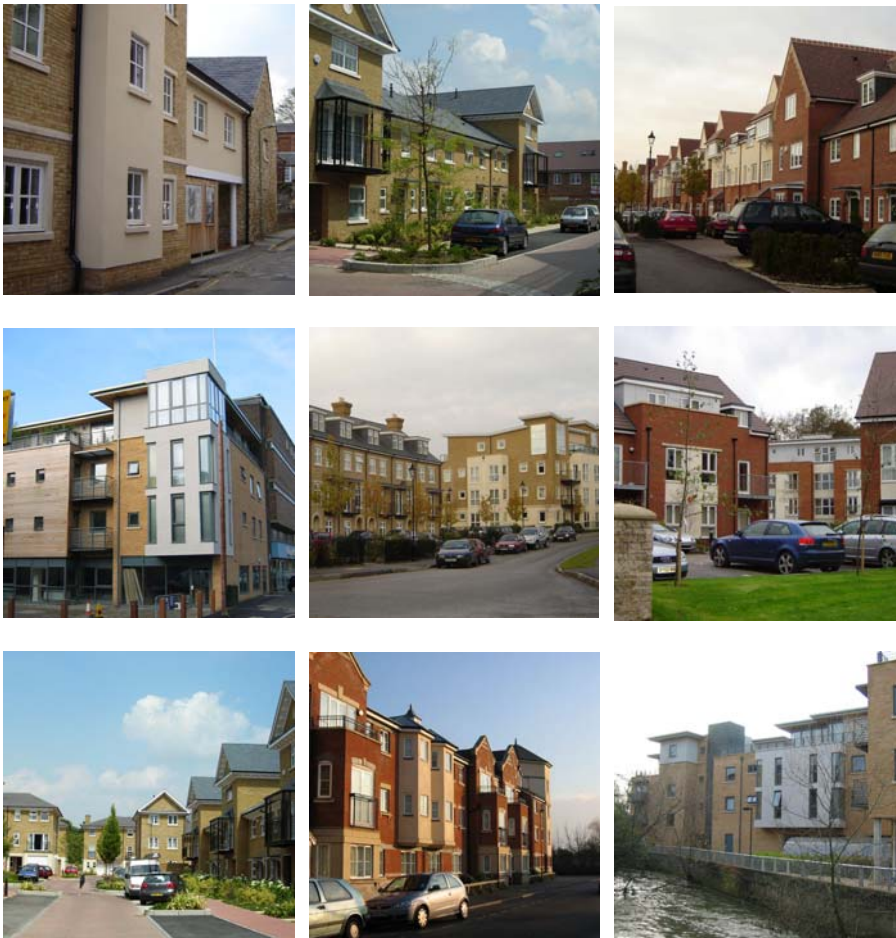


Oxford City Council

Balance of Dwellings

Supplementary Planning Document



January 2008



This SPD was adopted at the Council meeting on 21st January 2008 and is available for downloading at www.oxford.gov.uk/spd

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1. Bookbinders Court, Oxford
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INTRODUCTION

1. Oxford, like many other cities in the UK, is experiencing a housing crisis. Not only is the need for housing far greater than the supply, but the new housing that is being developed is mainly small one- and two-bedroom flats. The continuation of this trend over a number of years will lead to a mismatch between need and supply.
2. In 2005/06, for example, of the 896 units built, 92% were one- and two-bed flats. At the same time 85 family houses were lost to redevelopment, including conversions to flats. If this trend continues for ten years, at the annual rate of building 433 homes per year (adopted Oxford Local Plan Policy HS.8) Oxford would grow by 4,330 units, but 3,980 would be flats.
3. This trend started as a result of the increase in smaller households and the encouragement in national guidance (PPG3) of higher densities. Clearly this trend is no longer sustainable.
4. The adopted Oxford Local Plan 2001-2016 (OLP)¹ includes a policy for the provision of a balanced mix of housing types and sizes. The purpose of this Supplementary Planning Document (SPD) is to advise developers how the City Council will apply this policy. The OLP is part of the Local Development Framework (LDF) and so this SPD also represents part of the LDF.
5. The vision for the Core Strategy, as part of Oxford's LDF, includes a spatial objective to "ensure an appropriate mix of housing tenures, types and sizes to meet existing needs and future population growth as far as possible".
6. The Government's key housing policy goal, set out in Planning Policy Statement 3: Housing (PPS3)², is "to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live".
7. The City Council advises developers who are proposing residential or mixed-use development or conversions to contact the City Council planning

department to discuss their proposals before making a planning application.

Planning context

National

8. Planning Policy Statement 1: Delivering Sustainable Development (PPS1)³ emphasises the importance of sustainable development as one of the Government's key objectives. It is seen as "the core principle underpinning planning". It should be delivered by promoting a just society that places importance on 'social inclusion' and the creation of 'sustainable communities'.
9. PPS3 encourages the development of mixed and inclusive communities, which offer a choice of housing styles and types. It regards a range of housing provision as essential in achieving balanced sustainable communities.
10. Local authorities are expected to "secure an appropriate mix of dwelling size, type and affordability in both new developments and conversions to meet the changing composition of households in their area in the light of the likely assessed need".
11. The advice recognises the need for LDFs to take account of particular local circumstances to achieve mixed communities that reflect a balance between different household types.
12. PPS3 encourages local authorities to be proactive towards housing provision, its management and delivery. It recognises that an appropriate mix of housing for large and small schemes is desirable in both market and affordable housing to achieve sustainable, inclusive, and mixed communities.

¹ Oxford Local Plan 2001-2016 Oxford City Council

² Planning Policy Statement 3: Housing (2007) DCLG

³ Planning Policy Statement 1: Delivering Sustainable Development 2005 (DCLG)

13. PPS3 gives useful advice on how to achieve sustainable communities. This requires choice in terms of the mix and type of housing available. It recognises the need to provide for a mix of different households, such as families, single people and older people.
14. Assessments need to take account of current and future demographic trends, and the profiles and accommodation requirements of specific groups. Developers are encouraged to bring forward proposals for market housing that reflect demand and the profile of households and will sustain mixed communities.
15. PPS3 advice relates to large strategic sites and smaller sites. Development on larger sites needs to reflect the proportion of households that require market and affordable housing and an appropriate mix of households, tenure and price. On smaller sites the mix should take account of household demand and also the existing mix of housing in the locality.

Regional

16. The Draft South East Plan (Regional Spatial Strategy)⁴ requires housing provision to be appropriate and meet the needs of the community. The Plan seeks the provision of a range of housing types, sizes and tenures to reflect the differing needs and circumstances of differing types of households.

Local Plan

17. The OLP was adopted on 11 November 2005. Policy HS.8, set out in Appendix 1, seeks to achieve an appropriate mix of dwellings for new residential developments to ensure a balanced distribution of dwelling types within the site and in each locality.

18. The OLP policies are saved through the Local Development Scheme. This SPD seeks only to give further guidance and advice on this policy within the OLP. It is, however written in the light of current national and regional guidance.

Pressures on Oxford

19. The South East continues to be the most prosperous region outside London. Oxford has experienced a booming housing market with rising house prices, comparable to London. This has led to market housing becoming more scarce and expensive, and has limited the supply of affordable housing. It has caused problems for existing residents wanting to relocate within their local community, and for younger people wanting to buy in Oxford.
20. Oxford is a key centre for education, being home to Oxford University and Brookes University. So the proportion of students in Oxford is very high, which adds further pressure to the housing market. There are some 26,600 full-time students in Oxford, according to the 2001 Census⁵. While policies seek to encourage the provision of more purpose-built student accommodation on the universities' own land, this does not meet all demand.
21. There are many houses in multiple occupation (HMOs) in Oxford. A HMO is defined as a building containing rooms occupied as separate units of accommodation by individual households that share a kitchen or bathroom facilities. The City Council is aware of just over 2,000 HMOs, but the total may be nearer 5,000.
22. Many parts of Oxford experience significant on-street parking pressure. In some residential areas, Controlled Parking Zones (CPZs) have been introduced, or are proposed, partly or mainly to reduce parking pressure for residents. In recognition of these pressures, new development in CPZ areas often carries no right to residents' and visitors' permits. However, this can lead to pressure for more off-street parking, for example by converting front gardens to parking space.

⁴ Draft South East Plan (RSS) March 2006 SEERA

⁵ Census 2001 (Office National Statistics)

EVIDENCE BASE AND PROPOSED APPROACH

23. Fordham Research has completed some detailed research on the mix of housing in Oxford⁶. It uses a range of available sources of information to assess the existing stock. The study compares population and household projections to forecast future provision if present trends continue. It proposes a 'spatial hierarchy' for the future mix of dwellings. This hierarchy comprises the City, Neighbourhood Areas and individual sites.

Existing housing and households

24. The study analysed Oxford's housing stock and the composition of households. The population profile of Oxford comprised significantly more young people (aged 16-29) and fewer middle-aged people (30-64) than in the South East as a whole. This reflects the high proportion of students in Oxford.

25. The City's tenure profile showed a more even distribution in Oxford than in the South East and the nation.

26. Almost half Oxford's housing stock was built before 1939, largely in the north-east and south-east of the area. The overall stock of market housing includes a significant proportion (48%) of three-bed homes. These are also well represented in the north-east and south-east. The stock of four-bed houses, however, is only 15%.

Table 1: Dwelling stock supply

Dwelling types	Percentage
1 bed	12%
2 bed	25%
3 bed	48%
4 bed	15%
Total	100%

Source: Balance of Dwellings Study, Fordham Research

Trends in housing supply

27. The City Council analysed outstanding permissions and completions for residential development over the five years 2001-2006. The data for the total was then split into four dwelling-size groups. This showed that the largest sites,

some 22, produced the greatest number of dwellings. The smallest category of one to three dwellings produced the second highest but from a total of 603 developments.

28. This data was also assessed by dwelling size and showed that smaller (one- and two-bed) dwellings represent a clear majority, some 75% of all the gains in market dwellings. The majority of units lost (79%) are larger (three- and four-bed) units. In regard to the type of units produced, most were two-bed units, closely followed by one-bed units.

29. This evidence confirms the trend that smaller units represent the vast majority of new developments, and if net losses were taken into account the figure would be even higher. The impact of the size of market dwellings is shown in Table 2. The proportion of three-bed dwellings coming forward represents only 11% of the total.

Table 2: Impact on size of market dwellings

Dwelling types	Gains	Losses	Net gain - no	Net gain - %
1 bed	1,241	-45	1,196	38%
2 bed	1,470	-47	1,423	45%
3 bed	554	-207	347	11%
4 bed	326	-131	195	6%
Total	3,591	430	3,161	100%

Source: Oxford City Council database of permissions.

30. On comparison by area, the north area has the most balanced profile of housing sizes, with 38% being three- or four-bed dwellings. The south-east area has the highest proportion of smaller units (94%).

31. The larger schemes of 25+ dwellings produced the most balanced profile. The smaller schemes had few family units, and those including a net loss of market dwellings even fewer. Taking dwelling losses through conversions and demolitions into account, the smaller schemes led to a net loss of family units.

⁶ Balance of Dwellings Study Fordham Research (2007)

32. The trends clearly show that more permissions are being granted for smaller units, with no net completions of three- and four-bed units in recent years. This has serious implications for the future balance of dwellings provision in Oxford. If these trends continue the stock of family-sized market dwellings will decline.

Demographic trends

33. Population trends are important to assess the impact on the future housing market. The forecast projections are based on data from the Office of National Statistics (ONS); household projections from the Department for Communities and Local Government (DCLG); and Oxfordshire County Council assessments of future population and household growth. The long-term projections show that the population in Oxford will increase from 150,100 in 2006 to 176,100 in 2026. This represents an overall rise of 26,000 people.

34. The forecast distribution of the population by age group shows that while the 0-14 group will increase by 21% to 2026, the 15-29 group will increase by only 2.3%. This group is important since it will form many new households. The largest rises are forecast in the middle to older groups. The 45-59 age group will rise by 32%, and the 60-84 group by 30%. The oldest age group (85 and over) will increase by some 44%. There is a clear shift towards the middle to older age groups.

35. The population of Oxford is forecast to rise by some 26,000 people. The average household size is expected to fall from 2.63 in 2006 to 2.38 in 2026. The number of new households created over the next 20 years represents the population increase divided by household size, resulting in an overall increase of almost 11,000 more households.

36. The household growth rate for Oxford, based on national forecasts (from DCLG), shows a higher percentage increase as compared to Oxfordshire, the South East, and England as whole. The number of households is forecast to grow by 840 a year. This greatly exceeds the Local Plan rate of 433 dwellings per year. There is a noticeable increase in one-person households, particularly among people aged 35-64 and over 65.

37. The County Council's projections go beyond the trend-based approach, and include assumptions about future housing provision. These show a 10% growth in population from 2001 to 2016 and the growth of some 500 households per year from 2006 to 2016.

Future framework

38. In seeking to achieve mixed and sustainable communities, it is important to consider the appropriate mix of dwellings required at various levels and locations. The balance of dwellings therefore reflects the strategic mix required for Oxford and the size of the individual site. The Neighbourhood Area also provides the local context for assessing the impact of the continuation of these trends on the small/medium sites. A spatial hierarchy of areas is therefore proposed, as follows:

- **City:** the strategic profile for Oxford as a whole sets the overall policy context, and indicates the appropriate mix of dwelling sizes for key areas, such as the City centre, the existing allocated sites, and those sites identified as part of the Preferred Options stage of the Core Strategy. This strategic profile will also provide guidance on the mix of dwellings for strategic documents, such as the Core Strategy, which are concerned with the spatial distribution of housing, future allocations and densities for various locations. The spatial distribution of dwellings will allow for generally higher densities in City and District centres. This would naturally influence the potential type and size of the units produced.
- **Neighbourhood Areas:** these reflect local sustainable communities. The neighbourhood is considered to be the appropriate scale to assess the impact on the local area of new residential development in the form of small units and conversions. This level of enquiry allows a detailed analysis of a range of factors, such as the level of multiple occupation; on-street parking pressure; rate of conversions; and the townscape character. These factors highlight the pressures that exist in the local neighbourhood areas. In light of these pressures it may be appropriate to consider regulating the loss of family dwellings in response to the effect of

conversions and new small units on the suburban character of the Neighbourhood Areas.

- Individual sites: these comprise a range of different sizes, where the overall mix that can be achieved depends in part on the size of the site. For example, the evidence from an analysis of recent permissions suggests that larger sites (ie. 25+) generally produce a better mix of dwelling types and sizes.

Neighbourhood areas

39. In seeking to define boundaries for sustainable communities the geography of Oxford represents the starting point. The Oxford Green Space Study⁷ considered Oxford as a collection of 'urban villages.' These 'urban villages' were used as a basis for analysis, rather than political boundaries such as wards, since they were considered to reflect how communities use open space. The study identified 16 'urban villages.' Appendix 2 gives a map showing their size and location.

40. It is important to consider the need for and effect of a balanced distribution of housing at the local neighbourhood level. While the urban-village approach provides a good geographical basis for defining sustainable communities, it does not take account of the relationship to wards. Ward boundaries are the most readily available figures produced at national level by the ONS, which help to outline a local neighbourhood profile. Wards are generally the smallest units at which additional population and household forecasting data are available.

41. Local Plan Policy HS.8, on achieving a balance of dwellings, will be used with this supplementary planning document to determine planning applications. Some of these applications are decided by councillors, elected at ward level, who sit on six Area Committees.

42. The City Council therefore considers the use of wards, or groups of wards, to be the appropriate means of defining local sustainable communities (Neighbourhood Areas).

43. These areas have their own distinctive character, defined to a large extent by their suburban residential areas. New residential developments and conversions can affect the townscape and landscape character. The significant increase in small units can affect the visual amenity of an area through, for example, the demolition of front walls to create more off-street parking. The continued increase in higher densities from smaller units could detract from the character of each local area.

44. The 'urban village' boundaries, which form the geographical basis, have then been related to the ward boundaries. By grouping wards a similar pattern emerges. This results in a total of 15 local communities, which will be referred to as Neighbourhood Areas, as shown in Appendix 3.

Traffic-light model approach

45. It is very important to retain the stock of family housing, given the relative lack of new family housing coming forward. Little new family housing is being built, and a trend to convert more family houses to small flats continues. To ensure a mixed and balanced community, family housing needs to be retained, and more should be built to allow choice.

46. This SPD seeks to identify the underlying pressures in a Neighbourhood Area, and assess the effects of continued conversions and more small units on achieving a balanced mix of housing.

47. In assessing the pressures in a neighbourhood the Council proposes to adopt a 'traffic-light' model to highlight the areas facing the greatest pressure. Each area is assessed according to a range of key indicators of pressure, such as parking pressure; proportion of properties in multiple occupation/student use; landscape character assessment; sensitivity to change; recent rate of conversions; and the stock of family properties as a proportion of the total.

48. These factors are given individual scores, which are then totalled to indicate the scale of pressure within each Neighbourhood Area. The matrix in

⁷ Oxford Green Space Study (2005) Scott Wilson

Appendix 4 presents the assessment of these key indicators.

development provided for in the adopted Local Plan is 433 dwellings per year.

49. The traffic-light model uses the total score to give a broad assessment of each respective area. The 'red' light shows areas where the pressures are intense, and therefore where family dwellings should be safeguarded and a high proportion of new family dwellings built as part of the mix for new developments.
50. The 'amber' light shows that the pressure is considerable and therefore there is a need to safeguard family dwellings and achieve a reasonable proportion of new family dwellings as part of the mix for new developments.
51. The 'green' light is where pressures are not great and therefore family dwellings need not be protected, although a slightly lower proportion is still required as part of the mix for new developments. This position will need to be monitored during the life of the SPD to ensure circumstances do not change significantly.
52. The results from the matrix are presented on a map at Appendix 5. This shows that the Neighbourhood Area facing the least pressure (green) is Blackbird Leys, while those under the most intense pressure (red) are East Oxford and St. Margaret's.
53. The Neighbourhood Areas of Headington, Risinghurst, Barton, Hinksey Park, City centre, and Jericho and Osney score amber and show strong evidence of pressures building. Littlemore, Lye Valley, Rose Hill, Marston, Summertown and Wolvercote show clear evidence of growing concern, which requires action.

Future household requirements

54. The study has assessed the implications for Oxford's future housing stock to 2026, if these current trends continue. Certain assumptions have been made to assess the potential future supply. These have included existing commitments; large and small windfalls; West End allocations; sites allocated in the Local Plan; and the identified sites emerging as preferred options for housing in the Core Strategy. The current rate of housing

55. These findings provide clear evidence that if current trends continue there will be a significant difference in the total housing stock (market and social) in 2026. The main difference would be that the proportion of three-bed dwellings would fall from 45% to 41%. The proportion of smaller units would rise correspondingly. The expected supply would deliver more two-bed units than required, and fewer family-sized units. If the heavy emphasis on two-bedroom apartment units continues, it will particularly affect the supply of three-bed units. Evidence suggests that there are sound reasons to influence the mix of dwelling sizes that are produced in Oxford over this period.
56. Table 3 compares the projected supply, if current trends continue, to the provision required:

Table 3: Supply profiles: comparing expected supply with provision required

Size	Projected supply (2006-26)	Provision required (2006-26)
1 bed	27.7%	20.9%
2 bed	42.2%	29.6%
3 bed	21.8%	43.2%
4+beds	8.4%	6.3%
<i>Total</i>	<i>100%</i>	<i>100%</i>

57. These findings suggest that the future profile requires more than twice as many three-bed units, and only about two-thirds as many two-bed units, as current trends predict. Seeking to influence the mix of dwellings in Oxford is therefore justifiable, to ensure a more balanced provision in the future.
58. The provision required for Oxford, set out in Table 3, represents the City-wide profile expressed as a percentage for each dwelling size. This City-wide profile provides the spatial context which seeks to influence the mix of dwellings in Oxford, and from which the local mix is derived.

POLICY GUIDANCE

- 59.** The evidence base shows that if current trends continue there will be a significant mismatch between need and supply. Our policy approach is therefore to influence this imbalance to include more family housing units in the future housing mix.
- 60.** The main aim of this guidance is to ensure that future housing provision promotes a balanced and mixed community in Oxford. The City-level profile is particularly important in providing an overall policy framework to achieve the appropriate strategic mix of dwellings for Oxford.
- 61.** The strategic mix of dwellings needs to reflect the spatial context set out in the adopted Local Plan and the emerging policies in the Local Development Framework (Core Strategy and Site Allocations). Of particular importance are the City and District centres, in which policies generally promote higher densities. The mix of new dwellings in the City centre is influenced by the West End Area Action Plan.
- 62.** The advice on the strategic mix for the City centre and District centres is for proposed residential developments of 10 units and above. It relates to those sites already allocated in the adopted Local Plan, windfalls and sites identified in the LDF. The dwelling mix shows a percentage range for each dwelling type.
- 63.** This allows the prospective developer a reasonable measure of flexibility in being able to choose the balance of dwelling units and the proportion of family housing required, with an allowance for smaller units, within a defined range. Where the proposed number of dwellings does not easily equate to the percentage selected, the number of units should be rounded to the nearest whole number.
- 64.** In assessing the mix of dwellings on a site that includes both affordable and market dwellings, the council will also consider the adopted Affordable Housing SPD. Where an affordable ‘family’ unit is provided this will contribute to meeting the requirement for the site as a whole.
- 65.** The Council will encourage new residential developments that provide a mix of accommodation types, particularly houses. This recognises the benefits and associated amenity space they give families.
- 66.** The evidence on recent trends, with the location, has been used to inform the dwelling profile, in terms of the proportion of particular sized units for these strategic sites. The percentage range reflects the desired mix and the overall size of the sites.
- 67.** The following tables require a strategic mix of dwellings for sites (10 units and above) in the City centre and District centres (both existing and emerging) in Oxford.

City centre

- 68.** The strategic mix for the City centre reflects the emerging policy approach for the West End Area Action Plan.
- 69.** Higher-density housing developments are historically more common in the City centre. The City centre has excellent public transport links and sites, which would be suitable for some car-free development opportunities to deliver higher-density developments. Advice in PPS3 encourages local planning authorities to make the most efficient use of land, especially in sustainable areas.
- 70.** While the Council seeks to ensure a balanced mix of dwellings across Oxford, the City centre is considered more suitable for higher-density residential developments. The proposed mix therefore promotes a greater proportion of smaller units but still requires some family accommodation.

Table 4: Mix for City centre

Dwelling types	Dwelling mix for sites of 10 and above (percentage range)	Dwellings of 1-9 units
1 bed	15-25 %	No specific mix
2 bed	40-50 %	
3 bed	20-25 %	
4+bed	10-18 %	

District centres

- 71.** The District centres (both existing and emerging) also have the potential to provide for higher densities, which would allow for a greater proportion of smaller units but at the same time encourage 'family housing'. The promotion of residential accommodation in these centres will add to their overall vitality and viability.
- 72.** The existing District centres are accessible and have good public transport links. There would also be opportunities for car-free or at least limited car-parking facilities.

Table 5: Mix for District centres

Dwelling types	Dwelling mix for sites of 10 and above (percentage range)	Dwellings of 1-9 units
1 bed	15-25 %	No specific mix
2 bed	35-50 %	
3 bed	20-30 %	
4+bed	10-20 %	

Other strategic sites

- 73.** The following table shows the strategic mix required for other areas of Oxford, which include those areas lying outside the City and District centres.
- 74.** The advice on strategic sites in suburban areas has been provided for residential developments of 25 units and above. These have been grouped according to the size of the site, with a range of percentages for each dwelling type.

Table 6: Mix for other strategic sites

Dwelling types	Sites of 25-74 dwellings (percentage range)	Sites of 75-249 dwellings (percentage range)	Sites of 250+ dwellings (percentage range)
1 bed	0-20 %	6-16 %	10-15 %
2 bed	10-35 %	20-30 %	25-30 %
3 bed	25-65 %	35-65 %	40-55 %
4+bed	5-20 %	6-17 %	10-15 %

Neighbourhood Areas

- 75.** The Neighbourhood Areas provide the framework for the detailed assessment of new residential developments, particularly windfalls, in the context of the local area. The significant growth in small units and conversions is likely to have more impact where it is evident that key indicators combine to adversely affect the locality. Appendix 5 highlights those areas under the greatest threat and those facing the least pressure.
- 76.** This advice relates to both 'large' and 'small' residential sites. Large sites (allocated and windfall) comprise schemes of between 10 and 24 units. These large sites require a mix of dwelling sizes in a percentage range.
- 77.** The smaller sites (allocated and windfall), are concerned with residential developments of between one and nine units, and require detailed consideration at the Neighbourhood Area level. This guidance relates to schemes between one and three units and four to nine units.
- 78.** In the case of residential developments of one to three units there should be no net loss of a family unit. This would allow the conversion of a dwellinghouse larger than 110 m² as originally built (or at 1 July 1948), provided that at least one of the resultant units is a three-bed home of at least 75 m². One three-bed family unit should be on the ground floor, and have access to a reasonable proportion of garden area as an amenity space; preferably this should be private space.
- 79.** Residential developments of four to nine units should comply with the mix set out in tables 7, 8, and 9.
- 80.** In those Neighbourhood Areas facing the most significant pressure (red areas), namely East Oxford and St. Margaret's, this justifies a mix of dwellings that would differ from the overall approach to reflect the extra pressure faced by these areas and to promote more 'family housing'.

'Red' areas

81. Therefore, in East Oxford and St. Margaret's Neighbourhood Areas the guidance requires the City Council to safeguard family dwellings and achieve a higher proportion of new family dwellings as part of the mix for new developments. So the following mix of dwelling types is required for large and small sites in these 'red' areas.

Table 7: Mix for 'red' areas

Dwelling types	Residential developments of 10-24 units (percentage range)	Residential developments 4-9 units (percentage range)	Residential developments 1-3 units
1 bed	0-15 %	0-30 %	No net loss of 'family units'
2 bed	5-30 %	0-50 %	
3 bed	35-75 %	45-100 %	
4+bed	10-35 %	0-50 %	

'Amber' areas

82. The 'amber' light shows that the pressure is considerable, so the Council needs to safeguard family dwellings and achieve a reasonable proportion of new family dwellings as part of the mix for new developments.

83. For the Neighbourhood Areas identified as 'amber' where underlying pressure is growing, the mix required is as follows:

Table 8: Mix for 'amber' areas

Dwelling types	Residential developments of 10-24 units (percentage range)	Residential developments 4-9 units (percentage range)	Residential developments 1-3 units
1 bed	0-20 %	0-30 %	No net loss of 'family units'
2 bed	10-35 %	0-50 %	
3 bed	30-75 %	30-100 %	
4+bed	0-35 %	0-50 %	

'Green' areas

84. The 'green' light is where the evidence of pressure is not great, so family dwellings need not be protected; but a slightly lower proportion of new family dwellings is still required as part of the mix for new developments.

Table 9: Mix for 'green' areas

Dwelling types	Residential developments of 10-24 units (percentage range)	Residential developments 4-9 units (percentage range)	Residential developments 1-3 units
1 bed	0-25 %	0-30 %	No specific target
2 bed	15-40 %	0-50 %	
3 bed	25-75 %	25-80 %	
4+bed	0-35 %	0-40 %	

Implementation and monitoring

- 85.** The implementation strategy will reflect the principles of the 'Plan, Implement, Monitor and Manage' approach. The SPD will therefore be assessed according to a range of key housing indicators regularly monitored by the City Council in the Annual Monitoring Report (AMR). These indicators include an assessment of the mix of housing, both market and affordable, completed by size and type. It is also proposed to measure the size and type of residential development being granted planning permission.
- 86.** Each indicator includes a commentary, which will critically appraise the information produced and how it relates to overall housing delivery, required targets and trajectories. It will also assess how new residential developments coming forward relate to Oxford's housing need.
- 87.** The new spatial policy framework, comprising the City, District and Neighbourhood Areas, provides an opportunity to monitor the impact of the policy guidance at each level. The amount, type and location of new residential developments in these locations can be assessed according to the mix of dwellings required by the relevant tables.
- 88.** In the case of the Neighbourhood Areas, the collection of relevant data and analysis of new developments will be used to inform and review each area in the context of the traffic-light model.
- 89.** The Annual Monitoring Report (AMR) will assess whether any planning policy document need be reviewed as a result of changes in national or regional policy.

GLOSSARY

Annual Monitoring Report (AMR)

Information on the implementation of policies in the Local Development Framework.

Census 2001

Collection of a range of statistics, including population figures, by the Office of National Statistics.

City centre

The boundary of Oxford City centre, as defined by the adopted Local Plan or subsequently replaced in the Local Development Framework.

Controlled Parking Zones (CPZ)

Areas of Oxford which are subject to street parking controls, with parking priority given to local residents. These areas are designated by the County Council as Highway Authority.

Core Strategy (DPD)

A development plan document that contains strategic policies and proposals. It forms part of the Local Development Framework.

District centre

District centre boundaries identified in the adopted Oxford Local Plan or new boundaries proposed as part of the Local Development Framework.

Family unit

Generally, family accommodation comprises a dwelling house or flat of three or more bedrooms with access to a private garden area, which provides decent residential accommodation suitable for a family.

In the context of this SPD and in relation to preventing the 'net loss of family units' (Tables 7 and 8), a family unit is a dwelling house whose size as originally built or at 1 July 1948 should not exceed 110 sqm (gross floorspace).

In relation to the creation of new flats, through either conversion a dwelling house over 110m² or new build, a flat suitable for a family should comprise a minimum of three bedrooms, a floor area of at least 75m² and access to a private garden area.

Household

Group of people either living together or wishing to do so in a residential unit.

House in Multiple Occupation (HMO)

A building containing rooms occupied as separate units of accommodation by individual households that share a kitchen or bathroom facilities.

Local Development Framework (LDF)

The LDF is replacing the previous development plan system and contains detailed policies and proposals to guide development in Oxford.

Local Development Scheme (LDS)

The LDS explains how and when Oxford City Council will be producing its LDF.

Neighbourhood Area

One or more groups of wards, which form a local sustainable community.

Oxford Local Plan 2001-2016 (OLP)

The adopted Local Plan, containing policies and proposals for Oxford, which will eventually be replaced by the Local Development Framework.

PPS1

Planning Policy Statement 1: Delivering Sustainable Development contains national advice on the importance of seeking sustainable forms of development.

PPG3

Planning Policy Guidance Note 3: Housing – now replaced by PPS3.

PPS3

Planning Policy Statement 3: Housing – contains national policies for housing.

South East Plan

Document containing planning policies for the South East region. Also known as the Regional Spatial Strategy (RSS) for the South East.

Spatial hierarchy

Ranking given according to location.

Supplementary Planning Document (SPD)

A document that supplements and elaborates on policies and proposals in development plan documents.

Traffic-light model

A means of measuring the ability of the Neighbourhood Areas to absorb more conversions or small unit development or both. The assessment is based on the cumulative impact of a range of factors, which result in a total score. The areas under the greatest pressure are highlighted as 'red' areas, while those under the least pressure are 'green' areas.

Urban village

A geographically based means of assessing how local communities in Oxford use open space.

West End Area Action Plan

A Development Plan document that sets out policies and proposals for the future regeneration of the West End Area of the City centre.

APPENDICES

1. Policy HS.8 of the Oxford Local Plan 2001-2016, adopted November 2005
2. Map of 'urban villages'
3. Proposed Neighbourhood Areas
4. Matrix showing key indicators of pressure on housing within Neighbourhood Areas
5. 'Traffic-light model' map showing the cumulative impact of pressures

APPENDIX 1 – Policy HS.8 in the Oxford Local Plan 2001-2016

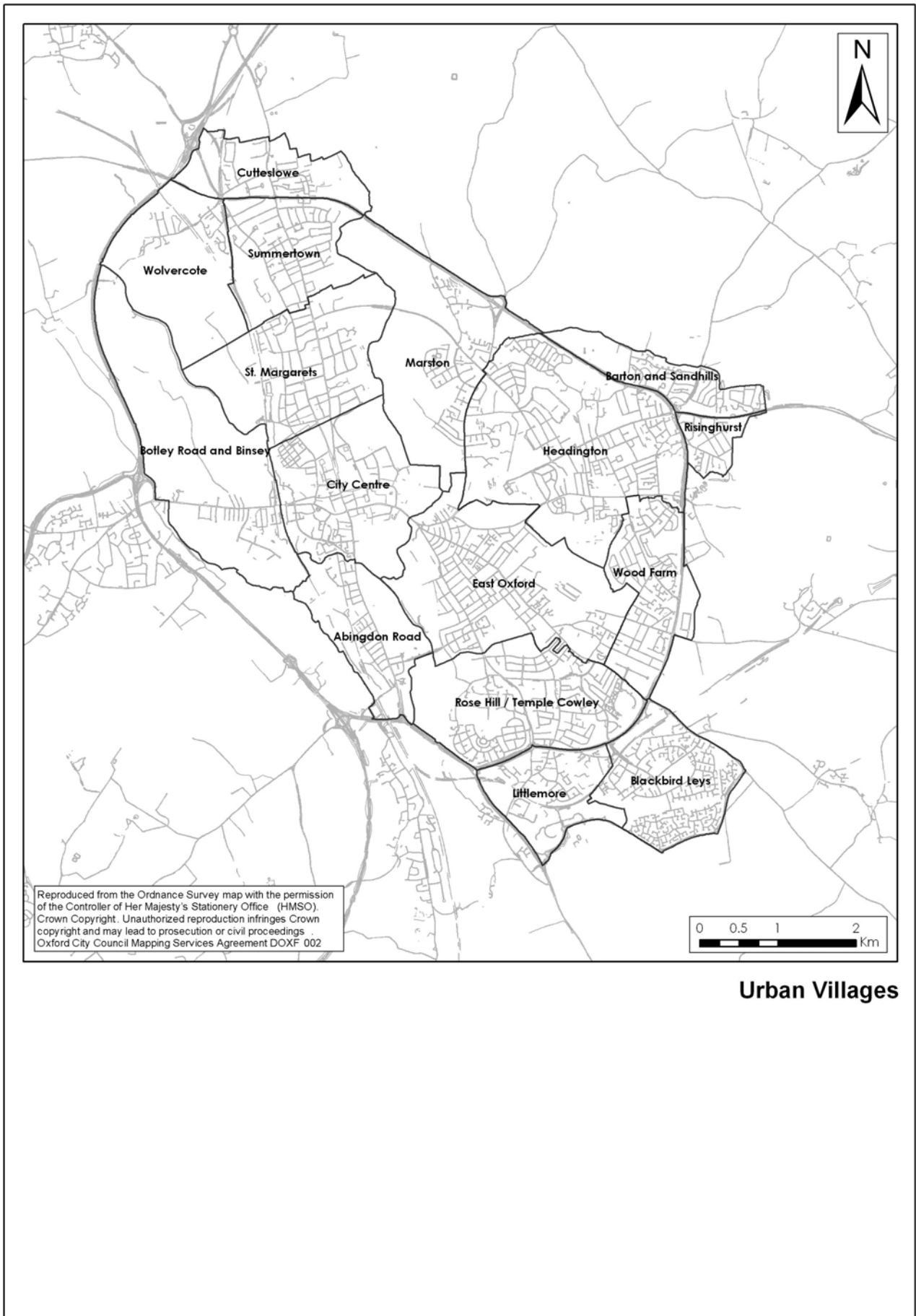
7.4 Balance of dwelling type and size

- 7.4.1 A predominance of one form of housing type in a locality may have unwelcome social effects. The City Council considers that a mix of dwelling types will help achieve social inclusion and cohesion. It believes that housing policy should cater for the whole community and that there should be no policy barrier against any size, tenure or specialist occupation of a dwelling in any locality. Furthermore, residents who wish to remain in their locality, but whose housing needs change over their lifetime, should be able to do so. The City Council may refuse permission for residential development that does not help achieve an appropriate mix of dwelling types. In addition, there should be a reasonable mix of dwelling sizes within each new development. The City Council will publish Supplementary Planning Documents and development guidelines to highlight sites, sizes of sites and localities where Policy HS.8 is likely to be critical.

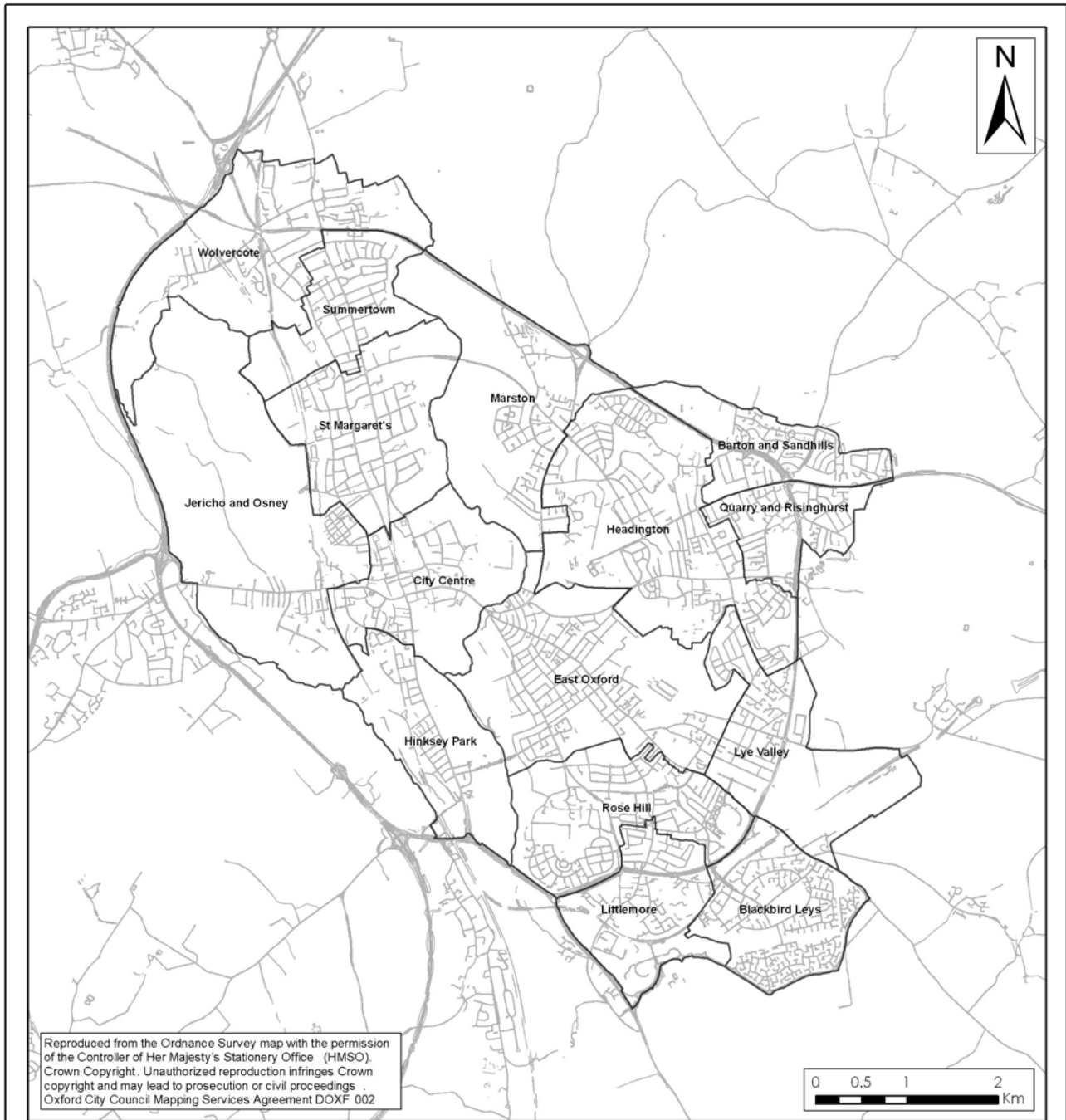
POLICY HS.8 - BALANCE OF DWELLINGS

In determining planning applications for residential development, the City Council will have regard to the local distribution of dwelling types (including size of unit, tenure, and specialist occupation) with a view to achieving a balanced and suitable distribution of dwelling types; both within the site and within each locality.

APPENDIX 2 – Map of ‘urban villages’



APPENDIX 3 – Proposed Neighbourhood Areas



Proposed Neighbourhood Areas

APPENDIX 4 – Matrix showing key indicators of pressure on housing within Neighbourhood Areas

Location	Existing stock of family dwellings 3+ beds (as a proportion of total)	Townscape/ landscape character assessment (scale 1-5)	Recent rate of new build of small units (scale 1-5)	Level of multiple occupation (HMOs) (Scale 1-5)	Assessment of parking pressure (RPZ) (Scale 1-5)	Recent rate of conversions as proportion of total (Scale 1-5)	Total score indicating scale of pressure. Highest
Lye valley	60%	Mod/Low (2)	Moderate (3)	Medium (3)	Low (2)	Moderate (3)	(13)
East Oxford	60%	High (5)	Low (2)	Very high (5)	High (5)	High (5)	(22)
Headington	64%	Mod/High (4)	Low (2)	High (4)	High (5)	Moderate (3)	(18)
Wolvercote	62%	High (5)	Very low (1)	Low (2)	Moderate (3)	Very low (1)	(12)
Summertown	53%	Moderate (3)	Low (2)	Medium (3)	High (5)	Very low (1)	(14)
St. Margaret's	47%	High (5)	High (5)	High (4)	High (5)	High (5)	(24)
Jericho & Osney	49%	Mod/High (4)	Low (2)	Medium (3)	High (5)	Low (2)	(16)
Marston	76%	Mod/High (4)	Very low (1)	Medium (3)	Medium (4)	Low (2)	(14)
City centre	30%	High (5)	Moderate (3)	Medium (3)	High (5)	Very low (1)	(17)
Hinksey Park	52%	Mod/High (4)	Moderate (3)	High (4)	High (5)	Low (2)	(18)
Rosehill	67%	Mod/High (4)	Very low (1)	Medium (3)	Very low (1)	Med/High (4)	(13)
Littlemore	66%	Mod/High (4)	Very low (1)	Very low (1)	Low (2)	Low (2)	(10)
Blackbird Leys	66%	Moderate (3)	Very low (1)	Very low (1)	Low (2)	Very low (1)	(8)
Barton and Sandhills	56%	Moderate (3)	Mod/High (4)	Very low (1)	High (5)	Low (2)	(15)
Quarry and Risinghurst	66%	Mod/High (4)	Low (2)	Low (2)	High (5)	Moderate (3)	(16)

Note for total score:

Red (score 20-24)

Amber (score 10-19)

Green (score 5–9)

APPENDIX 5 – Map showing cumulative impact of pressures

