

5.22 The Oxford Science Park, located just off the A4074, is a purpose-built science park that forms the city's main cluster for lab and R&D space. The park provides a mix of standalone office and labs typically offered on a refurbished and/or repurposed basis, e.g., Hayakawa Building ER4, and Sherrington Building S14.

5.23 The park has on-site amenities such as a café, bar and restaurant, deli, children's nursery and conference and meeting rooms. Near to the park are additional leisure facilities at the Ozone Leisure Complex and hotels (although at the time of writing, the Ozone Leisure Complex is the subject of a planning application for lab and R&D space which includes some ancillary provision for leisure and community facilities). The quality of the environment and buildings, along with the amenities, are what occupiers are seeking. In addition, public transport access is due to improve with the re-opening of the Cowley Branch Line to passenger services. This is because a new station is proposed to service the park and the wider resident population.

5.24 The park attracts a range of occupiers from start-ups to international business Current occupiers include Oxford & Nanopore (biotech) in a 1,200 sqm unit, Exact Science (biotech) in a 1,300 sqm unit and Oxgene (biotech) in a 780 sqm unit.

5.25 The Oxford Science Park is seeing ongoing development including:

- Ellison Institute of Technology – this is being developed as a new 30,000 sq m campus providing lab space, an oncology unit, a wellness clinic and educational facilities. The focus of the campus will be on medical science and healthcare, food security and sustainable agriculture, clean energy and climate change, and government policy and economics.
- The Daubeny Project – this is a development of three buildings that total 41,800 sq m of lab space. The permitted scheme includes buildings to be built to BREEAM 'Excellent' and EPC A rating – therefore meeting modern occupier requirements.

ARC Oxford

5.26 ARC Oxford is located to the north of the Science Park, at Garsington Road interchange on the A4142 Oxford Eastern Bypass. ARC Oxford was primarily an out-of-town office park that is now being repurposed/redeveloped in parts for labs, e.g., Building 5510. The park can provide large floorplates, such as a single floor at John Smith Court, which provides 2,495 sq m of office space, while a single floor at the redeveloped Trinity House will be able to provide lab space at a typical floorplate of around 3,500 sq m. The refurbished and/or repurposed buildings provide higher levels of sustainability that occupiers are seeking. The park has amenities in the form of a café, restaurant, hotel, gym and children's nursery.

5.27 The park has attracted a mix of lab and office space occupiers such as Oxford Biodynamics (biotech) in a 2,400 sq m, Ultromics (TMT (AI)) in a 380 sq m unit, Veeva (TMT (AI)) in a 1,100 sq m unit, Freeths (professional services) in a 1,100 sq m unit.

NORTH OXFORD

5.28 In the north of Oxford, existing offices are found in Summertown, and there are emerging labs and offices coming forward at Oxford North.

Summertown

5.29 Offices in Summertown are a mix of stand-alone or part of a mixed used development. The offices are externally dated but are offered to the market on an internally refurbished basis.

The offices provide smaller floorplates than found in the parks to the south of Oxford, for example, a single floor of 658 sq m is available at Mayfield House, 256 Banbury Road, and that is quite large for Summertown. Although a larger space can be provided across multiple floors in some buildings. Summertown can also accommodate very small requirements, with Quad providing coworking space. Although the units are generally refurbished to a good standard, they do not necessarily meet modern occupier requirements in terms of high levels of sustainability.

5.30 Units have limited car parking, but the district centre provides a range of amenities for occupiers such as supermarkets, restaurants, cafés, a gym and hotels. Occupiers here include Carter Jonas (professional services) in a 665 sq m unit and AMD (TMT) in a 140 sq m unit.

Oxford North

5.31 Oxford North is located close to the Peartree roundabout on the A34. Originally allocated through the Oxford Core Strategy 2026 the site formed part of development plan for Oxford by way of the Northern Gateway AAP. Although the Local Plan 2045 policy framework will supersede the policy requirements of the AAP, the AAP considered the site to be an innovation district with workspace, housing, multi storey car park and supporting amenities. The AAP identified 90,000 sq m of employment space at the site. An outline planning application was approved in 2021 for roughly this quantum and is being delivered through a series of Reserved Matters applications. These applications are delivered floorspace at a higher density than was originally envisaged hence the planning envelope could potentially deliver more floorspace, if there is demand.

5.32 The recently completed (Autumn 2025) Phase 1A consists of three speculative buildings, two providing CL2 labs and one building for offices. The office building is targeting start-ups and grow-on space, and the labs will accommodate requirements from 92 sq m up to 10,700 sq m. The development is targeting BREEAM Excellent, again aligning with occupier requirements.

5.33 Our consultations indicated that the space is being targeted at AI, professional services and life sciences companies, with later phases of the development likely to come forward on a lab enabled basis, so it can respond to the market, at that time, once occupiers are identified.

WEST OXFORD

Botley Road

5.34 Botley Road is an emerging life science corridor where we see British Land (and others) redeveloping units at Botley Road Retail Park, located close to the Botley Road interchange on the A34. Mission Street has developed the Inventa building, which is a 6,000 sq m lab and office space that has attracted Nucleome (biotech) and Xyme (AI(TMT)). At the time of writing, three ground floor lab units and one office unit remain.

5.35 Demolition and site preparation has now been completed for the 16,700 sq m mix lab and office called Fabrica, which is expected to be completed in late 2026/early 2027 – this will also provide large floorplates of up to 3,200 sq m delivered to high levels of sustainability with BREEAM Excellent targeted.

CITY CENTRE

5.36 The city centre has a mix of traditional and purpose-built offices, as with Summertown, offices are a mix of standalone or part of mixed used developments. Some of the office stock is dated on small floorplates and not suitable for modern occupier requirements. Typically, we see space being offered in units of up to circa. 300 sq m, e.g., 58-60 St Aldates, with larger requirements, needing to take multiple units or floors in the same building.

5.37 Occupiers in the city centre include Ryze Hydrogen (energy) in a 2,100 sq m unit, Oxford International School (education) in a 780 sq m unit, Oxera (prof. services) in a 700 sq m unit and Oxford University Endowment Management (financial services) in a 1,120 sq m unit.

5.38 The city centre is seeing new space being developed for the lab and R&D market, as follows:

- Former Debenhams –potential for conversion of the former department store to science, technology and innovation lab space by the site's new owners - The Crown Estate in partnership with Oxford Science Enterprises and Pioneer Group.
- Beaver House - redevelopment of an office building to provide lab space of circa 19,800 sqm, which is an increase of circa. 8,700 sq m of employment space.

DEMAND & TAKE-UP

5.39 Our consultations have indicated that start-ups/spinouts from the university are a strong driver of demand for lab and R&D space. However, it is clear that the space they require is not just labs but also offices, as the market grows into AI. The size of this space varies and is dependent on the nature of the company, but they do require flexibility to enable them to grow. It was highlighted that it is hard to predict demand from the "black swan events" like the Ellison Institute, but land needs to be provided to be able to capture it.

5.40 Demand for office space in the city is from a mix of professional services, servicing the local market, but also those servicing the lab and R&D market, e.g., specialist legal firms.

5.41 Laboratory, R&D and office occupiers and funders are looking for high quality space with high levels of sustainability.

5.42 When companies are considering Oxford as a location, agents report that they are asking where can my staff live, and how can they travel to work? This is because the cost to rent and buy housing is expensive in the city, so staff are having to live in areas such as Wantage, Abingdon and Didcot and commute in. These staff need to rely on public transport to get to work, hence, being located close to public transport nodes is a big driver of demand. It was highlighted in our consultations that finding and retaining staff is an issue for companies in the city due to high housing costs. The combination of the lack of access to housing and public transport appears to constrain growth, but it is likely to be eased in the medium to longer term through the re-opening of the Cowley Branch Line to passenger services and the East West Rail.

5.43 Agents report strong demand for offices in the city centre, so staff can access the city easily by public transport, but potential occupiers reportedly currently cannot find what they want due to floorplate size and quality of space. This is being provided in out-of-town locations, such as John Smith Court at Oxford ARC, which provides 2,495 sq m in a single floorplate.

5.44 Table 5.1 below provides an analysis of lab and take-up over a five-year period between 2020 and 2024 showing an annual average of 6,430 sq m, over five units.

Table 5.1 Past lab / R&D take-up, 2020 – April 2025, Oxford city

Calendar year	No. of transactions	Total take-up sq m	Minimum take up sq m	Maximum take up sq m
2020	3	2,921	799	1,181
2021	6	4,862	339	1,287
2022	2	7,400	715	6,685
2023	4	3,090	46	1,594
2024	8	13,875	186	6,317
2025 – until 07/04	2	3,013	322	2,691
Total	**25**	**35,161**		
Annual Average 2020 - 2024	*5*	*6,430*		

Source: CoStar, Urbà, April 2025

5.45 The take-up data shows that this space can be quite "lumpy" with one or two transactions representing a large amount of floorspace. Recent R&D / lab space transactions:

- Feb 2025: Seloxium (R&D) took a 322 sq m unit at Arc 9400 Oxford Business Park North on undisclosed lease terms at a rent of £970 psm, – this was a University of Oxford spin-out company.
- Jan 2025: Ellison Institute of Technology (TMT) is taking a 2,700 sq m unit at The Iversen Building, Oxford Science Park on undisclosed lease terms at a rent of £590 psm.
- Dec 2024: Novo Nordisk (biotech) took a 6,300 sq m unit at The Iversen Building, Oxford Science Park on undisclosed lease terms at a rent of £645 psm.
- Feb 2024: Oxford & Nanopore (biotech) took a 190 sq m unit at Old Road Campus, University of Oxford on undisclosed terms.
- Aug 2023: Oxford Biotherapeutics (biotech) took a 465 sq m unit at Schrödinger Building, Oxford Science Park on a five year lease at a rent of £740 psm.

5.46 Table 5.2 provides an analysis of office take-up over a five-year period between 2020 and 2024. The data shows an annual average of 10,027 sq m, over 21 units.

Table 5.2 Past office take-up, 2020 – April 2025, Oxford city

Calendar year	No. of transactions	Total take-up sq m	Minimum take up sq m	Maximum take up sq m
2020	28	14,338	17	1,535
2021	22	9,502	11	2,348
2022	19	6,145	13	1,523
2023	21	8,342	20	2,103
2024	17	11,807	27	3,507
2025 – until 07/04	0	0	0	0
Total	**107**	**50,134**		
Annual Average 2020 - 2024	*21*	**10,027**		

Source: CoStar, Urbà, April 2025

5.47 During 2024 the following office transactions were recorded:

- Nov 2024: Carfax Education (education) took a 410 sq m unit at Osie House on a 10-year lease with a break in year three at a rent of £325 psm.
- Oct 2024: Createc (TMT) took a 140 sq m unit a 1-5 Buckingham Street on a five-year lease at a rent of £400 psm.
- Sept 2024: David Fickling Books (book publisher) took an 1,800 sq m unit at 26 Beaumont Street on an eight year lease at a rent of £370 psm.
- Jun 2024: 3Keel (professional services) took a 165 sq m unit at Red Lion Square on a five year lease.
- Jun 2024: Critchleys (professional services) took a 780 sq m unit at Park Central on a 10-year lease with a break in year five, at a rent of £660 psm.
- Jan 2024: Aurora Energy Research (TMT) took a 3,500 sq m unit at St Aldates Chambers on a 10-year lease on an undisclosed rent.
- Nov 2023: Oxford Policy Management (global development consultancy) had a lease renewal on their 465 sq m unit at Park Central on an undisclosed lease term, at a rent of £645 psm

SUPPLY AND MARKET BALANCE – LAB, R&D & OFFICE SPACE

5.48 CoStar and VOA data do not distinguish between office, R&D, and laboratory space, and we have therefore analysed these uses together in order to understand overall supply and market balance.

5.49 Table 5.3 sets out the change in total stock as recorded by the VOA and compares this with the vacant floorspace recorded by CoStar. The evidence shows that, over the last three years, vacancy has remained broadly constant at around 3%.

5.50 Using the most recent data (Q1 April 2025), vacancy has increased to 27,155 sq m, largely as a result of new space being delivered or refurbished, including developments such as Oxford North and Park Central. Feedback received through our consultations indicates that it is this newer, higher-quality space that modern occupiers require.

5.51 When the five-year annual average take-up identified in Table 5.2 (10,027 sq m) is cross-referenced against the current vacancy of 27,155 sq m, this equates to approximately two years and eight months' supply, which indicates a balanced market.

Table 5.3 Change in office, R&D & lab total stock & vacancy rate, Oxford city

Date	2020	2021	2022	2023	2024
Total stock sq m 31 March	363,000	365,000	361,000	361,000	360,000
Change in floorspace sq m		2,000	-4,000	0	-1,000
Change in floorspace %		0.55%	-1.11%	0.00%	-0.28%
Vacancy Q.1 floorspace sq m	4,862	9,412	11,248	10,232	10,621
% of vacant space against total stock	1.34%	2.58%	3.12%	2.83%	2.95%

Source: CoStar, VOA, Urbà, April 2025

DEVELOPMENT OPPORTUNITIES

5.52 As we have set out above, there is new space currently being developed across the city, at Botley Road, Oxford North, Oxford Science Park, Oxford ARC and the city centre. This new space is likely to satisfy the short term supply issues currently being faced. Current

developments will add around 174,000 sq m of new space, which will add around another 10 years supply based on the five year annual take-up in Table 5.2.

5.53 As part of the emerging Local Plan 2045 there are potential sites that could accommodate growth, further details are set out in the next chapter, but include:

- Oxford North – potential additional space due to intensification
- Osney Mead
- Oxpens
- West End

RENTS, YIELDS AND THE ECONOMICS OF DEVELOPMENT

5.54 Bidwells reports[11] that prime fitted lab space in Oxford is £845 psm and shell £592 psm. Bidwells also states that prime office rents are £657 psm, which is slightly lower than that stated in our consultations which indicated rents of £684 psm. It was expressed in our consultations that this rent has significantly increased in recent years due to the imbalance of not enough suitable units in the centre to meet demand.

5.55 With regards investment yields, Knight Frank's Prime Yield Guide, February 2025 which states prime yields for "Life Sciences" on a 15-year lease achieve a 4.75% yield compared to a "Offices "Major Regional Cities" on a 10-year lease (no data for 15-year lease) achieve a yield of 6.5%.

5.56 At these rents and yields, we would consider it viable to maintain and refurbish space and enable viable development in the city.

CONCLUSION ON OFFICE / R&D MARKETS

5.57 Since 2015 the city's lab and R&D market has seen significant growth driven by spinouts and start-ups from the University of Oxford, supported by the OSE investment fund. The market accelerated further forward with its response in developing vaccines during the Covid-19 pandemic.

5.58 Oxford's future market is likely to look different from what has already occurred because most of the growth in the lab and R&D to date has been accommodated by repurposing/redeveloping office buildings, but now we are seeing new build. Also, with the arrival of the Ellison Institute, this is seen by some, as a "game changer" to the market and will accelerate growth further. The new build currently occurring will help ease the short to medium term supply constraints, in the lab, R&D and office markets, but it will not address the ability to capture "black swan events" or address the imbalance in the city centre office market, where there is not sufficient supply in terms of quality or size of floorplates to capture demand.

5.59 The ability for staff to access comparatively cheaper housing outside the city and commute by public transport has been highlighted as a key requirement to support business growth, with any new employment sites needing to reflect this requirement. Over the medium to long term, the successful implementation of the re-opening of the Cowley Branch Line to passenger services and the East West Rail, will help support this growth through providing additional commuting options.

INDUSTRIAL/WAREHOUSE SPACE MARKET ANALYSIS

5.60 For our market analysis, we consider industrial and logistics uses (E(g) iii; B2; and B8) as one property market sector rather than separating industrial from logistics as we do in some studies. This is because the city does not see any large strategic warehousing, due to the

[11] Bidwells (February 2025) Spotlight: Golden Triangle

lack of available suitable sites, with these requirements accommodated outside of the city in places such as Symmetry Park, Bicester and Central M40 at Banbury.

General Profile – industrial and warehouse market

5.61 Prior to the Covid-19 pandemic, nationwide demand for strategic warehouse units of over 9,300 sq m was strong, driven by retailers, e-tailers, and third-party logistics (3PLs) companies. During the pandemic demand for space increased due to the further growth in online sales. But, following the pandemic, we have seen demand cool due to a fall in internet sales (compared to the pandemic peak) and occupiers growing into their newly acquired space. More recently agents are reporting that nationwide demand has been increasing from the manufacturing, with JLL reporting that *'manufacturers accounted for the highest share of take-up across 2024 in the big box market [defined as 9,300 sq m plus)] with a 35% share. This was above the historic trend for this sector, where over the previous five years (2019-2023) take-up by manufacturers only accounted for 14% of total demand.'*[12]

5.62 With regards to the non-strategic industrial/warehouse market, we have seen this market becoming tight as the poorer stock has been lost to alternative uses such as residential and a lack of new build. The lack of non-strategic new build is due to viability issues (higher build costs and less security of income (weaker covenants and shorter-term leases)) compared to strategic warehousing, and therefore unable to competitively bid for sites. What development we do see occurring is on existing industrial estates or greenfield sites that cannot accommodate the footprint of a strategic warehouse unit.

5.63 Generally, we are seeing occupiers increasingly seeking high-quality space with "green credentials" such as BREEAM Excellent and zero carbon, to help meet their ESG targets. Also, occupiers are seeking a good quality environment to help attract and retain staff. Furthermore, there are proposed changes to the EPC Regulations – currently, non-domestic properties require a rating of E or above, and it is proposed from 01 April 2027, that the minimum requirement will be rating C. Therefore, we are seeing a need for greater levels of sustainability both on the demand and supply side and as such, existing stock that does not meet these requirements may become redundant at a quicker rate.

General Profile – Oxford city

5.64 The industrial and warehouse market in the city is relatively small and, as we demonstrate below, most of the space is found to the south of the city – this is also where we find the two large sites of Mini Plant Oxford (BMW) and the "Unipart" site on Oxford Road. Due to the pressure from higher alternative uses, some of the other established estates have been eroded by non-industrial uses, e.g., lab space and leisure uses.

5.65 What has been left are mainly those industrial/warehouse occupiers that are servicing the local market, such as vehicle repair, trade counter operators (electrical and plumbing wholesalers) and builder merchants.

5.66 The profile of this stock is not always the type of space that modern occupiers typically seek, but there is a lack of credible alternatives, so it remains well occupied. But occupiers are seeking flexibility, committing to leases of between 5 – 10 years with a break clause.

5.67 We now consider the main industrial and warehouse areas in the city.

WEST OXFORD

5.68 The industrial/warehouse offer in the west of the city is found at Osney Mead Industrial Estate, which is a well-established industrial estate comprising a mix of age of units. The older units here have much lower eaves and are likely to have lower levels of sustainability for modern occupiers but despite this, they are well occupied due to a lack of stock throughout the city. The more modern units at Kings Meadow and Ferry Mills, are set out in terraces with integrated office, roller shutter doors, a small loading yard and dedicated

[12] JLL (2025) UK Big Box 2024 Industrial & Logistics Market Review & Outlook

parking in a landscaped environment. In addition, there are several larger detached units. Despite the estate presenting as an industrial/warehouse location the occupiers are much broader than that. Occupiers here include; Edmundson Electrical (electrical wholesaler) in a 1,590 sq m unit, Anakata Wind Power (engineering) in a 377 sq m unit, Genscript Biotech (life sciences) in a 230 sq m unit, Oxford University Southwell Building (lab space), The Kings Centre (conference centre) and Community Church (religious centre).

5.69 Despite the several non-industrial/warehouse uses found at Osney Mead Industrial Estate the area is still performing well; this is due to the lack of supply in the city's market combined with a sustained period of strong demand for this type of accommodation. The risk to this area as an industrial/warehouse location is that it is identified as an area of change in West End & Osney Mead SPD. The area is identified for a new innovation district to provide *"provide a flagship, gateway development into the innovation ecosystem, providing a new district for business growth and innovation as an extension of Oxford's city centre encompassing A-Grade office space R&D HQ facilities for spin-out companies across multiple sites, so forming the largest scale mixed use development project in generations. This project is focused on delivering a sustainable, integrated and connected district encompassing Osney Mead, Oxford National Railway Hub and Station, Oxpens, and other development sites with retail, hotel, university, lab and office, and residential spaces".*[13] Although we understand the SPD area has some constraints in the form of fragmented landownership and flood risk, the site is considered as a medium to longer term development opportunity.

SOUTH OXFORD

5.70 As previously mentioned, south Oxford is the city's main industrial/warehouse area, where we find the two major industrial occupiers of BMW with their Mini Plant and Unipart Group, in addition, there are several industrial estates as follows:

Chiltern Business Centre & Fenchurch Court

5.71 Chiltern Business Centre and Fenchurch Court are industrial estates of small units, typically up to 200 sq m. These units have roller shutter doors, a small loading yard and dedicated parking in a landscaped environment but do not typically have integrated offices. Some companies here occupy more than one unit, such as the Dulux Decorator Centre (painting and decorating merchants) in three units that total 436 sq m.

Ashville Way

5.72 Ashville Way, here we find larger units which meet modern occupier requirements, with fenced yardage (attractive for occupiers because of added security), dedicated parking, roller shutter doors and integrated offices. In this area we find the type of occupiers we would expect to see in an industrial area like the Oxford Bus Company (transport) in a 4,200 sq m unit, Unipart (3PL) in a 3,500 sq m unit and Shirtworks (screen printer) in a 260 sq m unit.

Transport Way

5.73 Transport Way comprises the Unipart site along with several smaller modern estates that include Cowley Business Centre and Chancerygate Business Centre along with several more dated units. In the more modern estates, the units are a mix of small and mid-size units, ranging between 150 and 2,000 sq m. The units meet modern occupier requirements with dedicated service yard and parking, roller shutter door and integrated offices. Again, the occupiers are the type we would expect to see in an industrial location like Smith News (printed media wholesaler) in an 1,800 sq m unit, Rexel (electrical wholesaler) in an 860 sq m unit and Grant & Stone (building merchant) in a 565 sq m unit. Lying just south of Transport Way is the single occupied site of Huws Grays (builder's merchant), which has a large building of 6,900 sq m.

[13] Oxfordshire Local Industrial Strategy Investment Plan, August 2020

Oxford Trade City & Nuffield Industrial Estate

5.74 Moving slightly west away from Cowley to Blackbird Leys is the small offer at Oxford Trade City and Nuffield Industrial Estate, with the trade park providing more modern units compared to the industrial estate. Again, the units here meet modern occupier requirements.

5.75 This area is dominated by the large units of Royal Mail's Delivery Office of 2,200 sq m and Travis Perkins (builder's merchant) of 2,700 sq m. Most of the other units are occupied by the type of companies you would expect to see, such as Speedy Services (plant hire) and Eyre & Elliston (electrical wholesaler) in a 350 sq m unit, but we also see Refeyn (biotech) in an 815 sq m unit.

Horspath Industrial Estate

5.76 Horspath Industrial Estate comprises a mix of size, age and quality of units, with some units having a high site coverage for modern occupier requirements, which means the yard space is compromised. The estate predominantly has traditional industrial/warehouse occupiers in the form of Oxford Wheel Repairs (vehicle repair) in a 35 sq m unit, Screwfix (trade counter) in a 610 sq m unit and Howdens (kitchen manufacture) in a 400 sq m unit. But we also see biotech in the form of Baxter's, with their manufacturing site located here.

TAKE-UP & DEMAND

5.77 As mentioned above, demand for industrial/warehouse space has been from companies servicing the city, during our consultations it was mentioned that the demand from last mile operators is too land intensive for a city like Oxford which has a tight boundary, so this demand is best accommodated in areas such as Witney, Bicester, Thame and Banbury which have the land but can also service the city.

5.78 Where there could be emerging demand for industrial/warehouse space is with the labs & R&D market, with the example cited of Tritax Park, Bicester which is delivering a 56,000 sq m unit for Siemens Healthineers to manufacture new MRIS scanners that reduce the amount of helium required.

5.79 Table 5.4 shows that in the five years to 2024, take-up of industrial/warehouse space in the city averaged 23,542 sq m per annum, over an average of nine units. Although, the take-up figure for the calendar year 2020 is slightly distorted with a lease renewal of the Unipart site. Nevertheless, we would consider this volume of transactions and average floorspace in the city to be low compared to other areas of the country where we have undertaken similar studies.[14] Take-up both in terms of transactions and total floorspace fell in 2022 and has remained down – this reflects a tight market where occupiers cannot necessarily find the space they want.

14 for example, in our work in Basingstoke we recorded a seven-year average between 2016 – 2023 of 36,500 sq m/38 transactions and in West Berkshire we recorded a five-year average between 2017 – 2021 of 27,500 sq m/35 units.

Table 5.4 Past industrial/warehouse take-up, 2020 – April 2025, Oxford city

Calendar year	No. of transactions	Total floorspace take-up sq m	Minimum floorspace take up sq m	Maximum floorspace take up sq m
2020	12	100,498	42	95,919
2021	16	12,876	85	6,891
2022	4	1,274	46	743
2023	6	1,890	87	661
2024	7	1,172	41	752
2025 – until 07/04	1	579	579	579
Total	46	118,288		
Annual Average 2020 - 2024	*9*	*23,542*		

Source: CoStar, Urbà, April 2025

5.80 As shown in the examples below of the take-up during the five year period in Table 5.4 has been mainly from local companies servicing the local area, therefore, they need to be located in the city. These companies require flexibility and seek short-term leases, typically up to five years and even then, with a break in year three. Where companies are prepared to commit to a longer term of 10 years, they still require a break in year five to give them flexibility. During the five years, the following large transactions were recorded:

- Oct 2024: Oxtech Facilities (heating engineers) took a 40 sq m unit at Unit 21 Chiltern Business Park on a new five year lease at a rent of £174 psm.
- Feb 2024: Peter Durham & Daughters (food wholesaler) took a 105 sq m unit at 2 Chiltern Business Centre on a new five year lease, with a break in year three, at a rent of £170 psm.
- Feb 2024: XM Dynamics (classic cars restoration) took an 83 sq m unit at 3 Chiltern Business Centre on a new five year lease, with a break in year three, at a rent of £160 psm.
- Jun 2023: Rexel PLC Electrical (electrical wholesaler) took a 290 sq m unit at 6 Pony Road on a new 10-year lease, with a break in year five, at a rent of £137 psm.
- Apr 2024: Grant & Stone (builder's merchant) has a lease renewal on their 220 sq m unit at Unit 9 Chancerygate Business Centre on a 10-year lease, with a break in year five, at a rent of £150 psm.
- Dec 2021: Ulverscroff (publishing) took a 260 sq m unit a Unit 14 Kings Meadow Ferry on a new five year at a rent of £190 psm.

SUPPLY AND MARKET BALANCE

5.81 Table 5.5 set out the change in total stock, as recorded by the VOA, compared with the vacant floorspace recorded by CoStar. The data shows that, in recent years, total stock has remained relatively constant, with only very small percentage changes in overall floorspace, while vacancy rates have remained low.

5.82 Using the most recent data from CoStar (Q1 2025), vacancy is marginally higher than in 2024, at 4,648 sq m. Assuming the total stock figure has remained unchanged, this equates to a vacancy rate of approximately 1.4%, which remains low.

5.83 When this vacancy figure of 4,648 sq m is cross referenced with the five year annual average take-up shown in Table 5.4 (23,542 sq m), it represents around five months' supply, indicating a tight market.

Table 5.5 Change in industrial/warehouse total stock & vacancy rate, Oxford city

Date	2020	2021	2022	2023	2024
Total stock sq m 31 March	335,000	332,000	330,000	336,000	339,000
Change in floorspace sq m		-3,000	-2,000	6,000	3,000
Change in floorspace %		-0.90%	-0.61%	0.18%	0.88%
Vacancy Q.1 floorspace sq m	0	1,020	641	825	1,582
% of vacant space against total stock	0.00%	0.31%	0.19%	0.25%	0.47%

Source: CoStar, VOA, April 2025

DEVELOPMENT OPPORTUNITIES

5.84 Currently, there are no development opportunities for industrial/warehouse space in the city, but we discuss in the next chapter where new space could be delivered.

RENTS, YIELDS AND THE ECONOMICS OF DEVELOPMENT

5.85 It was mentioned in our consultations that there has been no new industrial/warehouse development in the city for circa. 25 years, so there is no evidence of new build prime rents. Feedback during our consultation indicated that a new build rent could be £215 psm, which reflects a reasonable premium on what has been achieved on the second-hand stock in the city.

5.86 With regards to investment yields, Knight Frank's Prime Yield Guide, February 2025, states prime yields for "South-East Estates" are 5.0%.

5.87 At current rents and yields, maintaining and refurbishing space, as well as enabling development in the city, appears viable. However, these figures – and the resulting capital values – are lower than those achieved in the city's lab and R&D market. This disparity effectively prices out the industrial and warehouse sector, leading to displacement.

CONCLUSIONS ON THE INDUSTRIAL/WAREHOUSE MARKET

5.88 The city's industrial/warehouse market is relatively small. To the west of the city is Osney Mead Industrial Estate which has been eroded by non-industrial/warehouse users, and this will continue because the area is identified for redevelopment as an innovation district. This leaves the area to the south of the city, which comprises the BMW mini plant, Unipart site and several industrial estates. The estates are performing well, with low vacancy rates. The current rents are sufficient to maintain these units. There is demand for new units, and this could take the form of those companies seeking to service the lab/R&D market. If sites were made available, then they would be viable to develop and likely to be occupied quickly due to the current tight nature of the market. To mitigate displacement caused by rising rents and support a balanced economy, the Council should progress its affordable workspace policy as outlined in the Regulation 18 Local Plan (June 2025).

6 ASSESSING FUTURE NEED FOR EMPLOYMENT FLOORSPACE/ LAND

INTRODUCTION

6.1 This chapter assesses the future need for employment floorspace and land in Oxford city over the twenty year 2025-45 Local Plan period.

6.2 As discussed earlier, National Guidance is not prescriptive as to how the future need for employment land should be assessed, going only as far as identifying the following market signals as suitable for calculating employment need:

- labour demand (based on sectoral and employment forecasts)
- labour supply (based on demographic projections)
- past take-up of employment land/property / property market requirements (data source not specified), and
- knowledge of business trends and changing business models (through market consultation and engagement).

6.3 The first three are broad quantitative approaches that can be used to produce a number of scenarios of future employment need in the city. For example, past trends can be assessed in terms of floorspace or in terms of jobs and different time periods examined to determine a 'best fit' with other signals/data. The fourth approach, engagement with the market is a more qualitative assessment, and is used to determine whether there is scope to accelerate growth in response to changing market trends.

6.4 The Guidance also refers to the need to take account of longer term economic cycles and to consider alternative economic scenarios, and we do this by reviewing as long a term of data as possible and considering sensitivities.

6.5 Earlier in the report we discuss Oxford's economy in terms of the total number of jobs in the city (133,000 as at 2024[15]), and the breakdown of jobs by economic sector using Oxford Economics' 19 broad sectors, as this is how economic data is provided. However, when we come to identify future land and floorspace need, as we do here, the assessment needs to be done for the specific employment land use categories, as ultimately land will need to be allocated for these uses. The method for 'mapping' across from economic sector to land use category is explained later, but here it is noteworthy that the land uses that are included in the assessment are those directly associated with economic growth:

- office E(g)i,
- R&D E(g)ii,
- industrial E(g)iii and B2 combined, and
- logistics and distribution B8.

6.6 These uses are collectively referred to as the 'employment' land uses, generally accounting for around half of all jobs. However, as we saw earlier in this report in Oxford, due to the strength of non-employment activities - principally education and health – the employment land uses account for just 30% of all jobs. These 'non-employment' uses do have land and floorspace requirements – for academic, health, retail or leisure activities for example – but these needs are identified and planned for through means other than an Employment Land Needs Assessment.

6.7 Each of the market signal approaches referred to above are used to identify a number of employment floorspace/land need scenarios for each of the employment land uses over the plan period. The study includes sensitivity testing by adjusting some of the variables used -

[15] Refer to paragraph 4.11. Source: Oxford Economics employment forecast, April 2025

for example for past trends, by assessing different past periods. Also, we can also vary employment densities and plot ratios to test plausibility. In regard to the labour supply approach the implications for job numbers of applying different Employment Activity Rates (EARs) and commuting rates (using Census 2021 and Census 2011 data) will be explored, and it is noted that this overlaps with housing evidence recently prepared.[16] The more quantitative approaches are also considered in the context of business/market trends.

6.8 The scenario outputs are also sense tested against the property market assessment discussed earlier in this report, to determine the strength of the alignment. Broad alignment between the past trends and labour demand approaches and labour supply is critical to avoid planning for more employment floorspace than future labour supply can realistically support. This is particularly critical in Oxford city's case given the strength of the economy, the potential for growth, the existing labour constraints and the high rates of in-commuting discussed in preceding chapters.

6.9 Ultimately the study will identify which scenario is the most positive and realistic assessment for each employment land use and make recommendations as to which scenario the Local Plan takes forward.

6.10 Below, for each market signal approach we set out the method overview and the findings.

1. Past take-up

6.11 The study considered past floorspace delivery in terms of gross and net floorspace completions over a range of periods using the Council's Local Plan monitoring data. As noted in the introduction, the PPG does not specify how past trends should be assessed, but it is generally accepted that Council Local Plan Monitoring data is the most up-to-date and reliable source available. The VOA floorspace data provides an annual figure for office and industrial in aggregate, which is useful for an overall sense test, but cannot be interrogated.

6.12 Commercial data sources can provide alternative 'net absorption' estimates (leases in/leases out) but for plan making this data is behind a 'pay wall' and only available to a small number of specialist firms. Planning data should be transparent and drawn from Monitoring data – although there are cases where data quality issues mean a greater reliance on commercial data is needed. Here we have sufficient data from Oxford City Council to inform our work.

6.13 The periods covered are the fifteen years since 2010/11 (longest data set), the 10 year 2010/11-2019/20 period[17], and the most recent five years 2020/21 – 2024/25.

Method

6.14 The first step is an initial 'sieving' and 'cleaning' of the completions data to exclude any duplicate records or temporary employment use schemes. Next, the annual floorspace completions (gross and net) are calculated for each employment land use category, followed by per annum averages for the five, ten and fifteen year trend periods.

6.15 These averages are then applied to the 20 year plan period, with an allowance made to correct for over/under availability in the existing stock as at the 2025 base year, with the data for this sourced from industry provider CoStar. The floorspace is then converted to a land requirement by applying plot ratios to the floorspace totals. A more detailed method statement and data is set out in Appendix A.

Findings

6.16 The outputs are set out in the table below. Firstly, for the 2010/11-2019/20 period, and then for the most recent five years (2020/21-2024/25) individually and then the averages for

[16] Iceni, Updated Specialist Housing Needs Evidence, March 2025 (and subsequent update)
[17] as recorded in the Oxford City Employment Land Needs Assessment: Interim Report prepared by Lichfields and completed in September 2022

those five years, and then lastly the averages for the fifteen year period sourced from the Lichfields report.

Table 6.1 Oxford City – Past trends in employment floorspace completions (net)

Completions	B1a/ Eg (i)	B1b/ Eg(ii)	B1c/ Eg(iii)	B2	B8
Average 2010/11-2019/20	**2,854**		**-269**	**388**	**-1,049**
2020/21	-9,288	2,514		-1,710	-2,709
2021/22	-1,066	1,855	-282	-139	341
2022/23	-480	9,008	-62	1,262	-1,262
2023/24	3,169	4,451		-1,039	
2024/25	-1,089	1,349	1,349	1,349	-113
Average 2020/21-2024/25	**-1,751**	**3,835**	**201**	**-55**	**-749**
Average 2010/11-2024/25	**2,598**		**-112**	**240**	**-949**

Source: Oxford City Council and Rapleys (and tab4.4 Lichfields Oxford City ELNA Interim Report 2022)

6.17 The findings:

- The first line of Table 6. above shows the per annum average over the 2010 decade. These averages show there was very little development activity in either the industrial or logistics/distribution categories during that decade, with a minor gain in general industrial counter-balanced by minor losses in light industrial and relatively modest losses in warehousing. The only activity that saw growth was the aggregate B1a/b office / Research and Development categories.[18]
- The next set of data in the table is the latest five years that this study has analysed. The row setting out the per annum average for this period (penultimate row) shows very similar averages to those for the preceding decade, with comparatively little development taking place. The data shows very little light and general industrial activity, with logistics and distribution mildly negative. Overall, very much a continuation of the longer term trend of a generally low order of change.
- The most recent data splits R&D from office, and shows that the only positive floorspace growth of note has been R&D. Over the 2020/21- 2024/25 period almost 20,000 sq m of new R&D space was added, whereas for the other employment uses there were very few gains and lots of floorspace losses.
- The biggest R&D gain was in 2022/23 with the development of the Iversen Building (Plot 16) at the Science Park and the biggest loss was in the office sector at Nielsen House, London Road on the eastern edge of the city where PDR office to residential was implemented in 2020/21.
- Low trends generally translate into low projections.

6.18 The pattern shown in the Council's monitoring data is very much reflected in the official floorspace data published by the VOA that was discussed earlier in this report. The VOA data showed that neither the overall floorspace quantums for combined office/R&D nor the combined industrial / warehousing activity have seen any net growth in floorspace over the past 20 years. It is relevant to note that the R&D growth over these past periods has been 'balanced' by significant losses in office and some industrial uses.

[18] The data is sourced from the Lichfields' 2022 Oxford City ELNA Interim Report (tab4.4), which did not separate out office from R&D.

6.19 What the VOA data also illustrates is that for office/R&D the city has a much more positive story compared with Oxfordshire and the Southeast region where overall office/R&D floorspace has reduced substantially. For industrial/warehousing the reverse is the case – reductions in floorspace in the city, contrasting to large gains in the County, reflecting the availability of land for these lower density economic activities.

2. LABOUR DEMAND

6.20 The labour demand approach is based on an economic forecast provided by forecasting house Oxford Economics. The forecast identifies the number of jobs in each economic sector (19 sectors – see raw data at Appendix B) over a time series that looks backwards to 1991 as well as forward to 2050. The forecasting house continually revises the forecast, updating the outturn rate with official ONS published data when this becomes available[19]. The updating includes revisions to past job numbers at sector level, which means the outturn jobs data for past years are as accurate a reflection of 'actual' data as it is possible to obtain. The latest official data is for 2024, and therefore the Oxford Economics data for that year is the most recent outturn year, and 2025 commences the forecast years.

6.21 As mentioned above, in building the forecasts, the forecaster takes account of data from as far back as 1991, and therefore the longer term forecasts may be less responsive to more recent changes in employment and the local property market. This is why we use the time series data to look at different periods in the past to consider shorter/mid-term trends as these can be more reflective of how the more local markets anticipate future change that could continue over the medium and into the longer term. Thus, in addition to the baseline forecast (that supplied by Oxford Economics), we can use market signals (past job change) from different past economic periods to project alternative scenarios of future need.

6.22 The other key dataset used in the labour demand analysis is the Business Register and Employment Survey (BRES), a comprehensive survey-based annual sample. It generally accounts for between 85-90% of all businesses/jobs in any area, and we use it to calculate the number and proportion of jobs in each economic sector, and to 'translate' jobs by economic sectors to jobs by land use categories. We can do this for past years as well as for the forecast years, identifying the number of jobs by land use class in those years and the change between years.

PAST JOBS DELIVERY

Method

6.23 We have tested a range of past trend periods commencing in 2012, 2015, 2017 and 2019 and ending in 2024 (the date of the most recent 'actual' Oxford Economics data).

6.24 As touched on earlier, Rapleys have a tried and tested bespoke method for the 'mapping' of jobs from economic sectors to land uses, in which we assign a land use category to each of the most fine grained five digit SIC sector codes in the BRES data (there are 729 SIC codes), and these are then aggregated to the Oxford Economics economic forecast's 19 broad economic sectors to identify the absolute numbers and the share of jobs by sector and land use category.

6.25 For this work we have modified our approach so that we specifically identify the predominantly R&D economic sectors, adopting the SIC code definition set out in a recent Oxford to Cambridge pan-Regional Partnership study.[20] Thus, a land use category is applied to each economic sector within each BRES dataset for each of the trend period years, and then the proportions of jobs within each sector are applied to the Oxford Economics

[19] The key data being ONS Workforce Jobs (WFJ) and BRES, with the WFJ series providing estimates of employee jobs by sector – latest 2024 Q3. OE UK Local Authority District Definitions Note, January 2025
[20] Appendix A1, Oxford to Cambridge: Science, Innovation, and Technology Business Premises Study, Feb 2025, Iceni, Carter Jonas and HDR.

economic forecast to determine job numbers by employment land use category in each year. This 'mapping' process is explained in detail at Appendix C.

6.26 Having established jobs by land use category for the trend period years, next we calculate overall job change between periods and then calculate a per annum average change. These annual averages for each of the trend periods are then projected over the 20 year 2025-45 plan period. The corresponding floorspace need for the 20 years is calculated by applying floorspace density factors for each of the land uses, based on HCA Guidance[21] or other factors as stated.

6.27 The R&D job to floorspace density is set at 30 sq m / job, which is an average for the more lab type space that is coming forward rather than much more office type space that is more commonly associated with smaller scale incubator space. The recent Oxford to Cambridge: Science Innovation, and Technology Business Premises Study, prepared by Iceni (February 2025) identified an average lab type space occupancy density of 30 sq m (Table 14.1), and recent schemes in Oxford have come forward at this density.

6.28 To this new floorspace need we make two further adjustments. Firstly, we add a margin (an additional 8.1%[22]) to allow for a little choice and flexibility in the market, and secondly, we make an adjustment to bring the availability rate within the existing stock up (or down) to the optimum 7.5% availability/vacancy rate.

6.29 Office densities are provided by the HCA as Net Internal Areas (NIA), and because planning generally refers to Gross Internal Areas (GIA) we convert floorspace figures from NIA to GIA by increasing the floorspace by 15%, in line with HCA Guidance. The R&D floorspace density is provided as a GIA figure as is General Industrial sourced from the HCA, and for logistics and distribution we reduce the GEA density by 5% to equate to GIA in line with HCA guidance.

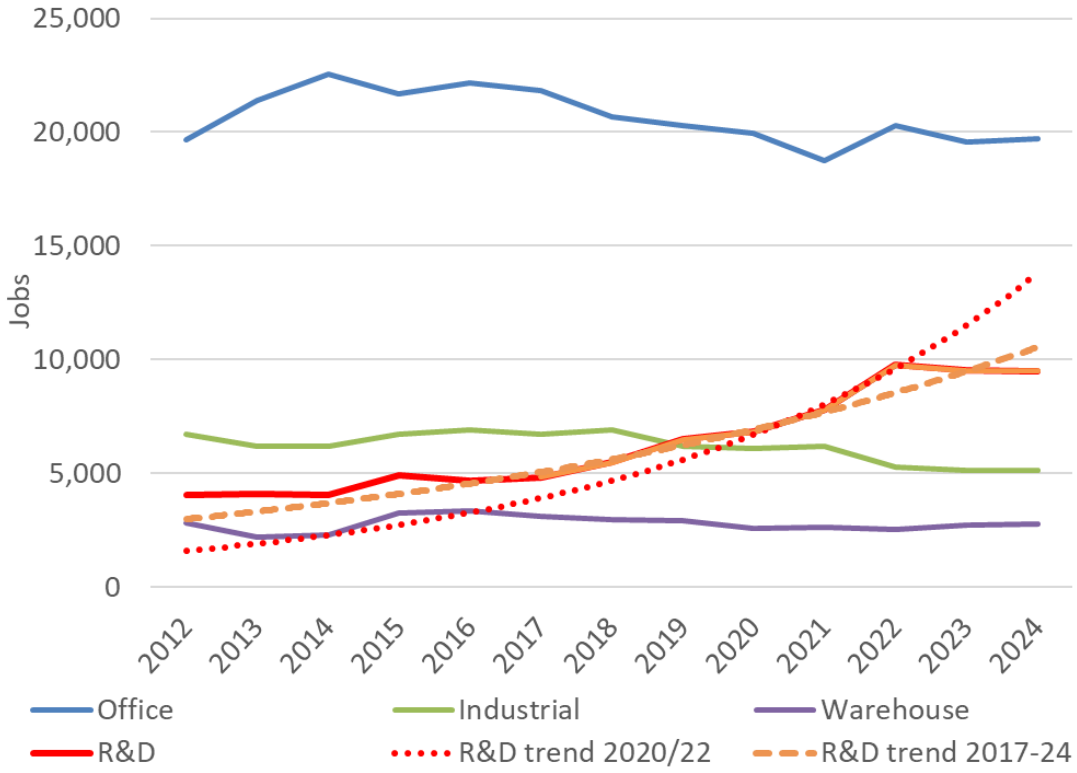
Findings

6.30 The chart below shows the change in job numbers in the employment land use classes since 2012.

[21] Source: HCA Density Guide 2015 with adjustments to reflect more recent experience. Office E(g)i 10 sq m per job, R&D E(g)ii 30 sq m per job, industrial E(g)iii and B2 combined 45 sq m per job, and logistics and distribution B8 66.5 sq m per job.
Note: The HCA guide was designed to support the evaluation of property projects and expresses densities in terms of FTE (Full Time Equivalent). It also assumes that all economic space within any given building is always optimally utilised. In reality neither assumption holds true – firms do not provide space based on FTEs because property occupancy varies by time and day of the week. For example, in a scenario of 1 FTE job, split between two 50% workers, it is not certain that their working hours (and so space need) will not, at some point overlap. Also, firms often lease slightly more space than needed at the time to allow some expansion or simple flexibility. For most main 'B' class sectors part-time working is not hugely significant – unlike, for example health, education and social care. The use of FTE densities, applied to total jobs, will result in a higher need than would be the case were total jobs converted to FTEs; but because, as noted above part-time jobs do not 'stack' efficiency into FTEs and the limited other uplifts we include in our assessment (for example some add 5 years 'margin' on top of need calculations) we maintain our approach. An alternative would be to convert all numbers into FTE requirements but then, because of the issues above, add a further margin.

[22] The vacancy factor is calculated by adding 8.1% to the occupier demand, that being the proportion required to deliver 7.5% unoccupied floorspace. 7.5% is the industry-wide accepted vacancy rate for a market operating at optimal efficiency. For the vacancy rate to stay at 7.5% over the plan period, for every 92.5 sq m of additional space that will be taken up by occupiers, developers should provide a further 7.5 sq m that will remain vacant. Therefore, developer demand will be 7.5 / 92.5 = 8.1%. above occupier demand.

Figure 6.1 Oxford City – jobs in the employment land uses



Source: Oxford Economics (April 2025) and BRES (latest 2023)

6.31 Overall, the chart indicates that job change has generally been flat, with gains in R&D since 2017 balanced by losses in office and industrial jobs. A feature of the data is the flattening of all activities since 2022, which in the case of R&D jobs is likely to be a post-Covid 'correction'.

6.32 The trendlines in the chart (dotted lines - two different R&D job trend periods) highlight that pre-Covid from around 2017 to 2019 R&D jobs were increasing by c1,000 jobs each year, broadly aligning with delivery in the period that straddles Covid - 2017 to 2024. The trendlines also show that the longer term trend (2017 to 2024) reflects a lower order of growth, compared to the supercharged rate exhibited by the trend built on the 2020/22 period. The inference is the 2023/24 period has seen a readjustment from the short-term supercharged towards the longer term trend.

6.33 The products from this assessment are the per annum job change figures for each land use category in each of the past trend periods, and these data plus the corresponding plan period floorspace need figures are shown in Table 6.2 below. The gross floorspace need figures in the table include allowances for all the matters discussed above.[23]

[23] Floorspace densities: office 10sqm/job, R&D 30sqm/job, industrial 45sqm/job and logistics 67sqm/job. For office and R&D inclusion of a margin of 8.1% for market choice, and a NIA to GIA conversion of 85%. For industrial and logistics an allowance is included to replace committed losses.

Table 6.2 Oxford City – future floorspace need 2025-45 based on past trends in job delivery

		Office	R&D	Industrial	Logistics/ distribution
1	**Based on past job change - 12yrs (from 2012)**				
	Job change per annum	5	452	-130	-4
	Gross need 2025-45 (Sq m)	1,191	345,004	-108,141	8,506
2	**Based on past job change - 9 yrs (from 2015)**				
	Job change per annum	-219	509	-176	-54
	Gross need 2025-45 (Sq m)	-55,811	388,446	-149,669	-57,495
3	**Based on past job change -7 yrs (from 2017)**				
	Job change per annum	-302	665	-227	-44
	Gross need 2025-45 (Sq m)	-76,829	507,137	-195,112	-43,946
4	**Based on past job change - 5 yrs (from 2019)**				
	Job change per annum	-115	599	-207	-25
	Gross need 2025-45 (Sq m)	-29,210	457,301	-176,843	-18,727

Source: OE economic forecast (jobs), OCC plan monitoring data (2012-24) and Rapleys analysis

6.34 What is clear from Table 6.2 is that on a past trends basis, for office, industrial and warehousing job change is almost universally negative. The marginally positive logistics/distribution figure under scenario 1 even though the job change is negative, relates to the allowances to bring existing floorspace shortfalls up o optimum rates. On all these past trends in job delivery scenarios for all uses except for R&D/lab uses there is no need for new floorspace over the plan period.

6.35 Job delivery for R&D/lab space has been positive over all these trend periods, and on this basis demonstrates existing and future floorspace need. The range of R&D projected jobs opportunity and floorspace need is between c450-670 jobs per annum that translates to an overall plan period need for between c345,000 - 510,000 sq m, with the shorter more recent trend periods generating the upper end of this range, with again the Covid accelerated period having a more significant impact. Because the more recent past includes 'supercharged' periods of delivery that are unlikely to be repeated in the future, we consider that the mid-longer term (nine and twelve year) trends, to be more reflective of the longer term economic cycles and the most appropriate for the twenty year 2025-45 Oxford City Local Plan.

6.36 R&D activity over the longer term trends (the nine and twelve year periods) generates a need over the Plan period for between 345,000 – 390,000 sq m, and in our view the longer period and lower end of that range is more likely to align with the future economic cycle over the Plan period than the higher figure. As reported earlier, we have most recently seen two years of no growth in jobs as part of a post-Covid readjustment, and it is possible this period will continue for a year or two more before the additions to the stock that are currently under-construction are occupied. Thus, we recommend planning to meet an additional 450 R&D jobs per annum that over the twenty year Plan period. This translates to an additional 9,000 jobs (a doubling of the current number of R&D jobs) that will require c345,000 sq m of additional floorspace.

6.37 This represents a comparatively fast level of growth, but one that would appear to align with the city's role in the national economy, as reflected in the recent UK Industrial Strategy. It also reflects the market evidence that firms wish to cluster in the city, and that the city operates in an international market so references or comparisons to the current size of the Oxford economy need treating with care. The context is an international R&D market whereby Oxford city is attracting (or losing) international demand.

Forecast future jobs delivery

6.38 This scenario is based on the Oxford Economics job forecast, establishing the need for additional floorspace/ land from the forecast change in job numbers over the Plan period 2025-2045.

Method

6.39 The method is generally the same as that used in the past job trends approach explained above. In summary, job numbers in the economic forecast for 2025 are converted from economic sector to jobs by land use class based on the latest BRES[24] data for Oxford city and our bespoke SIC to use class mapping method[25]. That identifies the number of jobs by land use in the City Council area as at 2022. The same process is applied to the jobs in the economic forecast for year 2045 and the change over the Plan period is thus calculated.

6.40 For the office/ R&D uses we present two versions - a version based solely on the baseline forecast with jobs apportioned in accordance with the BRES data, and then a variation where rather than using BRES to apportion the R&D:office jobs, we apportion based on actual floorspace delivery. The source of the delivery data is the Council's completions plan monitoring data. This shows the over the past five years the apportionment has been an 80:20 ratio R&D:office, a ratio that aligns with the longer term delivery back to 2011 as reported in the Oxford City Employment Land Needs Assessment: Interim Report[26].

6.41 The floorspace needed to accommodate these jobs (row a, of Table 6.3) is calculated by applying a floorspace density (row b) specific to the particular land use class, a margin is added to allow for some choice and flexibility (row d), and an allowance made to adjust for any under/over availability in the existing stock (row f). The net need is grossed up by making an allowance to replace known committed planning permission losses.

Findings

6.42 For office / R&D – the calculations for the two scenarios are shown in the tables below.

Table 6.3 Oxford City – office / R&D floorspace need 2025-45 - based on the economic forecast

		Office	R&D/lab
a	Jobs change (2025-45)	4,846	2,669
b	Density factor (sq m NIA /job)	10.0	30.0
c	Occupier need (sq m NIA) [a*b]	48,464	80,084
d	Vacancy factor (sq m NIA) [c*8.1%]	3,926	6,487
e	Total occupier need (sq m NIA) [c+d]	52,390	86,571
f	Stock vacancy adjustment (sq m NIA)	0	0
g	Net need (sq m NIA) [e+f]	52,390	86,571
h	**Net need (sq m GIA) [g/0.85]**	**61,635**	**101,848**
i	Re-provision of committed planning permission losses	2,253	0
j	**Gross need (sq m GIA) [h+i]**	**63,888**	**101,848**

Source: OE, BRES and Rapleys analysis

6.43 Based on the 2025 job distribution, as derived from BRES, this produces a broadly two-thirds office to one-third R&D future job increase and the table above identifies a comparatively low

[24] Latest BRES is for 2023
[25] This 'mapping' process is explained above at paragraph 6.24
[26] Paragraph 2.16 page 9 of that report prepared by Lichfields

office and R&D lab space floorspace need. We present this scenario because it aligns with the standard PPG compliant approach. However, clearly such an approach, that suggests the future increase in office jobs will be substantially higher than the increase in R&D jobs, runs contrary to the property market evidence and fails the common-sense test.

6.44 Thus, the second approach, as shown in Table 6.4 below apportions the jobs between office and R&D on the basis of how space has been delivered over the past 15 years - a 20:80 ratio. This accords with the general market direction but still does not generate the quantum of R&D need that the property market view suggests.

Table 6.4 Oxford City – Office / R&D floorspace need 2025-45 based on the economic forecast and a 20:80 jobs split office:R&D

		Office	R&D/lab
a	Jobs change (2025-45)	1,503	6,013
b	Density factor (sq m NIA /job)	10.0	30.0
c	Occupier need (sq m NIA) [a*b]	15,032	180,382
d	Vacancy factor (sq m NIA) [c*8.1%]	1,218	14,611
e	Total occupier need (sq m NIA) [c+d]	16,249	194,993
f	Stock vacancy adjustment (sq m NIA)	0	0
g	Net need (sq m NIA) [e+f]	16,249	194,993
h	**Net need (sq m GIA) [g/0.85]**	**19,117**	**229,403**
i	Re-provision of committed planning permission losses	2,253	0
j	**Gross need (sq m GIA) [h+i]**	**21,370**	**229,403**

Source: OE, BRES and Rapleys analysis

6.45 Thus, neither approach passes the market professionals sense test, and both economic forecast driven scenarios must be set aside.

6.46 Next, we consider the outcome of the labour demand-based assessment of need for industrial and logistics / distribution floorspace/land. There is no need for a scenario based on floorspace delivery to be undertaken, and the table below is solely based on the economic forecast and BRES.

Table 6.5 Oxford City – Industrial and logistics / distribution floorspace need 2025-45 based on the economic forecast

		Core industrial	Ware-housing
a	Jobs change (2025-45)	-646	243
b	Job density factor (sq m GIA /job)	45.0	66.5
c	Occupier need (sq m GIA) [a*b]	-29,086	16,130
d	Vacancy factor (sq m GIA) [c*8.1%]		1,307
e	Total occupier need (sq m GIA) [c+d]		17,437
f	Existing stock vacancy adjustment (sq m GIA)		28,502
g	Net need ***(sq m GIA) [e+f]***		45,939
h	Re-provision of committed planning permission losses		147
i	**Gross need (sq m GIA) [g+h]**	**0**	**46,086**
j	**Gross need (hectare) [i @40% plot ratio]**	**0.0**	**11.5**

Source: OE, BRES and Rapleys analysis

6.47 The plan period forecast for industrial and warehouse jobs in Oxford is for very little change - a reduction in core industrial jobs over the next 20 years (down 13%), and a modest increase of c240 logistics / distribution jobs. This equates to an overall loss in industrial sector jobs of broadly 20 jobs per annum and compares favourably with the change over the past decade – a reduction of c175 jobs per annum lost in the core industrial sector and a loss of c50 per annum of logistics/distribution jobs. Thus, the forecast suggests that the losses in core industrial will slow considerably, while logistics / distribution will move from modest losses to modest gains. The reduction in core industrial jobs may lead to some floorspace losses, and as shown in the table above, does not generate a gross need for any additional floorspace. The modest gains in logistics/distribution jobs (requiring warehousing space) generate a need for c17,000 sq m (refer to line 'e' in the table above).

6.48 As discussed earlier. the vacancy/availability rate for industrial / warehouse space is just 1%, and 'normally' this would be reflected in the need assessment, generating relatively high demand for space. However, here the major reason why there is very little industrial space available is because so much space has been lost to the R&D market and so much of Oxford's industrial demand is met within the estates of the major operators in the Cowley area – BMW and Unipart or has been met elsewhere in the County.

6.49 Vacancy rates can be seen as a measure of demand – if vacancy is low, it would appear the market is undersupplied. But one significant drawback to seeking to use vacancy rates as a measure of demand and future need, is that it fails to recognise that planning, by design, seeks to influence the market – most obviously by applying policy constraints to the land supply. A national 'rule of thumb' would seek to provide a midpoint between 5-10% vacant land or floorspace to provide market choice, churn and friction, but with those long running constraints in place many local markets cannot (and have not since the original Planning Acts) been able to provide this flexibility. In a market such as Oxford having 7.5% of all floorspace vacant would appear to be wasteful. Furthermore, no market works independently, and favoured locations will see low vacancy rates because occupiers will always seek space in those locations, and the supply of land to deliver new space is so limited. It also does not automatically follow that there is a consistent supply of firms looking to provide space even were it made available.

6.50 While the low vacancy rate may not have fed through to a higher job demand figure (12 additional warehousing jobs per annum is very modest), the low availability in the existing

stock does need to be addressed, and c28,500 sq m (line 'f') is needed to 'correct' this imbalance in supply to return the vacancy/availability to 7.5% of total stock.

6.51 The final element of the calculation that turns a net need into a gross need is an addition to account for the reprovision of committed losses (row 'h'). In the case of core industrial there are outstanding commitments to lose 5,000 sq m of industrial space, but for the reasons outlined above this can be discounted and not re-provided. The existing committed warehouse loss is very minor, but we account for re-providing this.

6.52 Thus, in total the marginal increase in logistics/distribution jobs with the correction for low vacancy in the existing stock generates a need for c46,000 sq m, which in land terms equates to 11.5 ha.

6.53 Declining core industrial job numbers means no net additional need for floorspace, added to which the industrial jobs are focused in a small number of very large businesses in the Cowley area, where there is land within existing estates to expand should additional space be required.

CONCLUSION ON PAST TRENDS AND LABOUR DEMAND

6.54 Before we move on to consider the labour supply scenarios, we conclude on our favoured need assessment approach and need figure.

6.55 As noted above with the exception of R&D/lab space, past trends in floorspace delivery are just about universally negative for employment uses. Thus, we focus on the labour demand outputs in the economic forecast (first row of Table 6.6 below) and the mid-to-longer term past trend in job delivery assessment of need for R&D/lab space (second row of Table 6.6 below).

Table 6.6 Oxford City – 2025-45 job change scenarios

Job Change Scenarios	Office	R&D	Industrial	Ware-house	Non-B	TOTAL
In the forecast	1,503	~~6,013~~	~~-646~~	243	20,937	28,050
Past trend in jobs (12 yr 2012--24 scenario)		9,045				

Source: OE, BRES and Rapleys analysis

6.56 The change in jobs identified in the forecast are presented in the first row of the table above. The forecast identifies a continuation of business as usual over the much longer term – modest growth for offices, growth of 300 per annum for R&D (we have applied a 20:80 apportionment to the overall office/R&D job change), negative for industrial and modest increase for logistics/distribution, with by far the highest growth in the non-B economic sectors where education and health sector job change account for 60% of this growth.

6.57 The second row in the above table is a scenario specifically for R&D jobs, identifying the output from the longer term twelve year (2012-24) past trend in job delivery that generated average R&D job growth of 452 jobs per annum which is 50% higher than that in the forecast, which over the 20 year Plan period will generate c3,000 more R&D jobs.

6.58 In our opinion, past trends change in jobs is a better indicator of future change in R&D jobs compared with the forecast. We hold this view because unlike the forecast, we are aware of the very large amount of R&D space both committed and in the pipeline, and indeed market sentiment. The economic forecast related figure for R&D therefore appears low in this context.

6.59 The forecast change in office jobs is relatively low at an additional 75 jobs per annum (1,500 jobs over the 2025-45 period), but because occupancy rates are relatively high and R&D is likely to 'cannibalise' more office space, we favour this mildly positive forecast rather than the negative past trends scenarios.

6.60 For industrial & warehousing, most of the data discussed above would suggest a negative (or very weak) trajectory, but this is likely to reflect the inability of Industry and Distribution (I&D) uses to compete with more high value sectors in the past. Looking forward, with a growing population and a need to provide a diverse range of employment opportunities, it would not appear sensible to project forward some of the losses we have seen, and we note that should I&D jobs continue to contract in line with rates exhibited in some of the past trends, this would suggest a near 'extinction' of all I&D activity in the city by the end of the Plan period. We also note that the job change for this sector will be highly dependent on the future of the "Cowley Works Area". So, in our assessment we have set aside the demand for new industrial while growing warehousing modestly in line with the forecast. If automation delivers significant economies of labour over the plan period, this may release labour supply for other sectors. We have not made this assumption in our study because there would appear to be a significant skills gap between the Oxford I&D and R&D sectors. In any event the total number of I&D jobs in Oxford is already small – with a total stock of 8,000 out of a total economy of 134,000 jobs[27].

3. LABOUR SUPPLY

6.61 The objective of considering future labour supply is to establish whether there is sufficient labour to meet the projected economic growth outlined in the preferred approach to employment need as discussed above.

6.62 Iceni have provided the Council with a view of Labour Supply, on the assumption that the Standard Method is delivered in full, and this labour supply is available to the city, regardless of where it is actually delivered.

6.63 As copied over in the Table 6.7 below (Iceni Table 2.13), Iceni have tested three scenarios: two using different Census datasets and a further assuming 1:1 commuting – their preference is to use the 2011 Census data scenario.

Table 6.7 Oxford City – labour supply scenarios

Table·2.13 Jobs·supported·by·demographic·projections·(2025-45)·—·Oxford·—·Standard·Method¶

▪¤	Total·change·in·economic-ally·active¤	With·allowance·for·double·jobbing¤	With·allowance·for·reducing·un-employment¤	Allowance·for·net·commut-ing·(=·jobs·supported)¤
▪2021·commuting¤	17,991¤	19,262¤	20,362¤	25,561¤
▪2011·commuting¤	17,991¤	19,262¤	20,362¤	29,011¤
▪1:1·commuting¤	17,991¤	19,262¤	20,362¤	20,362¤

Source:·Iceni·analysis¶

Source: OCC, Iceni, 'Updated Specialist Housing Needs Evidence' December 2025

6.64 Iceni's preferred demographic scenario aligns with the economic forecast scenario discussed above – a labour supply growth of 29,011 versus forecast job growth of 28,050. While this is a difference of 1,000 jobs, given the huge uncertainty in the demographic (and economic) modelling and the size of Oxford's total stock of jobs (133,000) the 1,000 difference is well within any reasonable margin of error.

6.65 The higher R&D past trends scenario generates 31,728 jobs – so approximately 3,000 more than Iceni's preferred labour supply scenario. This is well within any reasonable margin given the total number of existing jobs, but would suggest a note of caution where, for this level of

[27] Based on Oxford Economics outturn figure for 2024. Data published April 2025.

growth to come to fruition the city would need to increase its share of the wider area's labour supply.

6.66 However, our understanding is that much of the new R&D pipeline fuelling this higher scenario is to allow a larger share of R&D activity to be accommodated in purpose-built R&D space as opposed to, as was in the past, accommodated in the large Education and Health sectors – both of which are abnormally large here.

6.67 Table 6.8 below identifies the key sectors within the non-B category – with, in 2024 education and health jointly accounting for 71% of all non-B jobs. The forecast sees Education and Health accounting for 79% of the all the non-B class change over the plan period (as shown on fifth row in the table). The table also shows (as a final row) the R&D/lab jobs across the same periods for reference.

Table 6.8 Oxford City – non-employment category jobs growth

			Change	
	2012	2024	2012-24	2025-45
P : Education	31,355	41,412	10,057	8,744
Q : Human health and social work activities	20,628	26,863	6,235	7,784
All other non-B	28,131	28,197	66	4,409
TOTAL non-B	**80,114**	**96,471**	**16,357**	**20,937**
P & Q as a proportion of all non-B (%)	65	71		79
R&D jobs	4,057	9,484	5,427	

Source: OE, BRES and Rapleys analysis

6.68 Health and Education are both expected to grow strongly in the forecast, by around 15,000 jobs over the plan period and with a new pipeline supply of specialist R&D it is not unreasonable to assume some of this growth could now occur in the new dedicated R&D space.

6.69 One further consideration is the application of a student threshold in Oxford, such that, if the set threshold is exceeded, applications for new academic accommodation that facilitates new students would not be permitted. The threshold is set at a level that anticipates growth in student numbers and new student accommodation development. It is a policy approach established decades ago, so it is not expected that the policy would have an impact on the strong forecast growth in 'education' SICs, but this does give a slight element of unpredictability. A modest switch from 'education' and 'health' related growth in the forecast – into dedicated R&D would quickly re-balance the calculations above.

6.70 The table below illustrates these two possible outcomes along with a preferred approach where some forecast education and health growth moves across to dedicated R&D sectors, more so from education which accounts for 70% of the c3,700 jobs that switch from non-B class to R&D, with health jobs accounting for the other 30%.

Table 6.9 Oxford City – Change in jobs 2025-45

Job Change Scenarios	Office	R&D	Indus t-rial	Ware-house	Non-B	TOTAL
In the forecast	1,503	~~6,013~~	~~-646~~	243	20,937	28,050
Past trend in jobs (12 yr 2012--24)		9,045				
Scenario One	1,503	9,045	0	243	20,937	31,728
Scenario Two (Preferred approach)	**1,503**	**9,045**	**0**	**243**	**17,259**	**28,050**

Source: OE, BRES and Rapleys analysis

6.71 The impact of the 'transfer' of c3,700 non-B jobs to the R&D land use sector is to reduce the growth in non-B over the plan period to just over 17,000 as shown in the Scenario Two (preferred approach) in the table above.

Findings

6.72 In summary, our economic scenarios broadly align with the preferred Iceni derived labour supply scenario. The difference is highly sensitive to modelling assumptions across the two sets of evidence and while meeting our preferred scenario results in slightly stronger job growth, unless we move some of the education and health growth into R&D, this needs to be seen in the context of 133,000 jobs – growing to around 150,000 over the plan period.

6.73 These assumptions only hold true using Iceni's preferred (2011 census) scenario.

6.74 We have considered reducing economic need to exactly mirror the Iceni labour supply scenarios, but given the city growth is in nationally significant R&D sectors, and is largely already within the development pipeline (as opposed to new allocations looking to attract demand over the plan period) this does not appear logical nor in line with national policy. Given the labour supply margins are modest and the uncertainties as to how the R&D jobs will fill, we do not suggest any up-lift on housing (above Standard Method) is justified. However, should a lower demographic / labour supply scenario be adopted, this may require an up-lift in housing delivery to deliver all of these jobs. The gap between a labour supply scenario of 25,561 and the economic scenarios may require further investigation but as noted, the preferred demographic scenario is for 29,011.

6.75 Related to this is a technical point that Iceni have held commuting consistent with their census data – as is a common approach. But, if the city successfully delivers its economic pipeline in full it is not unreasonable to assume commuting will shift and more jobs are attracted to the 'core' of Oxford, and so rebalancing the market in the city and its wider area. While Iceni have fixed commuting, in reality it is dynamic and will flex. Exactly how this may play through is something we suggest the Oxfordshire Councils collectively monitor – any assumption here is made on the expectation that the Standard Method is delivered in full, as is the pipeline of Oxford's economic space. Even if the R&D market cools slightly, and for example, the planning pipeline lapses, the cross-boundary labour supply assumptions would all shift.

6.76 The 'basket' of evidence we have today does not suggest, providing homes are delivered, that there would be a rationale to reduce the economic need, or increase the housing need. The margin of modelling uncertainty on either side (economic or housing) is high, commuting fluid and the relationships best monitored access the County and any possible (emerging) unsustainable patterns addressed through periodic plan reviews.

NEED FOR EMPLOYMENT FLOORSPACE - CONCLUSIONS

6.77 The assessment has considered a number of scenarios, and these have been compared to determine which is the most appropriate for plan-making purposes to support economic growth in the city and avoid constraining growth.

6.78 The table below identifies our preferred scenarios for floorspace need for each of the land use categories. Need is always expressed as a minimum.

Table 6.10 Oxford City – the need for employment floorspace 2025-45

	Office	R&D	Indust-rial	Ware-house	TOTAL
	Sq m	Sq m	Sq m	Sq m	Sq m
Identified need	**21,370**	**345,004**	**0**	**46,086**	**412,460**

Source: earlier tables and Rapleys analysis

6.79 These are:

- Office – this is based on the Economic Forecast and the ratio of past floorspace delivery that identifies a need to accommodate 75 additional office jobs per annum, which translates to a floorspace requirement over the 2025-45 period of c21,000 sq m.
- R&D - based on past trend job change over the twelve year 2012-24 period when R&D jobs grew by 452 jobs per annum. Projected need at this rate of job growth over the 20 year plan period at a job density of 30 sq m per worker will require 345,000 sq m.
- Industrial – all the approaches show industrial jobs continuing to decline in number. This and the existing additional industrial capacity within the Cowley Works area, means there is no justification for additional floorspace need, hence the identified need for industrial floorspace in the above table is zero.
- Warehousing - based on an economic forecast of just 12 jobs added each year – 243 over the whole period. This job number, at a job density factor of 66.5 sq m per job plus an adjustment to the existing stock to return to the optimum 7.5% vacancy rate from the present 1% vacancy rate, generates a floorspace need of 46,000 sq m.

7 THE SUPPLY OF EMPLOYMENT LAND

INTRODUCTION

7.1 Here we identify the quantum of currently committed employment floorspace/land available to help meet the identified need for employment space over the 2025-45 plan period.

7.2 The available supply, when considered alongside the identified minimum need will indicate broadly if, and how much, additional land needs to be found and allocated. The caveat with this is that even though owners/developers have invested in pursuing a planning application and have received a permission, there is no absolute certainty that a development will be implemented. Many things, both at the micro and macro-economic level can derail or delay a scheme – from rapid increases in build costs, to market saturation, or global conflict. A relevant point to note is that even if schemes are not implemented and may lapse, the land/site remains. Employment sites have very specific locational characteristics, so although sites suitable for employment uses may not be implementable now, they may well return at a later point in the economic cycle.

7.3 Committed employment floorspace / land supply for employment uses comprise of:

- land with planning permission for employment use (either in whole or as part of mixed-use schemes)
- land within designated employment areas.

7.4 The tables that follow are based on the most up-to-date plan monitoring data (as at 31st March 2025), but do include additional analysis of applications and permissions (as at 17th October 2025).

With planning permission

7.5 The table below (Table 7.1) identifies net additional employment floorspace by land use for sites that are either currently under-construction or have planning permission.

7.6 General points in relation to Table 7.1:

- R&D/ lab space is the overwhelming form of employment development coming forward in the city. This sector accounts for all but 5,000 sq m of the 357,000 sq m of the employment use permissions.
- Approximately 165,000 sq m of R&D / lab space is currently under-construction in the city, which will increase the current city centre's office/R&D/lab market by almost 50%[28],
- The floorspace currently under-construction could, at a R&D/lab space average job density of 1FTE per 30 sq m, deliver an additional 5-6,000 jobs.
- Not only is the list of R&D schemes a mix of schemes under-construction and recent permissions, but it also shows the depth and breadth of developer interest in delivering R&D in the city as it demonstrates delivery is not reliant on one or two large schemes. There are ten schemes with floorspace >5,000 sq m.
- No other land use sector sees any noteworthy schemes for employment uses. That in itself, is unprecedented and reflects the land constraint and high land values in the city. Land hungry low-density activities, such as warehousing and data centres, are priced out of the city because of the competitiveness of the R&D/lab space market.

[28] Source: VOA, 2023 Oxford City office/R&D 361,000 sq m

SITE SPECIFIC COMMENTS:

- Land At Oxpens Road – a recently permitted mixed use scheme on a site that is largely currently used for surface level car parking that will provide a mixture of office and laboratory space
- Oxford North - Table 7.1 below includes two entries for this area. This includes the 15,850 sq m permitted as part of the original hybrid application (18/02065/OUFUL), which technically, is now complete (an official launch event took place in Autumn 2025). While this floorspace figure will ultimately inform the completions dataset for the 2025/26 monitoring year, it remains presented within Table 7.1 below. . The remainder of the floorspace has been permitted through a series of Reserved Matters applications and Variations, the most recent of which – 24/00662/VAR - was for a small (60 sq m) extension to Plot A. The total floorspace permitted to date through the various Reserved Matters applications and Variations is 48,414 sq m. Rather than list out the individual Reserved Matters applications and Variations, Table 7.1 instead simply refers to this most recent Variation (i.e., 24/0662/VAR). The floorspace permitted through the hybrid application and the various Reserved Matters applications and Variations account for c64,000 sq m of the maximum 87,300 sq m of B1 employment floorspace originally permitted through the outline permission. The floorspace that is being delivered is coming forward for predominantly R&D/lab space, and this is why it is categorised as such on Table 7.1. The balance from the original hybrid permission – c23,000 sq m has not yet come forward and is therefore included on the table identifying land within the employment designations Table 7.2.
- Littlemore House and Trinity House – the floorspaces identified are net of the loss of the former offices, and because the type of space that is generally being delivered is a mix of R&D/lab and office formats, we do not make an adjustment to reflect that the type of space lost is more traditional office space.
- Plot 16, OSP – the original permission was for 19,823 sq m. The Iverson Building was completed in 2023, with 10,815 sq m remaining for the Legget Building.
- BMW Cowley Works - The schedule does not include the c26,000 sq m permission for the electric vehicle manufacturing plant at BMW's Cowley Works. This is because whilst that scheme will safeguard current jobs at the Works, it is not anticipated by the promoter that it will increase the number of jobs at the works.
- The table does not include R&D / lab space floorspace expansion at the teaching hospitals and academic research institutions because such development takes place within the institutional estates and is not available or marketed for general business use.

Table 7.1: Oxford city – Committed Supply – extant planning permissions

PA ref	Permissions	Office	R&D	Flex B class	Light Indl	B2	B8	TOTAL
22/02954/OUT	Land At Oxpens Road Oxford Oxfordshire OX1 1TB		60,854					60,854
24/00662/VAR	Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, OX2 8JR		48,414					48,414
22/02168/FUL	Plots 23-26, Oxford Science Park, Grenoble Road, Oxford, OX4 4GB		41,958					41,958
24/00972/VAR	Littlemore House, 33 Armstrong Road, And Plot 18 Oxford Science Park , Sanders Road, Oxford, OX4 4FY		26,668					26,668
22/02880/RES	Plot 2000 John Smith Drive Oxford Oxfordshire		23,373					23,373
24/02371/FUL	195 Botley Road and Units 1 and 1A Botley Retail Park		21,220					21,220
22/03067/FUL	Trinity House , John Smith Drive, Oxford, OX4 2RZ		17,669					17,669
22/03076/FUL	135 - 137 Botley Road, Oxford		16,992					16,992
18/02065/OUTFUL	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout, Northern By-Pass Road, Wolvercote, Oxford, OX2 8JR		15,850					15,850
24/01631/FUL	Eastpoint Business Park		13,617					13,617
19/02003/FUL	Plot 16, Oxford Science Park, Robert Robinson Avenue, Oxford, OX4 4GA		10,815					10,815
21/00110/FUL	The Clarendon Centre, Cornmarket Street, Oxford, OX1 3JD		9,649					9,649
22/02555/FUL	Plot 27, Robert Robinson Avenue, The Oxford Science Park		9,306					9,306
24/00690/FUL	Beaver House And 39-42A Hythe Bridge Street Oxford Oxfordshire OX1 2ET		8,712					8,712
24/02372/FUL	Units 2-5 Botley Retail Park Lamarsh Road Oxford Oxfordshire OX2 0HA		8,710					8,710
24/01302/FUL	Plot 5000, John Smith Drive, ARC Oxford		8,005					8,005
24/00335/FUL	4200 Nash Court, John Smith Drive, Oxford, OX4 2RU		5,055					5,055
20/02672/FUL	SAE Institute Oxford, Littlemore Park, Armstrong Road, Oxford, OX4 4FY		3,500					3,500
21/01695/FUL	Thornhill Park, London Road, Headington, Oxford, OX3 9RX			2,578				2,578
24/01434/FUL	Stansfeld Park Quarry Road Oxford Oxfordshire		1,412					1,412
22/01532/CT3	The Oxford Enterprise Centre Standingford House, 26 Cave Street, Oxford, OX4 1BA	856						856
23/01950/FUL	County Trading Estate , Transport Way, Oxford, OX4 6LX	623					123	746
22/02399/FUL	Latent Logic , 8 Hollybush Row, Oxford, OX1 1JH		401					401
22/01274/FUL	Old Station Yard, Unit 2 , Watlington Road, Cowley, Oxford, OX4 6FE			282				282
22/01311/FUL	52 And 55 High Street, Oxford, OX1 4AS	147						147
24/02043/FUL	Ground Floor 4 And Ground Floor And Basement 5 King Edward Street Oxford, Oxfordshire, OX1 4HS	146						146
23/01424/FUL	385 Cowley Road, Oxford, OX4 2BS	99						99
23/02473/FUL	332 Abingdon Road, Oxford, OX1 4TQ			80				80
23/00292/FUL	45 Catherine Street, Oxford, OX4 3AH				57			57
23/01482/FUL	13-15 Oxenford House , Magdalen Street, Oxford, OX1 3AE	6						6
	Grand Total	**1,877**	**352,180**	**2,940**	**57**		**123**	**357,177**

Source: OCC Plan monitoring data, and Rapleys' analysis

Land within designated employment areas

7.7 There is a considerable pipeline of schemes across the city's existing employment site network, within the city and the district centres, and on sites in lawful Use Class E. These sites are all coming forward seeking planning permission, and sites currently in planning are shown on Table 7.2 below. We also include a floorspace figure for the aggregate of the Nuffield College sites where the Council has evidence of a willing owner/promoter.

Table 7.2: Oxford city – land and schemes in the employment designations

PA ref	Sites / Schemes	Net Sq m
25/01588/FUL	Ozone Leisure Park, Grenoble Road	60,000
25/02577/OUT	ARC Oxford (formerly Oxford Business Park) [Plots 8200, 8400 And 9200 Alec Issigonis Way And Plot 3000]	56,050
Known owner/ developer interest	The Nuffield College sites - Oxford West End	28,500
18/02065/OUTFUL	Oxford North Northern Gateway	23,036
24/02361/FUL	New Barclay House 234 Botley Road Oxford Oxfordshire OX2 0HP	11,360
25/00799/FUL	152 London Road Headington Oxford Oxfordshire OX3 9ED	3,484
25/01053/FUL	Oxfam 2700 John Smith Drive Oxford Oxfordshire OX4 2JY	2,610
	Grand Total	**185,040**

Source: OCC Plan monitoring data, and Rapleys' analysis

7.8 We make the following general and site-specific observations/ assumptions in Table 7.2:

- The largest site consists of land not previously used for employment purposes:
- The redevelopment of the Ozone Leisure Park to provide 60,000 sq m of R&D.
  - At ARC Oxford, the recent outline planning application proposes 56,000 sq m.(GIA estimate based on GEA floorspace set out in the planning statement), is proposed for the final vacant plots of this employment allocation, which was formerly part of the Cowley Motor Works site.
- Oxford North - the 23,000 sq m floorspace figure is an estimate of how much remains to be progressed from the original outline permission.
- A number of sites/schemes are on land recycled from other uses, notably office on Botley Road, New Barclay House and Plot 2700 at ARC Oxford and retail in Headington,;

7.9 Collectively these sites could deliver approximately 185,000 sq m of R&D space.

Sites with potential to deliver employment floorspace

7.10 We are aware of other sites in the city that may be promoted for employment use, but owners/developers are yet to quantify the scale of the opportunity. These sites include: the Botley Road, West End / Osney Mead and the Unipart site.

7.11 This may not be an exhaustive list and there may be other sites suitable, available and deliverable for employment uses, with sites within the city centre core being the most sought after.

CONCLUSION

7.12 For a comparatively small Local Authority, Oxford city has a substantial future stock of committed and pipeline employment land and floorspace that is coming forward on an even

mix of new land and sites being recycled from other uses. R&D/ lab space use is almost entirely generating this demand, and currently over 500,000 sq m of space is either being delivered, progressing through the planning system or is coming forward on allocated land. This figure exceeds, by some margin, the entirety of the city's current combined office and R&D stock (360,000 sq m), and its delivery (in whole or in part) represents a 'seismic' shift in the economic baseline of the city.

8 CONCLUSIONS

8.1 In this final chapter we conclude on the need for employment floorspace over the 2025-45 Local Plan period, the current committed supply and potential supply coming forward and then outline the balance and caveats to this. The final matter addressed is other matters that have been highlighted through this study, and in this respect the need for an affordable workspace is considered.

NEED

8.2 The study has identified that after a long period of very low levels of growth in the provision of employment space in the city things are now changing and 'at scale'.

8.3 Oxford is part of the innovation and life sciences 'golden triangle' – alongside Cambridge and London (Kings Cross Knowledge Quarter). It also has clusters of advanced manufacturing and digital/technology, but in terms of developing the bespoke R&D lab space to facilitate this, Oxford has, for some years lagged behind the other 'points' in the triangle.

8.4 The opportunity to deliver growth in these sectors, as recognised by the Government, is very locationally specific, and the Local Plan must support and encourage this by ensuring sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity.

8.5 The past decade has seen a steady rise in the amount of R&D space being developed in the city, job numbers rose by c5,000, with new R&D space replacing office space that was in the main no longer required. However, change has arrived. In the past two-three years development activity within the R&D sector has been 'supercharged' with around 175,000 sq m currently under-construction, and a further 350,000 sq m in the pipeline that will deliver another 10,000 high quality R&D jobs.

8.6 A positive assessment of need reflects national economic priorities, the drive to attract internationally significant investment to the UK, and to the UK's best sites, and reflects recent market trends in Oxford. A more cautious approach, with a dampened down assessment of need that was below recent trends would not align with national priorities. Thus, the positive employment floorspace needs that we recommend are as set out in Table 6.10 above (and repeated in the balance table below).

8.7 The modest warehousing requirement reflects the fact that the city is already serviced from facilities beyond the city's boundary. We expect this to continue – the fact we can identify only limited need for additional warehouse space does not mean that Oxfordshire districts should not continue to support the city when quantifying their industrial land needs – the districts' role of supporting the city will already be embedded in their analysis of past trends, forecasts and labour supply calculations.

8.8 For Industrial uses there is no positive requirement from any metric, the data projects reducing job numbers, and Artificial Intelligence (AI) is likely to continue this trend. But there is scope to provide new expanded intensified industrial floorspace within the former "Cowley Works" estates (including MINI Plant Oxford) that, while it may not deliver significant job increases, will be required for operational reasons. The future of the former "Cowley Works" area is heavily dependent on a small number of major firms and their specific operational requirements. Our limited industrial need should not be used to dismiss the Cowley industrial estates because their future is specifically tied to those firms. In the exceptionally unlikely scenario where the estates are not needed to support the motor industry in the future, they should be considered for alternative economic uses noting that, at present, the city is serviced by industrial and logistics property outside the city boundary and Green Belt.

8.9 While this study is focused on economic need, we cannot divorce the assessment from considering labour supply. Our assessment draws on the most recent work from Iceni regarding labour supply. Workers will always be attracted to the most buoyant labour market in their area. Earlier work across Oxfordshire may not reflect the fact that the city already

has most of its future land supply in the planning system, in advance of the development plan and any positive new land allocations.

8.10 Commuting is dynamic, and a shift in the balance across Oxfordshire is not necessarily a bad thing. Especially when assessments are undertaken using administrative boundaries rather than FEMAs. As noted, given the city has already been promoted for R&D supply, and with around 175,000 sq m currently under-construction, 180,000 sq m with planning permission and a further c185,000sq m in the planning pipeline, it necessarily follows that commuting patterns will shift from those identified in 2021 (or 2011).

SUPPLY

8.11 A re-occurring theme of this study is how rapid the increase in R&D floorspace has been – in Oxford, but also the R&D triangle more generally. In Oxford's case, this land is either in or close to the city centre, which is the right location for R&D lab space uses that prefer to cluster in the city. The city is fortunate that it does not, unlike many, need to 'aspire' to attract R&D interest, and/or use public funds and strategies to attract this investment to the area. The rapid increase in the supply pipeline is almost all market led.

8.12 The supply is being delivered on a mix of the final few parcels of land in the designated employment areas and through the recycling of land in other uses, most notably industrial, office and retail warehouse land. There is now, and will be in the future, very little prospect of new land within the city boundary that is capable of being identified for employment uses.

8.13 This 'boom' in supply could be fragile – as quickly as it was promoted it could dissipate. In this work we remain positive, using recent trends to project a plan period need. It is also the case that the current site promotion to the city - 357,000 sq m of R&D space already benefitting from planning permission, with a further 185,000 sq m being promoted to the City Council (combined together resulted in sufficient supply to meet the recommended need scenario), includes ten schemes that will provide in excess of 5,000 sq m and thus the 'boom' in supply is not restricted or reliant on just a small handful of sites.

8.14 The extensive schedule of R&D lab space commitments is evidence of current demand, but recent completions and starts, suggest that current commitments could be taken up quickly. Additional supply is needed of roughly the same quantum and locational characteristics as the currently committed supply.

8.15 There is no pressing need for the Council to proactively seek additional short-term R&D supply, but as would be good practice, the Council should work with neighbouring Authorities to identify the next generation of sites which may require the release of new land. The rapid uptick in demand only demonstrates the need for long-term flexibility, and should a new investment demand require considerable new land, the City Council may need to identify sites close to its boundary, or accept that this investment may need to be accommodated elsewhere in the County on sites that are peripheral to the Oxford city market.

8.16 As part of our market consultation agents and investors stressed that, in a nationally and internationally competitive market, investors may not seek to compromise their site search should Oxfordshire not be able to offer internationally competitive sites that are in or adjacent to the city. Firms have been content to pay a considerable 'city premium' for space even when cheaper, more developable, options exist elsewhere.

8.17 For industrial, with so little existing industrial stock, there is a need to protect these sites, as they are the only realistic opportunity for new industrial uses to come forward. However, they could also be repurposed for other employment uses. There is little prospect of new land for industrial uses, and thus redeveloping within the existing portfolio is likely to be the only realistic option.

8.18 It is not only the large industrial sites that need protecting, the smaller, secondary stock is also in demand, much of it used by local firms servicing the city and in due course, it will be needed for firms servicing the lab/R&D market. Stock is also in demand for light industrial uses that otherwise get priced/squeezed out of Oxford.

8.19 Future requirements for employment land are heavily directed towards R&D / lab space, there is a risk that the market could cool and that demand could evaporate. Equally labour supply could be an issue with c10,000 R&D jobs needed. But as these are higher value jobs that will most likely be filled first, this could leave other parts of the economy to potentially experience difficulty filling job vacancies. Workers from across Oxfordshire are likely to commute into Oxford attracted by the high quality/higher waged jobs.

BALANCE

8.20 The table below sets out Oxford's employment floorspace balance.

Table 8.1 Oxford City – Balance

	Office	R&D	Indust-rial	Ware-house	TOTAL
	Sq m	Sq m	Sq m	Sq m	Sq m
Identified need	**21,370**	**345,004**	**0**	**46,086**	**412,460**
Planning commitments	1,877	352,180	2,997	123	**357,177**
Balance to find (rounded)	**19,000**	**-7,000**	**0**	**46,000**	**55,000**
Potential additional supply / capacity		**185,000**			
[land within designated employment areas with either applications progressing or known owner / developer interest]					
BALANCE		**192,000**			

8.21 As discussed we do not recommend a need to identify land for the modest office, industrial and warehousing need because growth in these uses can be absorbed in the existing portfolio. The considerable minimum need for R&D/lab space (the 345,000 sq m) can be met from within the committed and potential supply that has been promoted to the Council.

8.22 As we refer to elsewhere, should take up be rapid and more land be required, this should either come forward as recycled land within the city (as much of the planned commitments are already), and/or on "new" land sought that is on, or as close to the city edge as possible.

8.23 The flip side is that, should the market for R&D space reduce, and sites that have been promoted for this use are no longer be required, some of these sites, especially those located away from employment clusters (possibly retail parks) could be encouraged to come forward for other uses. Residential uses in particular, (subject to satisfactorily meeting other planning requirements) would seem sensible with a view to seeking to increase in the local labour supply.

OTHER MATTERS

Affordable Workspace

8.24 The strength of Oxford's economy can make it difficult for some sectors and some types of activity to find workspace that is affordable, and this can make it very difficult for new entrants, SMEs and Social Enterprises to establish in the city. It also means that the lower value accommodation currently in the city will be 'under pressure' due to rising rents and redevelopment opportunities. While redevelopment opportunities may deliver new modern space, it is generally not at a rent affordable to those forced to exit. Where this displacement is in key sectors and activities important to an inclusive and diversified economy, there is a case for market correction through policy intervention.

8.25 The Regulation 18 Local Plan (June 2025) promotes an affordable workspace policy that identifies a schedule of sites across the city, that are actively pursuing commercial

redevelopment, and that should provide some affordable space as part of the R&D lab space to be delivered, the details of which are to be established through an affordable workspace strategy.

8.26 In the interests of supporting a diversified economy there is a logic to looking for R&D to contribute to an affordable workspace offer. There are currently big differences between R&D and general industrial/ secondary office values, and there is evidence that R&D is displacing both industrial/ light industrial and poorer quality secondary office spaces. The approach to take needs detailed consideration in terms of the level of discount and the amount and location of floorspace provision.

APPENDIX A Method for identifying past take up trends

The PPG identifies past take-up of employment land/property / property market requirements as one of the means to identify future employment floorspace need.

The Guidance does not specify data sources, and we use two – Council Local Plan monitoring data of employment use completions (both gains and losses) and historic job change by land use category that is available in timeseries from the economic forecasting houses. It is generally accepted that Council Local Plan monitoring data is the most up-to-date, transparent and reliable source available. We use Valuation Office Agency local authority level land use floorspace data to provide an overall sense test.

The first step is a data sieve to exclude any duplicate records, temporary employment use schemes or change of use within B2/B8. We also identify any 'outlier' schemes and consider if that scheme is likely to repeat and with what frequency over the plan period. We also consider Plan adoption and land allocations, as this is a major determinant of delivery.

Next, the annual floorspace completions (gross and net) are calculated for each employment land use category. We use net change to project need forward.

Consideration is then given to possible trend periods. We start by generating a range of per annum averages for (ideally) five, ten and fifteen year trend periods, the longer of which will span an economic cycle. Generally, a longer trend period is preferred because these better span economic cycles, 'evening out' the impact of any economic shocks (and booms) that did occur.

These averages are then applied to the plan period, with an allowance made to correct for over/under availability in the existing stock as at the base year, with the data for this sourced from industry provider CoStar. The floorspace is then converted to a land requirement by applying specific land use plot ratios to the totals.

The plan period floorspace / land requirement outputs are then sense checked against other data, particularly market activity to see if they are likely to be reflective of the market over the plan period. This 'sense testing' and consideration of the data and different trends is important as selection of trend periods will have a major effect on the outcome. Sense testing will identify the most appropriate trend period to be reflective of future need, and this could be a variant of the standard periods.

The method for assessing past trends in job number change is similar to that outlined above for floorspace and is derived from the historic section of the economic data.

Job change over a number of trend periods are calculated and sense tested on the market.

APPENDIX B Economic Forecast for Oxford city

	Job numbers		Change 2025-45		Change in jobs by employment activity				
SIC	2025	2045	Jobs	%	Office	R&D	Industrial	Whsing	Non-B
A : Agriculture, forestry and fishing	74	62	-11	-	0	0	0	0	-11
B : Mining and quarrying	6	3	-3	-43	0	0	0	0	-3
C : Manufacturing	4,146	2,925	-1,221	-29	0	-184	-1,037	0	0
D : Electricity, gas, steam and air conditioning supply	39	34	-5	-	0	-5	0	0	0
E : Water supply; sewerage, waste management and remediation activities	284	285	0	-	0	0	0	0	0
F : Construction	2,293	3,176	883	39	0	0	338	0	545
G : Wholesale and retail trade; repair of motor vehicles and motorcycles	10,395	11,155	760	-	0	0	24	107	630
H : Transportation and storage	2,793	3,048	255	-	0	0	0	121	134
I : Accommodation and food service activities	9,455	10,895	1,440	-	0	0	0	0	1,440
J : Information and communication	8,126	9,650	1,524	19	674	723	0	0	126
K : Financial and insurance activities	886	952	67	8	67	0	0	0	0
L : Real estate activities	1,460	1,643	183	13	183	0	0	0	0
M : Professional, scientific and technical activities	12,611	17,869	5,258	42	3,112	2,096	0	0	49
N : Administrative and support service activities	5,889	7,600	1,711	-	651	39	24	15	982
O : Public administration and defence; compulsory social security	3,456	3,422	-33	-1	-27	0	0	0	-6
P : Education	41,687	50,432	8,744	21	0	0	0	0	8,744
Q : Human health and social work activities	27,210	34,994	7,784	29	0	0	0	0	7,784
R : Arts, entertainment and recreation	2,082	2,495	413	20	0	0	0	0	413
S : Other service activities	2,638	2,938	300	11	186	0	5	0	108
T: Households as employers…	0	0	0	0	0	0	0	0	0
U: Extraterratorial….	0	0	0	0	0	0	0	0	0
TOTALS	**135,529**	**163,579**	**28,050**	**21**	**4,846**	**2,669**	**-646**	**243**	**20,937**

Nb blue text denotes sectors requiring predominately industrial floorspace,
green sectors requiring predominately warehouse/logistics floorspace and
pink sectors requiring predominantly office floorspace

The total forecast job change 2025-45 for all economic sectors sums to 28,050 a 21% increase. The right-hand set of columns show how this forecast is distributed across the land use types.

Source: Oxford Economics, April 2025

APPENDIX C SECTOR TO LAND USE MAPPING

1. Economic statistics and forecasts tell us nothing directly about employment space, because they do not classify jobs according to the type of space they occupy. Rather, the statistics split jobs into economic sectors (industries and services), according to the Standard Industrial Classification (SIC). To estimate how many jobs will be based in Research and Development / lab space (R&D),offices and industrial space, and how many in 'non-B' spaces such as retail premises, schools and hospitals, we need to translate sectors into land uses.

2. For this, we have used a method developed by the Rapleys team (formerly Stantec/PBA/RTP) over a series of employment land reviews, and tested in a large-scale study of the Yorkshire and Humber region in 20101. To our knowledge there is no other published empirical research on the relationship between activity sectors and land uses.

3. In respect of R&D space we adopt the SIC definitions identified in the February 2025 Oxford to Cambridge Science, Innovation and Technology Business Premises Study[2]. That study acknowledges that BRES does have some inconsistencies because it is reliant on survey based information and the SIC codes relate best to traditional industrial activities rather than new innovative activities associated with some forms of R&D / lab space activity. However, BRES is official published data and the best snapshot of industrial activity available. In this way we separate out R&D jobs from traditional office jobs.

4. The tables below show the sectors that are classified to R&D, offices and industrial (subdivided into manufacturing and warehousing) respectively. The names and numbers that identify each activity sector are from the UK Standard Classification of Economic Activities 2007 (SIC 2007)3. These tables aggregate the data from the finest grain 5 digit SIC level which is the base for the mapping. The reason we use the 5-digit level is that within each sector there may be activities that are industrial based and others that are R&D, office or manufacturing. Further on in this note we cite construction activity as an example of a sector containing different land use activities.

5. The Annex that follows drills down to the lowest level SIC (5-digit categories) that is used to build up to the sectors. For each of the 729 SIC 5-digit job class/subclasses we identify the appropriate employment land use. Many of the SIC classes are non-employment uses, and the Annex includes only the SICs in employment use classes. The Annex also identifies the corresponding job category in the Oxford Economics forecast data.

[1] Roger Tym & Partners with King Sturge for Yorkshire Forward, Planning for Employment Land: Translating Jobs into Land, March 2010
[2] Appendix A1 Sector SIC Definitions, Oxford to Cambridge: Science, Innovation, and Technology Business Premises Study, Feb 2025, Iceni/Carter Jonas,
[3] http://www.businessballs.com/freespecialresources/SIC-2007-explanation.pdf

Table A1 R&D / lab space sectors

Manufacturing and repairs
20200 : Manufacture of pesticides and other agrochemical products
20590 : Manufacture of other chemical products nec
21100 : Manufacture of basic pharmaceutical products
21200 : Manufacture of pharmaceutical preparations
24460 : Processing of nuclear fuel
26200 : Manufacture of computers and peripheral equipment
26511 : Manufacture of electronic instruments and appliances for measuring, testing, and navigation, except industrial process control equipment
26512 : Manufacture of electronic industrial process control equipment
26600 : Manufacture of irradiation, electromedical and electrotherapeutic equipment
26701 : Manufacture of optical precision instruments
26702 : Manufacture of photographic and cinematographic equipment
26800 : Manufacture of magnetic and optical media
27110 : Manufacture of electric motors, generators and transformers
27120 : Manufacture of electricity distribution and control apparatus
27200 : Manufacture of batteries and accumulators
27310 : Manufacture of fibre optic cables
27320 : Manufacture of other electronic and electric wires and cables
28301 : Manufacture of agricultural tractors
28302 : Manufacture of agricultural and forestry machinery (other than agricultural tractors)
29201 : Manufacture of bodies (coachwork) for motor vehicles (except caravans)
29310 : Manufacture of electrical and electronic equipment for motor vehicles
30110 : Building of ships and floating structures
30120 : Building of pleasure and sporting boats
30200 : Manufacture of railway locomotives and rolling stock
30300 : Manufacture of air and spacecraft and related machinery
30400 : Manufacture of military fighting vehicles
30910 : Manufacture of motorcycles
33120 : Repair of machinery
33130 : Repair of electronic and optical equipment
33140 : Repair of electrical equipment
33150 : Repair and maintenance of ships and boats
33160 : Repair and maintenance of aircraft and spacecraft
33200 : Installation of industrial machinery and equipment
Computer / IT/ architectural and scientific R&D/consultancy
62011 : Ready-made interactive leisure and entertainment software development
62012 : Business and domestic software development
62020 : Computer consultancy activities
62030 : Computer facilities management activities
62090 : Other information technology and computer service activities
63110 : Data processing, hosting and related activities
63120 : Web portals
71121 : Engineering design activities for industrial process and production
71122 : Engineering related scientific and technical consulting activities
71129 : Other engineering activities (not including engineering design for industrial process and production or engineering related scientific and technical consulting activities)
71200 : Technical testing and analysis
72110 : Research and experimental development on biotechnology
72190 : Other research and experimental development on natural sciences and engineering

Table A2 Office sectors

Publishing	58	Motion picture production activities
Motion picture, video and TV programme activities	59.11	Motion picture, video and TV programme production activities
	59.12	Motion picture, video and TV programme post-production activities
	59.13	Motion picture, video and TV programme distribution activities
	59.20	Sound recording and music publishing activities
Programming and broadcasting activities	60	
Computer programming, consultancy and related activities	62	*Other than those identified above as R&D*
Information service activities	63	*Other than those identified above as R&D*
Financial service activities except insurance and pension funding	64	
Insurance, reinsurance and pension funding except compulsory social security	65	
Activities auxiliary to financial services and insurance activities	66	
Real estate activities	68	
Legal and accounting activities	69	
Activities of head offices, management consultancy activities	70.	
Architectural and engineering activities, technical testing and analysis	71	*Other than those identified above as R&D*
Scientific research and development	72	*Other than those identified above as R&D*
Advertising and market research	73	
Other professional, scientific and technical activities	74	
Renting and leasing activities	77.40	Leasing of intellectual property and similar products
Employment activities (part)	78	
Security and investigation activities	80	
Office admin, office support and other business support activities	82	
Public administration and defence; compulsory social security	84.1	Administration of the State and the economic and social policy of the community
	84.3	Compulsory social security activities

Note

SIC 78, Employment Activities, covers workers employed through agencies in all activity sectors. They should be redistributed across the whole economy, both to B-class sectors and other sectors, in proportion to each sector's share of total employment

Table A3 Industrial sectors		
Manufacturing and repairs	10-33	All manufacturing - other than those identified as R&D
	95.00	Repair of computers and personal and household goods
Other industrial		
Sewage and refuse disposal	37	Sewage
	38	Waste collection, treatment and disposal activities
Construction	43.2	Electrical, plumbing and other construction installation activities
	43.3	Building completion and finishing
	43.9	Other specialised construction activities not elsewhere specified (nec)
Motor vehicle activities	45.2	Maintenance and repair of motor vehicles
	45.4	Sale, maintenance and repair of motor cycles and related parts and accessories
Employment activities (part)	78	
Warehousing		
Wholesale trade except of motor vehicles and motorcycles	46	
Freight transport by road	49.41	
Removal services	49.42	
Storage and warehousing	52.10	
Other supporting land transport activities	52.21	
Cargo handling	52.24	
Post and courier activities	53	
Packaging activities	82.92	
Employment activities (part)	78	

Note

SIC 78, Employment Activities, covers workers employed through agencies in all activity sectors. They should be redistributed across the whole economy, both to B-class sectors and other sectors, in proportion to each sector's share of total employment.

6. On a technical note, most economic forecasts show around 20-30 broad activity sectors, a much coarser-grained classification than the SIC sectors in the table above, and the 5 digit SIC level we use that is set out in the Annex below. For example, the table counts as a B-space activity only part of the Construction industry (SIC 43.2, 43.3 and 43.9), whereas forecasts typically show only Construction as a whole (SIC 43). To estimate future employment in sub-sectors such as SIC 43.2, we assume that the share of each sub-sector's employment in its 'parent' sector stays constant.

7. There are two further technical difficulties with the relationship of sectors to land uses. The first is that the line between production space (factories and workshops) and warehousing is blurred, as it is between Research and Development space and office. This is not surprising, because manufacturing and warehousing largely occupy the same kinds of buildings, many units combine both functions in proportions that vary over time, and smaller buildings are allowed to shift between the two without planning permission. R&D operatives need a mix of R&D/ lab space and office format space and need buildings that can flex over time in this respect.

8. In setting total land provision targets, therefore, factories, workshops and warehouses, should be merged into a single 'industrial' category. This should not cause any problems, because these uses operate in similar buildings and at similar employment densities, except for very large units including strategic warehousing. In areas where they form a significant part of the stock, these large units should be allowed for separately.

9. The other issue with the sector-to-land-use relationships is that some of the jobs allocated to industrial space will in fact be in offices. These jobs are probably in administration, sales and marketing functions of industrial and related businesses. A construction or plumbing business, for example, will often have an office that deals with orders, appointments, record-keeping and the like. In some cases this will be ancillary to an industrial unit and therefore not count as office space, but in other cases it will be free-standing. If the business is small, the office may be its only premises.

10. In total, the Yorkshire and Humber survey found that around one tenth of the jobs which our method allocates to industrial space (factories, workshops and warehouses) are in fact in offices. For a large area such as the region, this is too small a proportion to distort land provision targets. But in some local authority areas, especially the more highly urbanised, it is likely that the distortion is significant. Employment land reviews should aim to correct these distortions, using local knowledge to adjust the relationships shown in the tables above.

11. There are many other, place-specific factors why the sector-to-land-use relationships in the tables above may vary. For example, in some places large business units are assigned by the ONS to the wrong sector. In other places, particular sectors are untypical and do not occupy the kinds of space that one would normally expect. In one local authority area in England, for example, there are many jobs classified to Other Supporting Land Transport Activities, SIC 52.21,

which normally would occupy warehousing in the local authority area. But in this case most of the SIC 52.21 jobs relate to railway maintenance and the people concerned work all over the country, mostly outdoors.

12. Where such anomalies arise, close inspection of the numbers, combined with local knowledge, should help correct the statistics and customise the sector-to-land-use assumptions.
13. However, it is inevitable that sector-to-land-use relationships are less reliable for small than larger areas. As the Yorkshire and Humber survey illustrated, the relationships shown in our tables work very well for whole regions. But they are not reliable for individual buildings or employment areas, and will have anomalies at local authority level, but is the most detailed approach possible with published official data.
14. The Yorkshire and Humber report provides further information and advice on sector- to-land-use relationships.
15. The schedule that follows identifies the land use class for the SIC 5-digit (the finest grain SIC data) job categories.

Annex – Land use class at SIC 5-digit sector level *[see over]*

Annex - Five digit SIC sector to land use

Employment Land Use	Sector (Oxford Economics)	Industry (five digit SIC)
Manufacturing	C : Manufacturing	10110 : Processing and preserving of meat
Manufacturing	C : Manufacturing	10120 : Processing and preserving of poultry meat
Manufacturing	C : Manufacturing	10130 : Production of meat and poultry meat products
Manufacturing	C : Manufacturing	10200 : Processing and preserving of fish, crustaceans and molluscs
Manufacturing	C : Manufacturing	10310 : Processing and preserving of potatoes
Manufacturing	C : Manufacturing	10320 : Manufacture of fruit and vegetable juice
Manufacturing	C : Manufacturing	10390 : Other processing and preserving of fruit and vegetables
Manufacturing	C : Manufacturing	10410 : Manufacture of oils and fats
Manufacturing	C : Manufacturing	10420 : Manufacture of margarine and similar edible fats
Manufacturing	C : Manufacturing	10511 : Liquid milk and cream production
Manufacturing	C : Manufacturing	10512 : Butter and cheese production
Manufacturing	C : Manufacturing	10519 : Manufacture of milk products (other than liquid milk and cream, butter, cheese) nec
Manufacturing	C : Manufacturing	10520 : Manufacture of ice cream
Manufacturing	C : Manufacturing	10611 : Grain milling
Manufacturing	C : Manufacturing	10612 : Manufacture of breakfast cereals and cereals-based foods
Manufacturing	C : Manufacturing	10620 : Manufacture of starches and starch products
Manufacturing	C : Manufacturing	10710 : Manufacture of bread; manufacture of fresh pastry goods and cakes
Manufacturing	C : Manufacturing	10720 : Manufacture of rusks and biscuits; manufacture of preserved pastry goods and cakes
Manufacturing	C : Manufacturing	10730 : Manufacture of macaroni, noodles, couscous and similar farinaceous products
Manufacturing	C : Manufacturing	10810 : Manufacture of sugar
Manufacturing	C : Manufacturing	10821 : Manufacture of cocoa, and chocolate confectionery
Manufacturing	C : Manufacturing	10822 : Manufacture of sugar confectionery
Manufacturing	C : Manufacturing	10831 : Tea processing
Manufacturing	C : Manufacturing	10832 : Production of coffee and coffee substitutes
Manufacturing	C : Manufacturing	10840 : Manufacture of condiments and seasonings
Manufacturing	C : Manufacturing	10850 : Manufacture of prepared meals and dishes
Manufacturing	C : Manufacturing	10860 : Manufacture of homogenised food preparations and dietetic food
Manufacturing	C : Manufacturing	10890 : Manufacture of other food products nec
Manufacturing	C : Manufacturing	10910 : Manufacture of prepared feeds for farm animals
Manufacturing	C : Manufacturing	10920 : Manufacture of prepared pet foods
Manufacturing	C : Manufacturing	11010 : Distilling, rectifying and blending of spirits
Manufacturing	C : Manufacturing	11020 : Manufacture of wine from grape
Manufacturing	C : Manufacturing	11030 : Manufacture of cider and other fruit wines
Manufacturing	C : Manufacturing	11040 : Manufacture of other non-distilled fermented beverages
Manufacturing	C : Manufacturing	11050 : Manufacture of beer
Manufacturing	C : Manufacturing	11060 : Manufacture of malt
Manufacturing	C : Manufacturing	11070 : Manufacture of soft drinks; production of mineral waters and other bottled waters
Manufacturing	C : Manufacturing	12000 : Manufacture of tobacco products
Manufacturing	C : Manufacturing	13100 : Preparation and spinning of textile fibres
Manufacturing	C : Manufacturing	13200 : Weaving of textiles
Manufacturing	C : Manufacturing	13300 : Finishing of textiles
Manufacturing	C : Manufacturing	13910 : Manufacture of knitted and crocheted fabrics
Manufacturing	C : Manufacturing	13921 : Manufacture of soft furnishings
Manufacturing	C : Manufacturing	13922 : Manufacture of canvas goods, sacks etc
Manufacturing	C : Manufacturing	13923 : Manufacture of household textiles (other than soft furnishings of 13921)
Manufacturing	C : Manufacturing	13931 : Manufacture of woven or tufted carpets and rugs
Manufacturing	C : Manufacturing	13939 : Manufacture of carpets and rugs (other than woven or tufted) nec
Manufacturing	C : Manufacturing	13940 : Manufacture of cordage, rope, twine and netting
Manufacturing	C : Manufacturing	13950 : Manufacture of non-wovens and articles made from non-wovens, except apparel
Manufacturing	C : Manufacturing	13960 : Manufacture of other technical and industrial textiles
Manufacturing	C : Manufacturing	13990 : Manufacture of other textiles nec
Manufacturing	C : Manufacturing	14110 : Manufacture of leather clothes
Manufacturing	C : Manufacturing	14120 : Manufacture of workwear
Manufacturing	C : Manufacturing	14131 : Manufacture of men's outerwear, other than leather clothes and workwear
Manufacturing	C : Manufacturing	14132 : Manufacture of women's outerwear, other than leather clothes and workwear
Manufacturing	C : Manufacturing	14141 : Manufacture of men's underwear
Manufacturing	C : Manufacturing	14142 : Manufacture of women's underwear
Manufacturing	C : Manufacturing	14190 : Manufacture of other wearing apparel and accessories
Manufacturing	C : Manufacturing	14200 : Manufacture of articles of fur
Manufacturing	C : Manufacturing	14310 : Manufacture of knitted and crocheted hosiery
Manufacturing	C : Manufacturing	14390 : Manufacture of other knitted and crocheted apparel
Manufacturing	C : Manufacturing	15110 : Tanning and dressing of leather; dressing and dyeing of fur
Manufacturing	C : Manufacturing	15120 : Manufacture of luggage, handbags and the like, saddlery and harness
Manufacturing	C : Manufacturing	15200 : Manufacture of footwear
Manufacturing	C : Manufacturing	16100 : Sawmilling and planing of wood
Manufacturing	C : Manufacturing	16210 : Manufacture of veneer sheets and wood-based panels
Manufacturing	C : Manufacturing	16220 : Manufacture of assembled parquet floors
Manufacturing	C : Manufacturing	16230 : Manufacture of other builders' carpentry and joinery
Manufacturing	C : Manufacturing	16240 : Manufacture of wooden containers
Manufacturing	C : Manufacturing	16290 : Manufacture of other products of wood; manufacture of articles of cork, straw and plaiting materials
Manufacturing	C : Manufacturing	17110 : Manufacture of pulp
Manufacturing	C : Manufacturing	17120 : Manufacture of paper and paperboard
Manufacturing	C : Manufacturing	17211 : Manufacture of corrugated paper and paperboard; manufacture of sacks and bags of paper
Manufacturing	C : Manufacturing	17219 : Manufacture of paper and paperboard containers other than sacks and bags
Manufacturing	C : Manufacturing	17220 : Manufacture of household and sanitary goods and of toilet requisites
Manufacturing	C : Manufacturing	17230 : Manufacture of paper stationery
Manufacturing	C : Manufacturing	17240 : Manufacture of wallpaper
Manufacturing	C : Manufacturing	17290 : Manufacture of other articles of paper and paperboard
Manufacturing	C : Manufacturing	18110 : Printing of newspapers
Manufacturing	C : Manufacturing	18121 : Manufacture of printed labels
Manufacturing	C : Manufacturing	18129 : Printing (other than printing of newspapers and printing on labels and tags) nec
Manufacturing	C : Manufacturing	18130 : Pre-press and pre-media services
Manufacturing	C : Manufacturing	18140 : Binding and related services
Manufacturing	C : Manufacturing	18201 : Reproduction of sound recording
Manufacturing	C : Manufacturing	18202 : Reproduction of video recording
Manufacturing	C : Manufacturing	18203 : Reproduction of computer media
Manufacturing	C : Manufacturing	19100 : Manufacture of coke oven products
Manufacturing	C : Manufacturing	19201 : Mineral oil refining
Manufacturing	C : Manufacturing	19209 : Other treatment of petroleum products (excluding mineral oil refiningpetrochemicals manufacture)
Manufacturing	C : Manufacturing	20110 : Manufacture of industrial gases
Manufacturing	C : Manufacturing	20120 : Manufacture of dyes and pigments
Manufacturing	C : Manufacturing	20130 : Manufacture of other inorganic basic chemicals
Manufacturing	C : Manufacturing	20140 : Manufacture of other organic basic chemicals
Manufacturing	C : Manufacturing	20150 : Manufacture of fertilisers and nitrogen compounds
Manufacturing	C : Manufacturing	20160 : Manufacture of plastics in primary forms
Manufacturing	C : Manufacturing	20170 : Manufacture of synthetic rubber in primary forms
R&D	C : Manufacturing	20200 : Manufacture of pesticides and other agrochemical products
Manufacturing	C : Manufacturing	20301 : Manufacture of paints, varnishes and similar coatings, mastics and sealants
Manufacturing	C : Manufacturing	20302 : Manufacture of printing ink

Annex - Five digit SIC sector to land use

Employment Land Use	Sector (Oxford Economics)	Industry (five digit SIC)
Manufacturing	C : Manufacturing	20411 : Manufacture of soap and detergents
Manufacturing	C : Manufacturing	20412 : Manufacture of cleaning and polishing preparations
Manufacturing	C : Manufacturing	20420 : Manufacture of perfumes and toilet preparations
Manufacturing	C : Manufacturing	20510 : Manufacture of explosives
Manufacturing	C : Manufacturing	20520 : Manufacture of glues
Manufacturing	C : Manufacturing	20530 : Manufacture of essential oils
R&D	C : Manufacturing	20590 : Manufacture of other chemical products nec
Manufacturing	C : Manufacturing	20600 : Manufacture of man-made fibres
R&D	C : Manufacturing	21100 : Manufacture of basic pharmaceutical products
R&D	C : Manufacturing	21200 : Manufacture of pharmaceutical preparations
Manufacturing	C : Manufacturing	22110 : Manufacture of rubber tyres and tubes; retreading and rebuilding of rubber tyres
Manufacturing	C : Manufacturing	22190 : Manufacture of other rubber products
Manufacturing	C : Manufacturing	22210 : Manufacture of plastic plates, sheets, tubes and profiles
Manufacturing	C : Manufacturing	22220 : Manufacture of plastic packing goods
Manufacturing	C : Manufacturing	22230 : Manufacture of builders ware of plastic
Manufacturing	C : Manufacturing	22290 : Manufacture of other plastic products
Manufacturing	C : Manufacturing	23110 : Manufacture of flat glass
Manufacturing	C : Manufacturing	23120 : Shaping and processing of flat glass
Manufacturing	C : Manufacturing	23130 : Manufacture of hollow glass
Manufacturing	C : Manufacturing	23140 : Manufacture of glass fibres
Manufacturing	C : Manufacturing	23190 : Manufacture and processing of other glass, including technical glassware
Manufacturing	C : Manufacturing	23200 : Manufacture of refractory products
Manufacturing	C : Manufacturing	23310 : Manufacture of ceramic tiles and flags
Manufacturing	C : Manufacturing	23320 : Manufacture of bricks, tiles and construction products, in baked clay
Manufacturing	C : Manufacturing	23410 : Manufacture of ceramic household and ornamental articles
Manufacturing	C : Manufacturing	23420 : Manufacture of ceramic sanitary fixtures
Manufacturing	C : Manufacturing	23430 : Manufacture of ceramic insulators and insulating fittings
Manufacturing	C : Manufacturing	23440 : Manufacture of other technical ceramic products
Manufacturing	C : Manufacturing	23490 : Manufacture of other ceramic products
Manufacturing	C : Manufacturing	23510 : Manufacture of cement
Manufacturing	C : Manufacturing	23520 : Manufacture of lime and plaster
Manufacturing	C : Manufacturing	23610 : Manufacture of concrete products for construction purposes
Manufacturing	C : Manufacturing	23620 : Manufacture of plaster products for construction purposes
Manufacturing	C : Manufacturing	23630 : Manufacture of ready-mixed concrete
Manufacturing	C : Manufacturing	23640 : Manufacture of mortars
Manufacturing	C : Manufacturing	23650 : Manufacture of fibre cement
Manufacturing	C : Manufacturing	23690 : Manufacture of other articles of concrete, plaster and cement
Manufacturing	C : Manufacturing	23700 : Cutting, shaping and finishing of stone
Manufacturing	C : Manufacturing	23910 : Production of abrasive products
Manufacturing	C : Manufacturing	23990 : Manufacture of other non-metallic mineral products nec
Manufacturing	C : Manufacturing	24100 : Manufacture of basic iron and steel and of ferro-alloys
Manufacturing	C : Manufacturing	24200 : Manufacture of tubes, pipes, hollow profiles and related fittings, of steel
Manufacturing	C : Manufacturing	24310 : Cold drawing of bars
Manufacturing	C : Manufacturing	24320 : Cold rolling of narrow strip
Manufacturing	C : Manufacturing	24330 : Cold forming or folding
Manufacturing	C : Manufacturing	24340 : Cold drawing of wire
Manufacturing	C : Manufacturing	24410 : Precious metals production
Manufacturing	C : Manufacturing	24420 : Aluminium production
Manufacturing	C : Manufacturing	24430 : Lead, zinc and tin production
Manufacturing	C : Manufacturing	24440 : Copper production
Manufacturing	C : Manufacturing	24450 : Other non-ferrous metal production
R&D	C : Manufacturing	24460 : Processing of nuclear fuel
Manufacturing	C : Manufacturing	24510 : Casting of iron
Manufacturing	C : Manufacturing	24520 : Casting of steel
Manufacturing	C : Manufacturing	24530 : Casting of light metals
Manufacturing	C : Manufacturing	24540 : Casting of other non-ferrous metals
Manufacturing	C : Manufacturing	25110 : Manufacture of metal structures and parts of structures
Manufacturing	C : Manufacturing	25120 : Manufacture of doors and windows of metal
Manufacturing	C : Manufacturing	25210 : Manufacture of central heating radiators and boilers
Manufacturing	C : Manufacturing	25290 : Manufacture of other tanks, reservoirs and containers of metal
Manufacturing	C : Manufacturing	25300 : Manufacture of steam generators, except central heating hot water boilers
Manufacturing	C : Manufacturing	25400 : Manufacture of weapons and ammunition
Manufacturing	C : Manufacturing	25500 : Forging, pressing, stamping and roll-forming of metal; powder metallurgy
Manufacturing	C : Manufacturing	25610 : Treatment and coating of metals
Manufacturing	C : Manufacturing	25620 : Machining
Manufacturing	C : Manufacturing	25710 : Manufacture of cutlery
Manufacturing	C : Manufacturing	25720 : Manufacture of locks and hinges
Manufacturing	C : Manufacturing	25730 : Manufacture of tools
Manufacturing	C : Manufacturing	25910 : Manufacture of steel drums and similar containers
Manufacturing	C : Manufacturing	25920 : Manufacture of light metal packaging
Manufacturing	C : Manufacturing	25930 : Manufacture of wire products, chain and springs
Manufacturing	C : Manufacturing	25940 : Manufacture of fasteners and screw machine products
Manufacturing	C : Manufacturing	25990 : Manufacture of other fabricated metal products nec
Manufacturing	C : Manufacturing	26110 : Manufacture of electronic components
Manufacturing	C : Manufacturing	26120 : Manufacture of loaded electronic boards
R&D	C : Manufacturing	26200 : Manufacture of computers and peripheral equipment
Manufacturing	C : Manufacturing	26301 : Manufacture of telegraph and telephone apparatus and equipment
Manufacturing	C : Manufacturing	26309 : Manufacture of communication equipment (other than telegraph and telephone apparatus and equipment)
Manufacturing	C : Manufacturing	26400 : Manufacture of consumer electronics
R&D	C : Manufacturing	26511 : Manufacture of electronic instruments and appliances for measuring, testing, and navigation, except industrial process control equipment
R&D	C : Manufacturing	26512 : Manufacture of electronic industrial process control equipment
Manufacturing	C : Manufacturing	26513 : Manufacture of non-electronic instruments and appliances for measuring, testing and navigation, except industrial process control equipment
Manufacturing	C : Manufacturing	26514 : Manufacture of non-electronic industrial process control equipment
Manufacturing	C : Manufacturing	26520 : Manufacture of watches and clocks
R&D	C : Manufacturing	26600 : Manufacture of irradiation, electromedical and electrotherapeutic equipment
R&D	C : Manufacturing	26701 : Manufacture of optical precision instruments
R&D	C : Manufacturing	26702 : Manufacture of photographic and cinematographic equipment
R&D	C : Manufacturing	26800 : Manufacture of magnetic and optical media
R&D	C : Manufacturing	27110 : Manufacture of electric motors, generators and transformers
R&D	C : Manufacturing	27120 : Manufacture of electricity distribution and control apparatus
R&D	C : Manufacturing	27200 : Manufacture of batteries and accumulators
R&D	C : Manufacturing	27310 : Manufacture of fibre optic cables
R&D	C : Manufacturing	27320 : Manufacture of other electronic and electric wires and cables
Manufacturing	C : Manufacturing	27330 : Manufacture of wiring devices
Manufacturing	C : Manufacturing	27400 : Manufacture of electric lighting equipment
Manufacturing	C : Manufacturing	27510 : Manufacture of electric domestic appliances
Manufacturing	C : Manufacturing	27520 : Manufacture of non-electric domestic appliances

Annex - Five digit SIC sector to land use

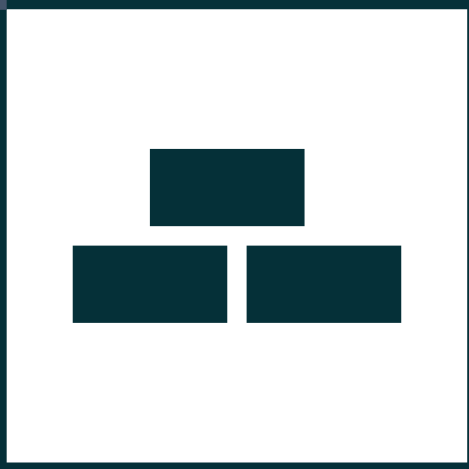
Employment Land Use	Sector (Oxford Economics)	Industry (five digit SIC)
Manufacturing	C : Manufacturing	27900 : Manufacture of other electrical equipment
Manufacturing	C : Manufacturing	28110 : Manufacture of engines and turbines, except aircraft, vehicle and cycle engines
Manufacturing	C : Manufacturing	28120 : Manufacture of fluid power equipment
Manufacturing	C : Manufacturing	28131 : Manufacture of pumps
Manufacturing	C : Manufacturing	28132 : Manufacture of compressors
Manufacturing	C : Manufacturing	28140 : Manufacture of other taps and valves
Manufacturing	C : Manufacturing	28150 : Manufacture of bearings, gears, gearing and driving elements
Manufacturing	C : Manufacturing	28210 : Manufacture of ovens, furnaces and furnace burners
Manufacturing	C : Manufacturing	28220 : Manufacture of lifting and handling equipment
Manufacturing	C : Manufacturing	28230 : Manufacture of office machinery and equipment (except computers and peripheral equipment)
Manufacturing	C : Manufacturing	28240 : Manufacture of power-driven hand tools
Manufacturing	C : Manufacturing	28250 : Manufacture of non-domestic cooling and ventilation equipment
Manufacturing	C : Manufacturing	28290 : Manufacture of other general-purpose machinery nec
R&D	C : Manufacturing	28301 : Manufacture of agricultural tractors
R&D	C : Manufacturing	28302 : Manufacture of agricultural and forestry machinery (other than agricultural tractors)
Manufacturing	C : Manufacturing	28410 : Manufacture of metal forming machinery
Manufacturing	C : Manufacturing	28490 : Manufacture of other machine tools
Manufacturing	C : Manufacturing	28910 : Manufacture of machinery for metallurgy
Manufacturing	C : Manufacturing	28921 : Manufacture of machinery for mining
Manufacturing	C : Manufacturing	28922 : Manufacture of earthmoving equipment
Manufacturing	C : Manufacturing	28923 : Manufacture of equipment for concrete crushing and screening roadworks
Manufacturing	C : Manufacturing	28930 : Manufacture of machinery for food, beverage and tobacco processing
Manufacturing	C : Manufacturing	28940 : Manufacture of machinery for textile, apparel and leather production
Manufacturing	C : Manufacturing	28950 : Manufacture of machinery for paper and paperboard production
Manufacturing	C : Manufacturing	28960 : Manufacture of plastics and rubber machinery
Manufacturing	C : Manufacturing	28990 : Manufacture of other special-purpose machinery nec
Manufacturing	C : Manufacturing	29100 : Manufacture of motor vehicles
R&D	C : Manufacturing	29201 : Manufacture of bodies (coachwork) for motor vehicles (except caravans)
Manufacturing	C : Manufacturing	29202 : Manufacture of trailers and semi-trailers
Manufacturing	C : Manufacturing	29203 : Manufacture of caravans
R&D	C : Manufacturing	29310 : Manufacture of electrical and electronic equipment for motor vehicles
Manufacturing	C : Manufacturing	29320 : Manufacture of other parts and accessories for motor vehicles
R&D	C : Manufacturing	30110 : Building of ships and floating structures
R&D	C : Manufacturing	30120 : Building of pleasure and sporting boats
R&D	C : Manufacturing	30200 : Manufacture of railway locomotives and rolling stock
R&D	C : Manufacturing	30300 : Manufacture of air and spacecraft and related machinery
R&D	C : Manufacturing	30400 : Manufacture of military fighting vehicles
R&D	C : Manufacturing	30910 : Manufacture of motorcycles
Manufacturing	C : Manufacturing	30920 : Manufacture of bicycles and invalid carriages
Manufacturing	C : Manufacturing	30990 : Manufacture of other transport equipment nec
Manufacturing	C : Manufacturing	31010 : Manufacture of office and shop furniture
Manufacturing	C : Manufacturing	31020 : Manufacture of kitchen furniture
Manufacturing	C : Manufacturing	31030 : Manufacture of mattresses
Manufacturing	C : Manufacturing	31090 : Manufacture of other furniture
Manufacturing	C : Manufacturing	32110 : Striking of coins
Manufacturing	C : Manufacturing	32120 : Manufacture of jewellery and related articles
Manufacturing	C : Manufacturing	32130 : Manufacture of imitation jewellery and related articles
Manufacturing	C : Manufacturing	32200 : Manufacture of musical instruments
Manufacturing	C : Manufacturing	32300 : Manufacture of sports goods
Manufacturing	C : Manufacturing	32401 : Manufacture of professional and arcade games and toys
Manufacturing	C : Manufacturing	32409 : Manufacture of games and toys (other than professional and arcade games and toys) nec
Manufacturing	C : Manufacturing	32500 : Manufacture of medical and dental instruments and supplies
Manufacturing	C : Manufacturing	32910 : Manufacture of brooms and brushes
Manufacturing	C : Manufacturing	32990 : Other manufacturing nec
Manufacturing	C : Manufacturing	33110 : Repair of fabricated metal products
R&D	C : Manufacturing	33120 : Repair of machinery
R&D	C : Manufacturing	33130 : Repair of electronic and optical equipment
R&D	C : Manufacturing	33140 : Repair of electrical equipment
R&D	C : Manufacturing	33150 : Repair and maintenance of ships and boats
R&D	C : Manufacturing	33160 : Repair and maintenance of aircraft and spacecraft
Manufacturing	C : Manufacturing	33170 : Repair and maintenance of other transport equipment
Manufacturing	C : Manufacturing	33190 : Repair of other equipment
R&D	C : Manufacturing	33200 : Installation of industrial machinery and equipment
Industrial	E : Water supply; sewerage, waste management and remediation activities	37000 : Sewerage
Industrial	E : Water supply; sewerage, waste management and remediation activities	38110 : Collection of non-hazardous waste
Industrial	E : Water supply; sewerage, waste management and remediation activities	38120 : Collection of hazardous waste
Industrial	E : Water supply; sewerage, waste management and remediation activities	38210 : Treatment and disposal of non-hazardous waste
Industrial	E : Water supply; sewerage, waste management and remediation activities	38220 : Treatment and disposal of hazardous waste
Industrial	E : Water supply; sewerage, waste management and remediation activities	38310 : Dismantling of wrecks
Industrial	E : Water supply; sewerage, waste management and remediation activities	38320 : Recovery of sorted materials
Industrial	F : Construction	43210 : Electrical installation
Industrial	F : Construction	43220 : Plumbing, heat and air-conditioning installation
Industrial	F : Construction	43290 : Other construction installation
Industrial	F : Construction	43310 : Plastering
Industrial	F : Construction	43320 : Joinery installation
Industrial	F : Construction	43330 : Floor and wall covering
Industrial	F : Construction	43341 : Painting
Industrial	F : Construction	43342 : Glazing
Industrial	F : Construction	43390 : Other building completion and finishing
Industrial	F : Construction	43910 : Roofing activities
Industrial	F : Construction	43991 : Scaffold erection
Industrial	F : Construction	43999 : Specialised construction activities (other than scaffold erection) nec
Industrial	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	45200 : Maintenance and repair of motor vehicles
Industrial	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	45400 : Sale, maintenance and repair of motorcycles and related parts and accessories
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46110 : Agents involved in the sale of agricultural raw materials, live animals, textile raw materials and semi-finished goods
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46120 : Agents involved in the sale of fuels, ores, metals and industrial chemicals
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46130 : Agents involved in the sale of timber and building materials
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46140 : Agents involved in the sale of machinery, industrial equipment, ships and aircraft
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46150 : Agents involved in the sale of furniture, household goods, hardware and ironmongery
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46160 : Agents involved in the sale of textiles, clothing, fur, footwear and leather goods
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46170 : Agents involved in the sale of food, beverages and tobacco
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46180 : Agents specialised in the sale of other particular products
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46190 : Agents involved in the sale of a variety of goods
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46210 : Wholesale of grain, unmanufactured tobacco, seeds and animal feeds
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46220 : Wholesale of flowers and plants
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46230 : Wholesale of live animals
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46240 : Wholesale of hides, skins and leather
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46310 : Wholesale of fruit and vegetables

Annex - Five digit SIC sector to land use

Employment Land Use	Sector (Oxford Economics)	Industry (five digit SIC)
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46320 : Wholesale of meat and meat products
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46330 : Wholesale of dairy products, eggs and edible oils and fats
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46341 : Wholesale of fruit and vegetable juices, mineral waters and soft drinks
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46342 : Wholesale of wine, beer, spirits and other alcoholic beverages
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46350 : Wholesale of tobacco products
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46360 : Wholesale of sugar and chocolate and sugar confectionery
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46370 : Wholesale of coffee, tea, cocoa and spices
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46380 : Wholesale of other food, including fish, crustaceans and molluscs
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46390 : Non-specialised wholesale of food, beverages and tobacco
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46410 : Wholesale of textiles
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46420 : Wholesale of clothing and footwear
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46431 : Wholesale of gramophone records, audio tapes, compact discs and video tapes and of the equipment on which these are played
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46439 : Wholesale of radio and television goods and of electrical household appliances (other than of gramophone records, audio tapes, compact discs and video tapes and the equipment on which these are played) n.e.c.
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46440 : Wholesale of china and glassware and cleaning materials
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46450 : Wholesale of perfume and cosmetics
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46460 : Wholesale of pharmaceutical goods
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46470 : Wholesale of furniture, carpets and lighting equipment
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46480 : Wholesale of watches and jewellery
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46491 : Wholesale of musical instruments
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46499 : Wholesale of household goods (other than musical instruments) nec
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46510 : Wholesale of computers, computer peripheral equipment and software
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46520 : Wholesale of electronic and telecommunications equipment and parts
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46610 : Wholesale of agricultural machinery, equipment and supplies
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46620 : Wholesale of machine tools
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46630 : Wholesale of mining, construction and civil engineering machinery
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46640 : Wholesale of machinery for the textile industry and of sewing and knitting machines
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46650 : Wholesale of office furniture
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46660 : Wholesale of other office machinery and equipment
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46690 : Wholesale of other machinery and equipment
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46711 : Wholesale of petroleum and petroleum products
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46719 : Wholesale of fuels and related products (other than petroleum and petroleum products)
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46720 : Wholesale of metals and metal ores
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46730 : Wholesale of wood, construction materials and sanitary equipment
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46740 : Wholesale of hardware, plumbing and heating equipment and supplies
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46750 : Wholesale of chemical products
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46760 : Wholesale of other intermediate products
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46770 : Wholesale of waste and scrap
Warehouse	G : Wholesale and retail trade; repair of motor vehicles and motorcycles	46900 : Non-specialised wholesale trade
Warehouse	H : Transportation and storage	49410 : Freight transport by road
Warehouse	H : Transportation and storage	49420 : Removal services
Warehouse	H : Transportation and storage	52101 : Operation of warehousing and storage facilities for water transport activities of division 50
Warehouse	H : Transportation and storage	52102 : Operation of warehousing and storage facilities for air transport activities of division 51
Warehouse	H : Transportation and storage	52103 : Operation of warehousing and storage facilities for land transport activities of division 49
Warehouse	H : Transportation and storage	52211 : Operation of rail freight terminals
Warehouse	H : Transportation and storage	52212 : Operation of rail passenger facilities at railway stations
Warehouse	H : Transportation and storage	52213 : Operation of bus and coach passenger facilities at bus and coach stations
Warehouse	H : Transportation and storage	52219 : Other service activities incidental to land transportation, nec (not including operation of rail freight terminals, passenger facilities at railway stations or passenger facilities at bus and coach stations)
Warehouse	H : Transportation and storage	52241 : Cargo handling for water transport activities of division 50
Warehouse	H : Transportation and storage	52242 : Cargo handling for air transport activities of division 51
Warehouse	H : Transportation and storage	52243 : Cargo handling for land transport activities of division 49
Warehouse	H : Transportation and storage	53100 : Postal activities under universal service obligation
Warehouse	H : Transportation and storage	53201 : Licensed Carriers
Warehouse	H : Transportation and storage	53202 : Unlicensed Carriers
Office	J : Information and communication	58110 : Book publishing
Office	J : Information and communication	58120 : Publishing of directories and mailing lists
Office	J : Information and communication	58130 : Publishing of newspapers
Office	J : Information and communication	58141 : Publishing of learned journals
Office	J : Information and communication	58142 : Publishing of consumer, business and professional journals and periodicals
Office	J : Information and communication	58190 : Other publishing activities
Office	J : Information and communication	59111 : Motion picture production activities
Office	J : Information and communication	59112 : Video production activities
Office	J : Information and communication	59113 : Television programme production activities
Office	J : Information and communication	59120 : Motion picture, video and television programme post-production activities
Office	J : Information and communication	59131 : Motion picture distribution activities
Office	J : Information and communication	59132 : Video distribution activities
Office	J : Information and communication	59133 : Television programme distribution activities
Office	J : Information and communication	59200 : Sound recording and music publishing activities
Office	J : Information and communication	60100 : Radio broadcasting
Office	J : Information and communication	60200 : Television programming and broadcasting activities
R&D	J : Information and communication	62011 : Ready-made interactive leisure and entertainment software development
R&D	J : Information and communication	62012 : Business and domestic software development
R&D	J : Information and communication	62020 : Computer consultancy activities
R&D	J : Information and communication	62030 : Computer facilities management activities
R&D	J : Information and communication	62090 : Other information technology and computer service activities
R&D	J : Information and communication	63110 : Data processing, hosting and related activities
R&D	J : Information and communication	63120 : Web portals
Office	J : Information and communication	63910 : News agency activities
Office	J : Information and communication	63990 : Other information service activities nec
Office	K : Financial and insurance activities	64110 : Central banking
Office	K : Financial and insurance activities	64191 : Banks
Office	K : Financial and insurance activities	64192 : Building societies
Office	K : Financial and insurance activities	64201 : Activities of agricultural holding companies
Office	K : Financial and insurance activities	64202 : Activities of production holding companies
Office	K : Financial and insurance activities	64203 : Activities of construction holding companies
Office	K : Financial and insurance activities	64204 : Activities of distribution holding companies
Office	K : Financial and insurance activities	64205 : Activities of financial services holding companies
Office	K : Financial and insurance activities	64209 : Activities of other holding companies (not including agricultural, production, construction, distribution and financial services holding companies) n.e.c
Office	K : Financial and insurance activities	64301 : Activities of investment trusts
Office	K : Financial and insurance activities	64302 : Activities of unit trusts
Office	K : Financial and insurance activities	64303 : Activities of venture and development capital companies
Office	K : Financial and insurance activities	64304 : Activities of open-ended investment companies
Office	K : Financial and insurance activities	64305 : Activities of property unit trusts
Office	K : Financial and insurance activities	64306 : Activities of real estate investment trusts
Office	K : Financial and insurance activities	64910 : Financial leasing

Annex - Five digit SIC sector to land use

Employment Land Use	Sector (Oxford Economics)	Industry (five digit SIC)
Office	K : Financial and insurance activities	64921 : Credit granting by non-deposit taking finance houses and other specialist consumer credit grantors
Office	K : Financial and insurance activities	64922 : Activities of mortgage finance companies
Office	K : Financial and insurance activities	64929 : Other credit granting (not including credit granting by non-deposit taking finance houses and other specialist consumer credit grantors and activities of mortgage finance companies) n.e.c.
Office	K : Financial and insurance activities	64991 : Security dealing on own account
Office	K : Financial and insurance activities	64992 : Factoring
Office	K : Financial and insurance activities	64999 : Other financial service activities, except insurance and pension funding, (not including security dealing on own account and factoring) n.e.c.
Office	K : Financial and insurance activities	65110 : Life insurance
Office	K : Financial and insurance activities	65120 : Non-life insurance
Office	K : Financial and insurance activities	65201 : Life reinsurance
Office	K : Financial and insurance activities	65202 : Non-life reinsurance
Office	K : Financial and insurance activities	65300 : Pension funding
Office	K : Financial and insurance activities	66110 : Administration of financial markets
Office	K : Financial and insurance activities	66120 : Security and commodity contracts brokerage
Office	K : Financial and insurance activities	66190 : Other activities auxiliary to financial services, except insurance and pension funding
Office	K : Financial and insurance activities	66210 : Risk and damage evaluation
Office	K : Financial and insurance activities	66220 : Activities of insurance agents and brokers
Office	K : Financial and insurance activities	66290 : Other activities auxiliary to insurance and pension funding
Office	K : Financial and insurance activities	66300 : Fund management activities
Office	L : Real estate activities	68100 : Buying and selling of own real estate
Office	L : Real estate activities	68201 : Renting and operating of Housing Association real estate
Office	L : Real estate activities	68202 : Letting and operating of conference and exhibition centres
Office	L : Real estate activities	68209 : Letting and operating of own or leased real estate (other than Housing Association real estate and conference and exhibition services) n.e.c.
Office	L : Real estate activities	68310 : Real estate agencies
Office	L : Real estate activities	68320 : Management of real estate on a fee or contract basis
Office	M : Professional, scientific and technical activities	69101 : Barristers at law
Office	M : Professional, scientific and technical activities	69102 : Solicitors
Office	M : Professional, scientific and technical activities	69109 : Activities of patent and copyright agents; other legal activities (other than those of barristers and solicitors) nec
Office	M : Professional, scientific and technical activities	69201 : Accounting, and auditing activities
Office	M : Professional, scientific and technical activities	69202 : Bookkeeping activities
Office	M : Professional, scientific and technical activities	69203 : Tax consultancy
Office	M : Professional, scientific and technical activities	70100 : Activities of head offices
Office	M : Professional, scientific and technical activities	70210 : Public relations and communication activities
Office	M : Professional, scientific and technical activities	70221 : Financial management
Office	M : Professional, scientific and technical activities	70229 : Management consultancy activities (other than financial management)
Office	M : Professional, scientific and technical activities	71111 : Architectural activities
Office	M : Professional, scientific and technical activities	71112 : Urban planning and landscape architectural activities
R&D	M : Professional, scientific and technical activities	71121 : Engineering design activities for industrial process and production
R&D	M : Professional, scientific and technical activities	71122 : Engineering related scientific and technical consulting activities
R&D	M : Professional, scientific and technical activities	71129 : Other engineering activities (not including engineering design for industrial process and production or engineering related scientific and technical consulting activities)
R&D	M : Professional, scientific and technical activities	71200 : Technical testing and analysis
R&D	M : Professional, scientific and technical activities	72110 : Research and experimental development on biotechnology
R&D	M : Professional, scientific and technical activities	72190 : Other research and experimental development on natural sciences and engineering
Office	M : Professional, scientific and technical activities	72200 : Research and experimental development on social sciences and humanities
Office	M : Professional, scientific and technical activities	73110 : Advertising agencies
Office	M : Professional, scientific and technical activities	73120 : Media representation
Office	M : Professional, scientific and technical activities	73200 : Market research and public opinion polling
Office	M : Professional, scientific and technical activities	74300 : Translation and interpretation activities
Office	M : Professional, scientific and technical activities	74901 : Environmental consulting activities
Office	M : Professional, scientific and technical activities	74902 : Quantity surveying activities
Office	M : Professional, scientific and technical activities	74909 : Other professional, scientific and technical activities (not including environmental consultancy or quantity surveying)
Office	N : Administrative and support service activities	77400 : Leasing of intellectual property and similar products, except copyrighted works
Office	N : Administrative and support service activities	78101 : Motion picture, television and other theatrical casting
Office	N : Administrative and support service activities	78109 : Activities of employment placement agencies (other than motion picture, television and other theatrical casting) nec
Office	N : Administrative and support service activities	78200 : Temporary employment agency activities adjusted
Office	N : Administrative and support service activities	78300 : Other human resources provision
Office	N : Administrative and support service activities	80100 : Private security activities
Office	N : Administrative and support service activities	80200 : Security systems service activities
Office	N : Administrative and support service activities	80300 : Investigation activities
Office	N : Administrative and support service activities	82110 : Combined office administrative service activities
Office	N : Administrative and support service activities	82190 : Photocopying, document preparation and other specialised office support activities
Office	N : Administrative and support service activities	82200 : Activities of call centres
Office	N : Administrative and support service activities	82301 : Activities of exhibition and fair organizers
Office	N : Administrative and support service activities	82302 : Activities of conference organizers
Office	N : Administrative and support service activities	82911 : Activities of collection agencies
Office	N : Administrative and support service activities	82912 : Activities of credit bureaus
Warehouse	N : Administrative and support service activities	82920 : Packaging activities
Office	N : Administrative and support service activities	82990 : Other business support service activities nec
Office	O : Public administration and defence; compulsory social security	84110 : General public administration activities
Office	O : Public administration and defence; compulsory social security	84120 : Regulation of the activities of providing health care, education, cultural services and other social services, excluding social security
Office	O : Public administration and defence; compulsory social security	84130 : Regulation of and contribution to more efficient operation of businesses
Office	O : Public administration and defence; compulsory social security	84210 : Foreign affairs
Office	O : Public administration and defence; compulsory social security	84300 : Compulsory social security activities
Office	S : Other service activities	94110 : Activities of business and employers membership organisations
Office	S : Other service activities	94120 : Activities of professional membership organisations
Office	S : Other service activities	94200 : Activities of trade unions
Office	S : Other service activities	94910 : Activities of religious organisations
Office	S : Other service activities	94920 : Activities of political organisations
Office	S : Other service activities	94990 : Activities of other membership organisations nec
Industrial	S : Other service activities	95110 : Repair of computers and peripheral equipment
Industrial	S : Other service activities	95120 : Repair of communication equipment
Industrial	S : Other service activities	95210 : Repair of consumer electronics
Industrial	S : Other service activities	95220 : Repair of household appliances and home and garden equipment
Industrial	S : Other service activities	95230 : Repair of footwear and leather goods
Industrial	S : Other service activities	95240 : Repair of furniture and home furnishings
Industrial	S : Other service activities	95250 : Repair of watches, clocks and jewellery
Industrial	S : Other service activities	95290 : Repair of other personal and household goods



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