

<b>This report is public</b>	
<b>Annual Monitoring Report (Planning) 2025</b>	
<b>Committee</b>	Executive
<b>Date of Committee</b>	2 December 2025
<b>Portfolio Holder presenting the report</b>	Portfolio Holder for Planning and Development Management, Councillor Jean Conway
<b>Date Portfolio Holder agreed report</b>	10 November 2025
<b>Report of</b>	Assistant Director Planning, David Peckford

## **Purpose of report**

To seek approval for publication the 2025 Annual Monitoring Report (AMR) which includes a five-year housing land supply update (as at 31 October 2025).

To seek approval of the accompanying updates to the Local Plan's Infrastructure Delivery Plan and Brownfield Land Register update (December 2025).

To seek approval of the Regulation 10A review of the adopted policies in the Cherwell Local Plan 2011 – 2031 (Part 1) Partial Review – Oxford's Unmet Housing Need. (The Partial Review).

## **1. Recommendations**

The Executive resolves:

- 1.1 To approve the 2025 Annual Monitoring Report (AMR) presented at Appendix 1 including a Housing Land Supply Statement and 2024/25 Infrastructure Delivery Plan update for publication.
- 1.2 To approve the 2024/25 Brownfield Land Register presented at Appendix 2 be approved for publication.
- 1.3 To approve the review of the adopted policies in the Cherwell Local Plan 2011 – 2031 (Part 1) Partial Review – Oxford's Unmet Housing Need under Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 presented at Appendix 3 be approved.
- 1.4 To authorise the Assistant Director Planning to approve the final presentation of the AMR and Brownfield Land Register and to make any necessary minor administrative amendments and corrections to them prior to formal publication and in consultation with the Portfolio Holder for Planning and Development Management.

## 2. Executive Summary

- 2.1 This report seeks the Executive's approval of the 2025 Annual Monitoring Report (AMR), presented at Appendix 1, and the Brownfield Land Register presented at Appendix 2. Should these factual documents be approved, they will then be made publicly available on the Council's website.
- 2.2 In addition, this report seeks approval of the Regulation 10A review of the policies in the Cherwell Local Plan 2011 – 2031 (Part 1) Partial Review – Oxford's Unmet Housing Needs (The Partial Review) presented at Appendix 3. This review is required as the Partial Review Plan is now 5-years old.

## Implications & Impact Assessments

Implications	Commentary			
<b>Finance</b>	There are no direct financial implications arising from this report. The work collecting data and preparing the AMR is met within existing budgets. There are risks of costs associated with unsuccessful refusals of planning permission upon appeal and this risk can be reduced through having a robust AMR. Kelly Wheeler, Finance Business Partner, 29 October 2025			
<b>Legal</b>	The production of a monitoring report, 5-year land supply statement, Brownfield Land Register, and Regulation 10A review are statutory requirements. Their availability, and that of the IDP update, also assists the Council in making informed decisions Denzil Turbervill, Head of Legal Services, 4 November 2025			
<b>Risk Management</b>	There are no identified risks arising directly as a consequence of the publication of the documents. Risks related to the 5-year housing land supply are managed and reported quarterly through the Leadership Risk Register. Celia Prado-Teeling, Performance Team Leader, 3 November 2025			
Impact Assessments	Positive	Neutral	Negative	
<b>Equality Impact</b>		X		This report in itself makes no recommendations for change in policy but recommends publication of the Annual Monitoring Report. The recommendations do not raise equalities or inclusion implications. Equalities Impact Assessments will be undertaken as an integral part of the preparation of the Local Plan Review 2042. Celia Prado-Teeling, Performance Team Leader, 3 November 2025
<b>A</b> Are there any aspects of the proposed decision,				N/A

including how it is delivered or accessed, that could impact on inequality?				
<b>B</b> Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?				N/A
<b>Climate &amp; Environmental Impact</b>				N/A
<b>ICT &amp; Digital Impact</b>				N/A
<b>Data Impact</b>				N/A
<b>Procurement &amp; subsidy</b>				N/A
<b>Council Priorities</b>	All priorities within the Vision for Lasting Change 2025 to 2030. <ul style="list-style-type: none"> <li>- Economic prosperity</li> <li>- Community leadership</li> <li>- Environmental stewardship</li> <li>- Quality housing and placemaking</li> </ul>			
<b>Human Resources</b>	N/A			
<b>Property</b>	N/A			
<b>Consultation &amp; Engagement</b>	N/A			

## Supporting Information

### 3. Background

- 3.1 The Council has a statutory obligation to produce a planning (authorities) monitoring report. An Annual Monitoring Report (AMR) has been prepared for the period 1 April 2024 to 31 March 2025 and is presented at Appendix 1 to this report.
- 3.2 The AMR presents information on development that took place or was permitted from 1 April 2024 to 31 March 2025.
- 3.3 The AMR reviews progress in preparing the Council's planning policy documents as well as assessing whether current adopted development plan policies are effective. It therefore incorporates the monitoring indicators and targets from the adopted

## Cherwell Local Plan 2011-2031 and the Cherwell Local Plan 2011-2031 (Part 1) Partial Review for Oxford's unmet needs.

- 3.4 Subject to approval, the information contained in the AMR will be used to inform policy making, planning consultation responses and in decision making on planning applications. The AMR will be made publicly available but is not subject to consultation as it is a factual update.
- 3.5 The monitoring work undertaken to prepare the AMR has also informed the preparation of a 2024/25 update to the Council's Brownfield Land Register. This is presented at Appendix 2 to this report for approval.
- 3.6 Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires that policies in local plans should be reviewed to assess whether they need updating every five years. This review process does not necessarily result in plans becoming automatically out of date but enables local planning authorities to decide whether policies (whether one or more policies or the entire plan) require updating, and if so to prepare a programme for such an update.
- 3.7 The Cherwell Local Plan 2011-2031 (Part 1) Partial Review – Oxford's Unmet Housing Need (the Partial Review) was adopted in September 2020. It is now 5-years old, and a review of its policies has therefore been carried out to ascertain whether they are up to date.

## 4. Details

- 4.1 Section 5 of the Annual Monitoring Report summarises its main monitoring results. Key findings are presented below.

### *Housing Delivery / Housing Land Supply*

- 4.2 The AMR's key findings for housing delivery include:
  - i. A total of 717 (net) housing completions were recorded in 2024/25. This is lower than the previous year which in turn was significantly lower than that recorded annually between 2015 and 2023. This slow down reflects trends across the country and is a result of a number of factors both locally and nationally. Total completions for 2011 to 2025 are 13,834 dwellings. Completions from 2015 to 2025 have been 11,780, an average of 1,178 per annum.
  - ii. There were 262 net affordable housing completions in 2024/25 secured through a Section 106 legal agreement. This is a slight decrease from 2023/24. The tenure mix was 129 affordable rent, 57 social rent and 73 shared ownership and 3 discounted market sale. However, of note is the significant rise in social rented homes delivered (only 11 in the previous year).
  - iii. 20% of the 717 homes delivered during the monitoring year were on previously developed land. Of all the homes delivered 11% were at Bicester, 57% at Banbury and 32% elsewhere.

- iv. The district cannot demonstrate a combined five-year housing land supply for Cherwell's and the district's contribution to Oxford's requirements. 6,123 homes are considered to be deliverable over the next five years equating to a 3.1-year housing land supply.

### **Housing Land Supply**

- 4.3 The national standard method for assessing housing need has been applied to the district's housing land supply calculations since February 2023 in accordance with the National Planning Policy Framework (NPPF) as the 2015 Local Plan is more than 5 years old. In December 2024 the Government revised the NPPF and the standard method. This has increased the local housing need for Cherwell from 706 homes per annum to 1113.
- 4.4 This is the fifth AMR which reports on the monitoring framework for the Partial Review of the Local Plan. To date no homes have been delivered on the sites to meet Cherwell's contribution to Oxford's unmet housing needs. Nevertheless, work towards delivery has been progressing at pace. Planning permission has been granted for PR9 (at appeal) and PR7a, and the Council has resolved to approve applications at sites PR6a, PR7b, and PR8.
- 4.5 The Council has historically monitored a separate land supply for this as set out in Policy PR12a of that Plan.
- 4.6 However, as a result of appeal decisions in 2024 and a High Court judgement a combined assessment of the district's housing land supply position must now be taken into account in considering relevant planning applications. Table 1 below presents this assessment.
- 4.7 Table 1 below sets out the land supply calculations for deliverable housing sites measured against identified need, including that for Oxford's unmet need.

**Table 1: Combined 5 Year Housing Land Supply Table at 31/10/2025**

<b>Description</b>	<b>5-year Period 2025 to 2030</b>
Combined base requirement over next 5 years plus required 5% buffers	9896
Revised Annual Requirement (over next 5 years)	1979
Deliverable Supply Over Next 5 Years	6123
<b>Total Years Supply Over next 5 Year</b>	<b>3.1</b>
Shortfall	-3773

- 4.8 The 3.1-year housing land supply only comprises supply which can be shown to be deliverable (rather than developable) over the five-year period 2025-2030. It is directly affected by the rate of delivery of housebuilders and in turn the housing market. It is also affected by the quantum of land available to develop.
- 4.9 The Housing Delivery Monitor (AMR Appendix 1) demonstrates that the district has (at 31 March 2025) outline or detailed planning permissions for 10,271 homes. The
- Cherwell District Council

Housing Delivery Monitor reviews the circumstances of deliverable and developable sites as at 31 October 2025. Total expected supply from 2025 onwards totals some 21,650 homes, not including new supply from the submission Local Plan.

- 4.10 In response to the 2024 AMR a Housing Delivery Action Plan was approved by the Executive on 10 June 2025. The Plan outlines actions officers are pursuing to improve housing delivery and achieve the requisite five-year housing land supply. The new Local Plan also seeks to establish a reliable five-year land supply position upon its adoption.

### **Housing Development in the Rural Areas**

- 4.11 Policy Villages 2 of the adopted Cherwell Local Plan 2011-2031 provides for an additional 750 dwellings at Category A villages (between 2014-2031) in addition to the rural allowance for small site 'windfalls and planning permissions as of 31 March 2014. New planning permissions at the Category A villages from 1 April 2014 and completions on those sites therefore contribute to the requirement of 750 dwellings.
- 4.12 During 2024/25 there were 64 dwellings completed at Category A Villages that contribute to the Policy Villages 2 requirement of 750 dwellings. This means that since 2014 there has now been a total of 1049 completions with a further 91 dwellings under construction but not completed at 31 March 2025. This gives a total of 1140 dwellings. There are also an additional 485 dwellings with planning permission on sites with planning permission but where construction has not yet started. The requirement to deliver 750 new dwellings at Category A villages set out in Policy Villages 2 has therefore been met and well exceeded.

### **Travelling Communities**

- 4.13 The current supply of Gypsy and Traveller pitches in Cherwell is 78. The latest Gypsy and Traveller Needs Assessment identifies a need for a further 25 pitches from 1 April 2023 to 31 March 2042. The district's expected supply which is set out in the AMR and reflected in the land supply calculation in Table 2 below.

**Table 2: Calculation of 5 Year Land Supply for Gypsy and Traveller Pitches (2024 GTAA)**

		<b>Five Year Period 2025-2030 (from 1 April 2025) (figures rounded)</b>
<b>a</b>	Plan Requirement (2023/24 to 2041/42)	25
<b>b</b>	Annual Requirement (a/19)	1.32
<b>c</b>	Requirement to date (b x 2 years)	2.64
<b>d</b>	Completions	5
<b>e</b>	Shortfall/surplus at 31/3/25 (c-d)	+2.36

<b>f</b>	Base Requirement over next 5 years (b x 5)	6.6
<b>g</b>	Base Requirement over next 5 years plus shortfall (f + e)	4.24
<b>h</b>	Revised Annual Requirement over next 5 years (g/5)	0.85
<b>i</b>	Deliverable Supply over next 5 Years	9
<b>j</b>	Total years supply over next 5 years (i/h)	10.59
<b>k</b>	Shortfall (g– i)	0

## **Employment**

4.14 The AMR's key findings on employment generating development during 2024/2025 include:

- i. Completion of 86,308 sqm of employment floorspace across the district
- ii. One recorded loss of employment land due to the demolition of buildings on the former McKay Trading Estate at Bicester.
- iii. Further delivery of employment development at Oxford Technology Park, at Bicester, including Siemens, and within the rural areas.

## **Natural Environment**

4.15 Key findings for the natural environment include:

- i. the total area of Priority Habitat in the district has increased again.
- ii. During 2024/25 51 planning applications were approved for renewable energy schemes, a decrease from 61 in 2023/24.
- iii. 78.9% of the Sites of Special Scientific Interest (SSSI) units remain in "favourable condition". This means that the habitats and features are in a healthy state and are being conserved by appropriate management.

## **Local Development Scheme**

4.16 The AMR reports on the progress in preparing the Council's planning policy documents as set out in the Local Development Scheme (LDS). The latest approved LDS is dated July 2025. The LDS contains the overall programme for the Local Plan. The Cherwell Local Plan Review 2042 was submitted to Government on 31 July 2025 and is now at examination.

## **Neighbourhood Planning**

4.17 The AMR provides the updated position on Neighbourhood Planning in Cherwell. During the monitoring year the district had six made neighbourhood plans.

## **Infrastructure Delivery Plan (IDP) Update**

- 4.18 The Infrastructure Delivery Plan (IDP) which supports the adopted Local Plans is maintained and monitored and includes updates from the County Council and other infrastructure providers. An updated 2025 IDP is included at Appendix 3 of the AMR.

#### **2024/25 Brownfield Land Register**

- 4.19 The Town and Country Planning (Brownfield Land Register) Regulations 2017 require local planning authorities to prepare and maintain a register of brownfield sites. Local planning authorities must review the register at least once within each register year. An updated Register is presented at Appendix 2.
- 4.20 The Register has been reviewed alongside the AMR to include new qualifying sites and to remove sites that are being developed.

#### **Regulation 10A review of the adopted policies in the Cherwell Local Plan 2011 – 2031 (Part1) Partial Review – Oxford's Unmet Housing Need**

- 4.21 In accordance with Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012, Local Plans must be reviewed within five years of adoption. This does not render plans automatically out of date; rather, the review enables Local Planning Authorities to determine whether one or more policies—or the entire plan—require updating. Paragraph 33 of the National Planning Policy Framework (NPPF) states that reviews should consider changing local circumstances and relevant national policy updates.
- 4.22 The Council has undertaken a Local Plan Review and submitted it for Examination. The policies of the Cherwell Local Plan 2011-2031 have also been the subject of 'Regulation 10A' reviews. The Partial Review of the Local Plan was formally adopted on 7 September 2020. Its specific purpose is to address Cherwell's share of Oxford's unmet housing need and includes policies specific to its delivery. The plan focuses development in the area extending north from Oxford to south Kidlington, and along the A44 corridor to Yarnton and Begbroke. As the Partial Review has now passed the five-year threshold, it has been the subject of a 'Regulation 10A review' (see Appendix 3).
- 4.23 Material changes in circumstance relevant to the Five-Year Review of the Partial Review (2020) include:
- Appeal decision APP/C3105/W/23/3326761 (5 March 2024), where the Inspector determined that a single housing land supply calculation for the whole district must be used, incorporating both Cherwell's own need and Oxford's unmet need.
  - New local housing need evidence in response to proposed reforms to the NPPF (July 2024) and the Oxford Local Plan 2040 Inspector's letter (September 2024) which ultimately led to the withdrawal of that Plan.
  - NPPF December 2024. Key elements of the revised framework include a revised standard method to assess housing need and the introduction of Grey Belt.
  - Cherwell Local Plan Review 2042, submitted to the Secretary of State on 31 July 2025.



- 4.24 The Regulation 10A Review (December 2025) finds that all policies remain broadly consistent with national policy and local circumstances. The only exception is Policy PR12a, which requires updating to reflect a single housing land supply position for the district.

## **5. Alternative Options and Reasons for Rejection**

- 5.1 Option 1: *Deferment to seek significant amendment of the: 2025 Annual Monitoring Report, Infrastructure Delivery Plan, Brownfield Land Register or Regulation 10A Review.*  
The documents presented comprise technical documents which would support future decision making. They have been prepared to comply with planning legislation and guidance. Professional planning judgement and legal advice has informed the policy review. Monitoring is informed by factual reporting and updating against relevant indicators and requirements, supported by data and research.
- 5.2 Option 2: *Not to approve the documents for publication*  
Production of an Authorities Monitoring Report is a statutory requirement and the AMR's wider information supports the Local Plan implementation and review. Updating the Brownfield Land Register is also a statutory requirement. The Infrastructure Delivery Plan is required to monitor and support delivery of the adopted Cherwell Local Plan 2011-2031 and its Partial Review. The Regulation 10A review is also a statutory requirement as the Partial Review Plan is now five years' old.

## **6 Conclusion and Reasons for Recommendations**

- 6.1 The Annual Monitoring Report provides important information to measure the effectiveness of planning policies and to assist policy making and development management decision making. It is the statutory mechanism for monitoring housing delivery.
- 6.2 Its most significant conclusions are that Cherwell continues to deliver homes and employment land, albeit its land supply position continues to be challenging following the outcome of a planning appeal requiring combined assessment of the positions for Cherwell's and Oxford's needs and also due to the dependency on the rate of housebuilding. Affordable housing completions have decreased slightly although significantly more social rented homes were provided. Although the district has a high level of planning permission, officers will continue to pursue the objectives of the Housing Delivery Action Plan previously approved by the Executive.
- 6.3 It is recommended that the AMR, Brownfield Land Register and Regulation 10A Review be approved for publication.

## **Decision Information**

<b>Key Decision</b>	Yes
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<b>Subject to Call in</b>	Yes
<b>If not, why not subject to call in</b>	N/A
<b>Ward(s) Affected</b>	All

## Document Information

<b>Appendices</b>	
<b>Appendix 1</b>	2025 Annual Monitoring Report, including Infrastructure Delivery Plan Update 2024.
<b>Appendix 2</b>	2025 Brownfield Land Register
<b>Appendix 3</b>	Regulation 10A Review of the Cherwell Local Plan 2011-2031- Partial Review – Oxford’s Unmet Need
<b>Background Papers</b>	None
<b>Reference Papers</b>	None
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<b>Executive Director Approval (unless Executive Director or Statutory Officer report)</b>	Ian Boll, Executive Director – Place & Regeneration 11 November 2025