

Cherwell District Council

Regulation 10A Review of Local Plan Policies

The Cherwell Local Plan 2011-2031 (Part 1)

Partial Review – Oxford's Unmet Housing Need

November 2025



Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE

1. In accordance with legislation, 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 This does not render plans automatically out of date; rather, the review enables Local Planning Authorities to determine whether one or more policies—or the entire plan—require updating.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. Guidance is provided in the Planning Practice Guidance (PPG), particularly paragraphs ID 61-062 to 070. This document constitutes the Council’s review in line with legislation, policy, and guidance.
2. The Cherwell Local Plan Part 1 Partial Review – Oxford’s Unmet Need (Partial Review) was formally adopted on 7 September 2020. It addresses 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.
3. The Council is committed to reviewing both the Partial Review and the district-wide Cherwell Local Plan Part 1 (2015) through the preparation of the Cherwell Local Plan Review 2042. This emerging plan has progressed under transitional arrangements set out in paragraph 234(a) of the 2024 NPPF and was submitted to the Secretary of State on 31 July 2025. As per paragraph 235, the plan will be examined under the December 2023 version of the NPPF¹.
4. The following are material changes in circumstance relevant to the Five-Year Review of the Partial Review (2020):
 - 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 should 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.

¹ [CLPR 2042 examination document TOP4 Housing Need](#)

5. Particular matters and information which have been considered in this review include:
 - a. Relevant legislation, policy, and guidance, including the revised housing need methodology.
 - b. The Council's 2025 Annual Monitoring Report, including Duty to Cooperate matters.
 - c. Significant recent development proposals within the Partial Review area.
 - d. Planning appeal outcomes.
 - e. Policies in made Neighbourhood Plans (none currently apply to the Partial Review area).

Conclusion of this Review

6. The Regulation 10A Review (December 2025) finds that all policies in the Partial Review 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.
7. The Cherwell Local Plan Review 2042, submitted in July 2025, is supported by robust and up-to-date evidence. It proposes retaining policies PR2–PR11 and replacing PR1, PR12a, PR12b, and PR13. The emerging plan includes an up-to-date housing trajectory (including Partial Review sites) and will be examined shortly. Minor inconsistencies between the Partial Review and the NPPF or changes in local circumstances are limited to specific policies and do not indicate that the Partial Review as a whole is out of date.

Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012

POLICY	CONSISTENCY WITH NATIONAL POLICY (NPPF December 2024)	EVIDENCE AND CHANGE IN LOCAL CIRCUMSTANCES	CONCLUSIONS
Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
PR1: Achieving Sustainable Development for Oxford's Needs	<p>The policy seeks delivery of Cherwell's apportionment of Oxford's unmet housing needs (4,400 new homes) and necessary supporting infrastructure.</p> <p>It focuses development within a defined geographic area extending north from Oxford to south Kidlington, and along the A44 corridor to Yarnton and Begbroke to be delivered within site allocations policies PR6a, PR6b, PR7a, PR7b, PR8 and PR9.</p> <p>The policy is generally consistent with the NPPF and its objectives in paragraphs 11b and paragraphs 24-28 by providing for needs that cannot be met within neighbouring areas and maintaining effective cooperation.</p> <p>The policy is generally consistent with the NPPF and its objectives in paragraph 61 of significantly boosting the supply of homes and ensuring sufficient land comes forward where it is needed.</p> <p>Paragraph 62 of the NPPF states that the housing requirement should be assessed</p>	<p>The Oxford Local Plan 2036 was adopted on 8th June 2020. Oxford City Council is now preparing a new Local Plan covering the period 2025–2045².</p> <p>This emerging Plan is being developed in accordance with the NPPF 2024 and has reached Regulation 18 stage.</p> <p>The most up to date housing requirement remains that set out in Oxford's adopted Local Plan (2016–2036).</p> <p>The most up to date position on Oxford and Cherwell's housing need is now defined by the 2024 NPPF and its revised standard method. These figures inform plan-making but do not automatically determine housing requirements, which must also reflect local constraints and strategic considerations.</p> <p>Cherwell continues to cooperate with all Oxfordshire councils and other key partners on cross boundary strategic matters. The AMR reports on this duty.</p> <p>The Cherwell Local Plan Review 2042 was submitted to the Secretary of State in July 2025, and it is supported by up to date and robust evidence on housing need including Oxford's unmet need.</p>	<p>The policy is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time. The emerging Local Plan Review 2042, submitted to the Secretary of State but not yet adopted, will replace Policy PR1 with Policy COM1: District Wide Distribution.</p>

² <https://www.oxford.gov.uk/planning-policy/local-development-scheme-lds>

POLICY	CONSISTENCY WITH NATIONAL POLICY (NPPF December 2024)	EVIDENCE AND CHANGE IN LOCAL CIRCUMSTANCES	CONCLUSIONS
Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
	<p>using the standard method in national planning practice guidance.</p> <p>Paragraph 78 of the NPPF requires local planning authorities to:</p> <p>‘identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies³⁸, or against their local housing need where the strategic policies are more than five years old³⁹.’</p> <p>In footnote 39 the NPPF explains the housing requirement in adopted strategic policies may continue to be used if the policies have been reviewed and found not to require updating.</p> <p>If found to require updating, local housing need is used as the basis for assessing whether a five-year supply of specific deliverable sites exists. It should be calculated using the standard method set out in national planning guidance.</p>	<p>Cherwell’s plan evidence on housing need submitted for the emerging Cherwell Local Plan Review 2042³ confirms that there remains an unmet need to be met and based on the current information available it is considered that the previously agreed 14,300 unmet need figure remains up to date, which is the source of the 4,400 figure in Policy PR1.</p> <p>Following the appeal decision APP/C3105/W/23/3326761 (5 March 2024), the Council calculates a single housing land supply incorporating both Cherwell’s own housing need and Oxford’s unmet need.</p> <p>The latest Cherwell Annual Monitoring Report (AMR 2025) presents the application of the standard method in Cherwell. It identifies a minimum requirement of 1979 dwellings per year of which 340 comprise Cherwell’s apportionment of Oxford’s unmet housing need.</p>	
PR2: Housing Mix, Tenure and Size	The policy sets out the requirements for the mix of housing sizes, mix of affordable housing tenure, proportion of key worker housing and opportunity for community self-build housing. The proportion of affordable	Oxford Local Plan 2036 was adopted on 8th June 2020. Oxford City Council is now preparing a new Local Plan covering the period 2025–2045.	The policy is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.

³ [CLPR 2042 examination document TOP4 Housing Need](#)

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Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
	<p>housing is set out as a requirement in site allocation policies.</p> <p>Affordable housing in Policy PR2 is defined by the NPPF.</p> <p>The policy provides for delivery of a mix of sizes of market homes to meet current and future needs and to create socially mixed and inclusive communities.</p> <p>The policy reflects the affordable housing needs and requirements in the adopted Oxford Local Plan 2036.</p> <p>The NPPF requires that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in the plan. The policy is generally consistent with the NPPF.</p>	<p>This emerging Plan is being developed in accordance with the NPPF 2024 and has reached Regulation 18 stage.</p> <p>Policy PR2 reflects Oxford’s adopted local plan 2036 policy on housing mix, tenure and size.</p> <p>The provisions in the policy enable the implementation of the policy in accordance with the current National Planning Policy Framework and up to date evidence on Oxford’s housing need and local market conditions.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary state but not yet adopted, will save Policy PR2.</p>	<p>The Cherwell Local Plan Review 2042, submitted to the Secretary state but not yet adopted, will save Policy PR2.</p>
PR3: The Oxford Green Belt	<p>This policy removed land from the Oxford Green Belt within the plan’s allocated strategic development sites: Policy PR6a, PR6b, PR7a, PR7b, PR8 and PR9.</p> <p>NPPF paragraphs 145-147 set out that exceptional circumstances are required to justify changes to Green Belt boundaries through the plan-making process. It also outlines the need to demonstrate that all other reasonable options for meeting development needs have been examined.</p>	<p>The agreed 14,300 Oxford’s unmet need figure remains up to date (see review of Policy PR1 earlier in this table).</p> <p>Policy PR3 removed sufficient land from the Oxford Green Belt to meet Cherwell’s apportionment of Oxford’s unmet need.</p> <p>The Plan’s strategic policies as listed in Policies PR1 and PR3 will be delivered within land outside of the Green Belt as shown the LPPR 2020 Policies Map.</p>	<p>The policy is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary state but not yet adopted, will save Policy PR3.</p>

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Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
	<p>Land was removed from the Green Belt following a robust examination of exceptional circumstances - as required to be demonstrated by national policy - during the examination of the Local Plan Partial Review 2020.</p> <p>The policy is generally consistent with the NPPF.</p>		
PR4a: Sustainable Transport	<p>This policy sets out the transport requirements to minimise the impact of the plan's proposals on the highway network and promote sustainable travel modes.</p> <p>The policy is generally consistent with the NPPF in particular by promoting the integration of transport and land use planning and managing growth to support sustainable travel.</p>	<p>The Policy continues to secure contributions towards the transport mitigation of development proposals and the implementation of transport proposals in the Local Transport Plan as reported in the yearly IDP Updates alongside the AMR.</p> <p>Infrastructure required in Policy PR4a remains up to date in relation to the latest Local Transport Plan (Oxfordshire Transport Connectivity Plan) and its transport strategies.</p>	<p>The policy is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary state but not yet adopted, will save Policy PR4a.</p>
PR4b: Kidlington Centre	<p>This policy supports the delivery of sustainable transport improvements on the A4260 as it crosses Kidlington and its village centre. The Policy is in general conformity with sustainable transport principles in the NPPF including identifying transport solutions that are well designed and contribute to high quality places.</p>	<p>The Policy continues to secure contributions towards the transport mitigation of development proposals and the implementation of transport proposals in the Local Transport Plan as reported in the yearly IDP Updates alongside the AMR.</p> <p>Infrastructure required in Policy PR4b remains up to date in relation to the latest Local Transport Plan (Oxfordshire Transport Connectivity Plan) and its transport strategies.</p>	<p>The policy is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary state but not</p>

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Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
			yet adopted, will save Policy PR4b.
PR5: Green Infrastructure	<p>The policy sets out the Green Infrastructure requirements to be provided in the plan's strategic allocations.</p> <p>The NPPF requires strategic policies to make provision for conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure.</p> <p>The policy is in general conformity with NPPF approach to provision of green infrastructure and providing accessible green spaces.</p>	<p>Biodiversity Net Gain requirements were introduced as part of the Environment Act in 2021. However, the council has been seeking a 10% BNG on a non-statutory basis for sites since 2019. One of the overall requirements of the Local Plan Partial Review 2020 is 'to provide a consolidated approach to green infrastructure and for the achievement of net gains in biodiversity. Policy PR5 and the plan's allocations reflect this.</p> <p>Although updating of the evidence base has been undertaken since the Plan was adopted including Cherwell's Green and Blue Infrastructure Strategy and the Oxfordshire Local Nature Recovery Strategy, Policy PR5 relates to site specific green infrastructure provision and contributions, and it is not generally affected by these changes in local circumstances.</p>	<p>The policy is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary state but not yet adopted, will save Policy PR5.</p>
Strategic site policies PR6a: Land East of Oxford Road PR6b: Land West of Oxford Road PR7a: Land South East of Kidlington	<p>These are site specific policies to deliver Cherwell's apportionment of Oxford's unmet housing need (4,400 new dwellings). The policies provide detailed requirements for their delivery including a 50% affordable housing requirement.</p> <p>The NPPF requires strategic policies to set out an overall strategy for the pattern, scale and design quality of places and make sufficient provision to meet objectively assessed needs including those that cannot be met within neighbouring areas. These are site-specific policies generally consistent with the NPPF.</p>	<p>Oxford Local Plan 2036 was adopted on 8th June 2020. Oxford City Council is now preparing a new Local Plan covering the period 2025–2045.</p> <p>This emerging Plan is being developed in accordance with the NPPF 2024 and has reached Regulation 18 stage.</p> <p>The agreed 14,300 Oxford's unmet need figure remains up to date (see review of Policy PR1 earlier in this table)</p> <p>The strategic site policies reflect Oxford's adopted local plan 2036 policy requirement for 50% affordable housing.</p>	<p>These are site-specific policies generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary of State but not yet adopted, will save Policies PR6a to PR9.</p>

POLICY	CONSISTENCY WITH NATIONAL POLICY (NPPF December 2024)	EVIDENCE AND CHANGE IN LOCAL CIRCUMSTANCES	CONCLUSIONS
Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
PR7b: Land at Stratfield Farm PR8: Land East of the A44 PR9: Land West of Yarnton		<p>The implementation of the policies including the affordable housing requirement will be in accordance with the current National Planning Policy Framework and up to date evidence on Oxford's housing need and local market conditions including any viability considerations.</p> <p>The Council's latest AMR Housing Delivery Monitor shows that all the strategic allocations except PR6b Land West of Oxford Road have either planning permission or a resolution to approve.</p> <p>The Council's latest Housing Delivery Monitor provides an up-to-date delivery trajectory informed by the planning application process and site promoters' evidence.</p> <p>PR6a-Land East of Oxford Road: Resolution to approve (23/01233/OUT)</p> <p>PR7a-Land South East of Kidlington: Outline and reserved matters approvals in place for up to 370 dwellings (22/00747/OUT, 25/00431/REM) Resolution to approve on the remainder of the site (22/03883/F)</p> <p>PR7b-Land at Stratfield Farm: Resolution to approve (22/01611/OUT)</p> <p>PR8-Land East of the A44: Resolution to approve c.1800 dwellings (22/01611/OUT) and resolution to approve up to 300 dwellings (23/03307/OUT)</p>	

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Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
		<p>PR9-Land West of Yarnton: Outline permission (21/03522)</p> <p>A Housing Allocation Scheme, jointly signed by Cherwell District Council and Oxford City Council on 30 September 2025 sets out the agreed arrangements for the allocation of affordable housing on these sites.</p>	
PR6c: Land at Frieze Farm	<p>The policy reserves Land at Frieze Farm (30 hectares) for the potential construction of a golf course should this be required as a result of the development of Land to the West of Oxford Road under Policy PR6b.</p> <p>NPPF makes specific provision in paragraph 104 for the protection of open space and sports facilities. Existing open space, sports and recreational buildings and land, including playing fields should not be built unless proposals comply with paragraph 104 requirements. Policies PR6b and PR6c reflect these requirements.</p> <p>This is a site-specific policy generally consistent with the NPPF.</p>	<p>Policy PR6b requires a programme for the submission of proposals and the development of land at Frieze Farm as a replacement golf course before development of land west of Oxford Road commences, or the submission of evidence to demonstrate that a replacement course is not required.</p> <p>This is a necessary provision in the plan to enable the delivery of site allocation PR6b- Land west of the Oxford Road.</p>	<p>The is a site-specific policy that is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time. The Cherwell Local Plan Review 2042, submitted to the Secretary of State but not yet adopted, will save Policy PR6c.</p>
PR11: Infrastructure Delivery	<p>This policy sets out the key infrastructure requirements necessary to support growth and specify that the Council will deliver infrastructure provision through on-site provision as well as planning obligations, the Community Infrastructure Levy and other</p>	<p>The Policy continues to secure contributions towards the transport mitigation of development proposals and the implementation of transport proposals in the Local Transport Plan as reported in the yearly IDP Updates alongside the AMR.</p>	<p>The is a site-specific policy that is generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time.</p>

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Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
	<p>funding streams where appropriate. The Council's Community Infrastructure Levy will be used in a targeted way to maximise benefits.</p>	<p>Infrastructure required in Policy PR4a remains up to date in relation to the latest Local Transport Plan (Oxfordshire Transport Connectivity Plan) and its transport strategies</p>	<p>The Cherwell Local Plan Review 2042, submitted to the Secretary of State but not yet adopted, will save Policy PR11.</p>
<p>Delivery and monitoring policies</p> <p>PR12a: Delivering Sites and maintaining a Housing Supply</p> <p>PR12b: Sites Not Allocated in the Partial Review</p> <p>PR13: Monitoring and Securing Delivery</p>	<p>Policies PR12a, PR12b and PR13 set out the Council's approach and requirements for monitoring and maintaining a housing supply to support Oxford's Unmet Housing Needs.</p> <p>NPPF paragraphs 78-80 require authorities to maintain a five-year supply and address under delivery.</p>	<p>The Council's 2025 Authority Monitoring Report (AMR) confirms that all strategic allocations identified in the Partial Review of the Local Plan - except PR6a: Land East of Oxford Road—have either full planning permission or a resolution to approve.</p> <p>Up to 2023, Cherwell District Council monitored and reported two separate housing land supply positions: one for Cherwell's own housing needs and one for Oxford's unmet housing need. However, following appeal decisions in 2024 and a subsequent High Court judgment, the Council now prepares a single, combined housing land supply assessment for the entire district.</p> <p>The standalone supply position for Oxford unmet need in Policies PR12a and PR12b is now superseded. The Council's AMR reflects this change by reporting a single housing land supply position in Cherwell.</p> <p>Despite this change, the AMR continues to provide transparent and detailed monitoring of sites contributing to Oxford's unmet housing need. The Housing Delivery Monitor Table within the AMR reports annually on the status and projected delivery of each site allocation, enabling clear tracking of progress.</p>	<p>These policies are generally consistent with the NPPF and local circumstances do not indicate that the policy needs updating at this time other than updating Policy PR12a to reflect a single housing land supply position for the district.</p> <p>The Cherwell Local Plan Review 2042, submitted to the Secretary of State but not yet adopted, will replace policies PR12a, PR12b and PR13.</p>

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Cherwell Local Plan Partial Review – Oxford Unmet Needs (2020)			
		Policy PR13 offers a robust monitoring framework that aligns with the NPPF supporting the Council's commitment to proactive delivery and strategic cooperation. The Council's actions, including the preparation of a Housing Delivery Action Plan ⁴ in 2025 and engagement with infrastructure providers, demonstrate its responsiveness to delivery risks and its alignment with national policy expectations.	

⁴ [Cherwell Housing Delivery Action Plan \(August 2025\)](#)