



URGENT BUSINESS AND SUPPLEMENTARY INFORMATION

Executive

2 December 2024

Agenda Item Number	Page	Title	Officer Responsible	Reason Not Included with Original Agenda
8.	Pages 3 - 66	Proposed Cherwell Local Plan 2042 <ul style="list-style-type: none"> • Appendix 6, Interim Regulation 19 Duty to Cooperate • Appendix 7, Local Housing needs Assessment Paper • Appendix 8a, Overview & Scrutiny Committee 12.11.24 decisions & minutes • Appendix 9, Proposed changes to Plan since 12.11.24 Overview & Scrutiny Committee 	Planning Policy, Conservation & Design Manager	Appendices to report published as supplements due to size of documents to facilitate access

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Interim Duty to Cooperate Statement

November 2024

Regulation 19 Draft Cherwell Local Plan Review 2042

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Statement November 2024

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1.0 Introduction

1.1 Cherwell District Council is producing a new Local Plan covering the period up to 2042. The Cherwell Local Plan Review covers the administrative area of Cherwell District only. It is not a joint plan with other authorities.

1.2 This Duty to Co-operate statement is published to support the Regulation 19 Local Plan.

1.3 It sets out how we have engaged with the required bodies and other organisations in the preparation of the draft Cherwell Local Plan under the Duty to Cooperate. We will update this statement for the Submission of the Plan.

1.4 We have engaged with the necessary prescribed bodies and other relevant organisations and stakeholders in the preparation of the draft Plan. This has been through various means including joint working, shared evidence, meetings and other partnership working.

1.5 We have also engaged under the Duty to Co-operate with our neighbouring local authorities, organisations and bodies to assist in resolving strategic matters relating to their own strategies, local plans and priorities. It is our intention to prepare Statements of Common Ground (SOCG) on these matters.

1.6 This statement will be updated subsequent to the Regulation 19 consultation to inform on-going cooperation and engagement under the Duty to Cooperate. The Council will also produce a statement of compliance to be submitted at the same time the Plan is submitted for examination.

2.0 Strategic Context

2.1 Cherwell District is situated in north Oxfordshire, in the southeast of England. It lies between London and Birmingham, immediately north of Oxford and south of Warwick / Leamington Spa. Cherwell District is within a two-tier area, with Oxfordshire County Council providing public services such as education, highways and social services.

2.2 Cherwell covers an area of approximately 228 square miles, and shares boundaries with Buckinghamshire Council, West Northamptonshire Council, Oxford City, South Oxfordshire, Vale of White Horse, West Oxfordshire, Stratford-Upon-Avon districts and Warwickshire.



Figure 1 Cherwell District Diagram

3.0 Legal Requirements

3.1 The duty to cooperate is a legal requirement under Section 33A of the Planning and Compulsory Purchase Act 2004.

3.2 The duty to cooperate requires local planning authorities to engage constructively, actively and on an ongoing basis with other local planning authorities, county councils and prescribed bodies to maximise the effectiveness of development plan documents in relation to strategic planning matters.

3.3 For the purpose of the Government's duty to cooperate, "strategic matters" are defined in Legislation as "sustainable development or the use of land that has or would have a significant impact on at least two planning areas", including (in particular) sustainable development or use of land for, or in conjunction with, infrastructure that is strategic and has or would have a significant impact on at least two planning areas. Strategic matters also include sustainable development or use of land in a two-tier area if the development or use is a county matter e.g. transport, education, and minerals and waste planning, or has or would have a significant impact on a county matter.

National Planning Policy Framework (December 2023) and Planning Practice Guidance

3.4 In addition to the legal requirements set out above, the National Planning Policy Framework (NPPF) emphasises the importance of joint working and co-operation between local authorities and other bodies on cross boundary matters and matters of shared interest. The NPPF sets out:

- That local planning authorities "are under a duty to cooperate with each other and with other prescribed bodies, on strategic matters that cross administrative boundaries." (paragraph 24)
- That strategic policy-making authorities should "collaborate to identify the relevant strategic matters which they need to address in their plans." (paragraph 25)
- That "effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy. Joint working should help to determine where additional infrastructure is necessary, and whether development needs that cannot be met wholly within a particular plan area could be met elsewhere." (paragraph 26)
- That "in order to demonstrate effective and on-going joint working, strategic policymaking authorities should prepare and maintain one or more statements of

common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these.” (paragraph 27)

3.5 There is further practical guidance in the National Planning Practice Guidance (PPG) in relation to the application of the duty to co-operate, including the organisations that should be engaged with, how the duty to co-operate will be considered at examination and how two or more strategic policy-making authorities can co-operate in plan preparation. The PPG also provides more detail on how statements of common ground should be prepared and presented.

Other relevant guidance

3.6 The Planning Inspectorate’s Procedure Guide for Local Plan Examinations states that to demonstrate compliance with the duty to co-operate, “the most helpful approach is for local planning authorities to submit a statement of compliance with the duty”. The statement of compliance should identify and detail:

- Any relevant strategic matters and how they have been resolved, or, if they have not been resolved, why not;
- Who local planning authorities have co-operated with and on which strategic matter(s);
- The nature and timing of the co-operation (for example by including meeting notes); and
- The outcomes of the co-operation, including how it has influenced the plan.

Duty to cooperate bodies

Neighbouring authorities

3.7 The following authorities have administrative boundaries that directly adjoin Cherwell District:

- Buckinghamshire Council;
- Oxford City Council;
- Oxfordshire County Council;
- South Oxfordshire District Council;
- Vale of White Horse District Council;
- Stratford-on-Avon District Council
- Warwickshire County Council;

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- West Northamptonshire Council; and
- West Oxfordshire District Council.

Prescribed bodies

3.8 The Town and Country Planning Regulations 2012 identify prescribed bodies that local planning authorities must co-operate with, in plan-making. The prescribed bodies relevant to Cherwell are:

- The Environment Agency;
- Historic England;
- Natural England;
- The Mayor of London;
- The Civil Aviation Authority;
- Homes England;
- Oxfordshire Clinical Commissioning Group (or any successor organisation);
- The National Health Service Commissioning Board (NHS England);
- The Office of Rail and Road;
- The Highways Authority (Oxfordshire County Council);
- National Highways

3.9 In addition to those planning authorities and prescribed bodies listed above, the Council is required to proactively engage with other partnerships as part of the preparation of the Local Plan. These include:

- Oxfordshire Local Enterprise Partnership;
- Oxfordshire Local Nature Partnership (LNP).

3.10 Other Duty to Co-operate bodies specified in the Regulations but considered not to apply in the Cherwell context are:

- Transport for London;
- Integrated Transport Authorities;
- Marine Management Organisation.

3.11 The duty requires those bodies to:

- Engage constructively, actively and on an on-going basis with other Duty to Co-operate bodies on the preparation of plans and supporting activities;
- Have regard to activities of other Duty to Co-operate bodies; and
- Consider joint approaches to relevant activities including plan making.

4.0 Cooperation on Strategic Matters

4.1 Strategic matters are not prescribed. We have therefore identified the following cross-boundary strategic matters:

- Housing need and supply
- Gypsy and Traveller needs
- Employment and Jobs needed
- Provision of retail, leisure and other commercial development
- Provision of infrastructure for transport
- Provision of utilities infrastructure (including telecommunications, waste, water and energy)
- Natural Environment
- Flood risk
- Climate change mitigation and adaptation
- Conservation and enhancement of the historic environment landscape and Green Belt
- Minerals and Waste

4.2 Our Local Plan confirms that we have no unmet housing need to be accommodated by our neighbours. There is also no unmet need in relation to employment and retail needs having regard to our evidence.

4.3 To demonstrate effective and ongoing joint working we are preparing and maintaining SOCG with all other Oxfordshire authorities. An initial Oxfordshire wide SOCG was prepared to support the Oxford City Local Plan in March 2024. An update is now being prepared, particularly in the context of our Local Plan and the emerging joint South and Vale Local Plan. We also intend to prepare bilateral statements with other neighbouring authorities, and prescribed bodies if required or requested.

4.4 The Cherwell Local Plan 2042 provides a strategic framework to guide the delivery of sustainable development across Cherwell district up to 2042 and the Regulation 19 Plan contains proposed strategic objectives and policies. This section sets out the cooperation and engagement that has taken place, including on strategic matters to date.

4.5 Table 1 below then goes on to summarise the involvement of each prescribed body, and other organisations. Regular meetings have taken place between the Oxfordshire authorities to discuss strategic matters and cross-boundary working. Further information is provided in Section 5 of this statement, in the Regulation 19 Local Plan, and in supporting documents about the cooperation and engagement that has taken place for the Local Plan Review.

Homes need and supply in the area

4.6 Housing needs and provision is one of the key matters that the Local Plan must address, and where the duty to cooperate is essential. The NPPF states that authorities must work to address housing needs within their housing market area. It also expects authorities to cooperate in meeting one another's housing needs if it cannot be accommodated within the authority where it arises.

4.7 Consistent with this guidance, at the start of the local plan process in 2020 we were working jointly with neighbouring authorities to produce the Oxfordshire Plan 2050. Part of the evidence base for that plan included the Oxfordshire Growth Needs Assessment, which set out scenarios for housing and employment growth across the county. It was intended that this housing would be distributed in accordance with the Oxfordshire Plan spatial strategy.

4.8 Work ceased on the Oxfordshire Plan in Summer 2022. This led to the joint commission by Cherwell and Oxford City of a Housing and Economic Needs Assessment (HENA) to inform our respective local plans. On 11 September 2024 the Oxford Local Plan Inspectors wrote to the City Council and advised that '... the robustness of the HENA is questionable, and its recommendations flawed' (para 61). Based on the conclusions of the Oxford Local Plan Inspectors, Cherwell District Council is no longer reliant on this study to inform its housing and employment needs. The HENA has been withdrawn from its evidence base.

4.9 On 26 September 2016, the Oxfordshire Growth Board (now the Future Oxfordshire Partnership) considered a report summarising the output of countywide work in the interest of assisting Oxford with its unmet housing need.

4.10 The Growth Board decided on an apportionment of 14,850 homes to the district and city councils. Cherwell District was asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments and the countywide apportionment was embedded in a Memorandum of Cooperation signed by five of the six Oxfordshire Councils in 2016.

4.11 Oxford's existing Local Plan (2016-36) is informed by a roll-forward of a Strategic Housing Market Assessment in 2018 – a need of some 1,346 homes per annum to meet its affordable housing needs in full. Its current need figure from applying the Standard Method is 762 homes per annum.

4.12 In evidence to its Local Plan Examination (*response to Inspectors' Matters, Issues and Questions - Matter 3: Housing need and housing requirement*) Oxford City Council stated that it had capacity to accommodate 493 homes per annum to 2040.

4.13 Under either scenario above there is housing need to meet for Oxford, and we are continuing with our commitment to meet the identified need for 4,400 homes previously agreed by retaining relevant Local Plan policies. We do not, however, consider that we need to accommodate additional housing need for Oxford in this Local Plan. At a meeting on 15th October 2024, under the Duty to Cooperate, Cherwell and Oxford City Council reached an understanding that the 4,400 dwellings would be brought forward to meet unmet need. No additional accommodation was requested at that meeting.

4.14 In addition, meetings have been held with the other Oxfordshire authorities, and those in neighbouring counties, to discuss housing needs. None of the other neighbouring authorities have identified that they require Cherwell to meet any of their housing needs. Cherwell has confirmed that it does not require neighbouring authorities to meet any of its housing needs.

Housing and Employment Land Availability Assessment

4.15 A joint methodology for undertaking Housing and Economic Land Availability Assessments (HELAAAs) consistently across Oxfordshire was jointly prepared by Cherwell District Council, Oxford City Council, South Oxfordshire District Council, Vale of White Horse District Council and West Oxfordshire District Council, working in partnership with Oxfordshire County Council

Gypsy and Traveller needs

4.16 The nature of provision for gypsies and travellers means that it is often a cross-boundary matter. In recent years, the Oxfordshire authorities have co-operated on planning for gypsies and travellers based on the assessment of need in the 2017 Gypsy, Traveller and Travelling Show people Accommodation Assessment (GTAA)

4.17 A new Gypsy and Traveller and Boat Dwellers Assessment was commissioned jointly by all Oxfordshire authorities in 2023. This will replace the 2017 GTTA. The authorities received the first draft report in July 2024. Officers from South and Vale expressed concerns with the assumptions used in the study following the receipt of the first draft. Areas of concern relate to

1. Immigration assumptions
2. Need arising from those in bricks and mortar accommodation
3. Assumed household formation rates
4. Definition of a traveller

4.18 Project officers from all the authorities met on Friday 6 of September and West Oxfordshire's Officer (project lead) relayed back some in principle comments from a very

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brief discussion with the GTTA consultants (Arc 4) about the concerns ahead of Arc4 considering in more detail.

4.19 All officers agreed to ask the GTTA consultant to review the study in view of South and Vale concerns but wanted to hear from the GTTA consultants before reaching any conclusions or proposing amendments. All agree that timing was of the essence particularly for South and Vale and Cherwell.

4.20 The project group together with policy managers met on Monday 30 September with the GTTA consultant. Following a detailed discussion, the group could not agree a way forward, particularly on matters 1 and 4 (see above).

4.21 A separate meeting record outlines the position reached on Monday 30 September and the actions agreed. It shows that GTTA consultants have done further work reviewing South and Vale officers' concerns and will continue engaging with them.

4.22 A further meeting of the project group with policy managers took place on 25 October 2024.

4.23 Matter 1: Oxford, West and Cherwell all support a version of the GTAA report which includes overall need figures with and without migration. South and Vale will consider their position in light of the further ARC4 analysis on pitch turnover but would prefer the report to exclude migration assumptions altogether with any such 'need' addressed through a criteria-based policy approach.

4.24 Matters 2 and 3 – not discussed

4.25 Matter 4 (resolved): It was agreed that the GTAA would continue to be based on the 2012 PPTS definition but that the text should be amended so that it is clear and unequivocal why this approach, which has been taken based on current policy and case law as well as how this has been reflected in the survey work undertaken and questions asked etc. The text should also reference the fact that the Government intend to review this area of policy and case law and that any future change to the definition may necessitate a re-assessment of need.

4.26 On the 7 November 2024 Oxfordshire Planning Policy Officers briefly discussed the outstanding issues, and a further meeting was agreed.

This meeting took place on 13 November 2024. The discussion focused on 3 key issues:

- Definition of gypsies and travellers
Point of agreement 1 - It was therefore agreed that the current definition being used by Arc4 in the GTAA study is appropriate but that the text of the report should be updated to reflect the fact that the agreed definition has evolved during the study due to the above case law. And, that the report, either in the main text or as a footnote, should state that the Government intends to review the approach to this area of policy and case law in 2024.
- Re-letting of social pitches
It was agreed that the study should not include specific figures relating to the re-letting of social pitches but should instead, refer in more general terms to the fact that any such re-lets form a potential source of supply for some LPAs and that those LPAs should have regard to this, in determining how best to meet the identified level of need.
- Alternative scenarios/sensitivity testing based around demographic, household formation and migration assumptions

4.27 It was agreed that (subject to practical considerations re: report authoring) it would be appropriate 'in principle' to include different scenarios within the GTAA and that there is a precedent for such an approach in other studies (e.g. SHMA, OGNA and HENA). It was agreed that the A1 baseline scenario should be presented as the primary scenario as this aligns with Arc4's standard methodology. It was also agreed that any other scenarios should be presented in a factual, neutrally worded way, that simply explains what alternative data has been used and how/why that impacts on the level of need identified.

4.28 Notwithstanding all parties accepting the principle of including alternative scenarios in the GTAA report, a point of disagreement then arose on the use of external data to derive those alternative scenarios – in particular household formation rate assumptions used by ORS who are not part of this commission.

4.29 Engagement between all authorities continues to resolve outstanding issues and finalise the study.

Jobs needed in the area

4.30 Economic growth is an important matter for the Local Plan Review to consider. The Council is a board member of the Oxfordshire Local Enterprise Partnership (OxLEP) which has developed the Oxfordshire Local Industrial Strategy (LIS) and Investment Plan in partnership with the business community, academic institutions and the other Oxfordshire authorities.

4.31 The HENA formed part of the early assessment of employment needs for the Local Plan. However, the Council now solely relies on other independent evidence prepared for the Council by Lambert Smith Hampton. In terms of the neighbouring authorities, none of the authorities have identified that they require Cherwell to meet any of their employment needs. We, in turn, do not require neighbouring authorities to meet any of our employment needs.

4.32 Regular meetings have been held with the LEP on economic matters and matters of common interest. Joint working had taken place between Cherwell District Council and Oxford City Council on identifying employment needs in the HENA. The Council's employment studies have been informed by engagement with businesses, land agents and site promoters.

Provision of retail, leisure and other commercial development

4.33 The district's urban centres of Banbury, Bicester and Kidlington are an important focus for shopping, commerce, leisure and other facilities which serve the needs of residents and visitors. In addition to these centres there are significant retail offerings at several out of centre retail parks, major food stores, and various local centres within Banbury and Bicester. The district-wide Town Centre and Retail Study concludes that although the district serves a catchment beyond district boundaries, there is little or no need to plan for additional retail provision in the district. Based on these recommendations there has been no need to discuss this matter further at a strategic cross-boundary level.

Provision of infrastructure for transport

4.34 The NPPF states that local authorities should work with neighbouring authorities and transport providers to develop strategies and investments for the provision of transport infrastructure which is necessary to support sustainable development (paragraph 110). Thus, strategic transport infrastructure requires cross boundary co-operation. Oxfordshire County Council is the highways authority with responsibility for producing the Local Transport Plan. Neighbouring authorities can also have an important role to play in these matters. National Highways is responsible for the strategic road network including the M40 and A34.

4.35 There are five railway stations in Cherwell and direct rail links from Banbury and Bicester to London, Birmingham and Oxford. Cross-country services link Banbury with Manchester, Bournemouth, Newcastle and Reading. Oxford Parkway station in Water Eaton opened in 2015, linking Oxford and London Marylebone via Bicester. Further significant improvement works are taking place and planned in the area as part of the wider East West Rail and HS2 projects.

4.36 London Oxford Airport is situated northwest of Kidlington. The airport is mainly used for private and recreational aviation activity as well as operating a small number of private and chartered flights. Meetings have been held between the council and London Oxford airport.

4.37 Regular meetings have taken place with the Highways authority on transport matters, and we have engaged in the production of Oxfordshire County Council strategies such as the Local Transport and Connectivity Plan and Walking and Cycling Strategies. Specific projects include the A41 at Bicester, Bicester Market Square, Hennef Way and Tramway in Banbury, and A44 improvements in the Yarnton, Begbroke area. Discussions have also been held in relation to new park and ride facilities.

4.38 The Local Plan seeks to reflect the transport priorities of National Highways and the County Council and has assessed the proposals in terms of transport impact. The Council has jointly commissioned a transport assessment with the County Council to inform the draft Cherwell Local Plan Review. Engagement has been ongoing with National Highways, including use of their strategic transport model and required mitigation measures as a result of the Plan proposals.

4.39 Engagement to inform the Infrastructure Delivery Plan has included meetings and workshops with Network Rail, National Highways and neighbouring local authorities. Transport modelling work has been undertaken by the County Council to assess the sites proposed for allocation in the Cherwell Local Plan Review.

Provision of utilities infrastructure (including telecommunications, waste, water and energy)

4.40 A range of Duty to Cooperate bodies including Oxfordshire County Council, neighbouring authorities, and the Environment Agency are involved in these matters. In addition, other bodies (outside of the duty to cooperate) including Thames Water, Anglian Water and energy and telecommunications providers have been consulted as necessary.

4.41 The Council's Water Cycle Study has been informed by consultation with water companies and neighbouring authorities. The energy companies have provided information to inform the draft Local Plan including in relation to site requirements. The Council's Infrastructure Delivery Plan has involved detailed input and discussions with infrastructure/utilities providers.

Natural Environment

4.42 Cherwell's natural environment is varied. The River Cherwell and Oxford Canal run north-south through the district. There are 19 landscape character types within Cherwell including the Ironstone Downs in the northwest, which includes a small area within the Cotswolds Natural Landscape. Cherwell District contains many areas of high ecological or geological value including sites of international, national and local importance. There are

several Sites of Special Scientific Interest (SSSIs) and part of the Oxford Meadows Special Area of Conservation (SAC) lies in the southwest corner of the district, north of the boundary with Oxford City. The district is home to many legally protected species as well as priority species and habitats.

4.43 An Oxfordshire Local Nature Partnership has been established in Oxfordshire involving the Oxfordshire authorities and other stakeholders. The Oxfordshire Local Nature Partnership (OLNP) is an organisation of key partners working together to radically enhance nature, its positive impact on our climate and the priority it is given, helping to make Oxfordshire a county where people and nature thrive. Cherwell's Corporate Director for Communities sits on the LNP Board.

4.44 The LNP priorities have informed the Plan. Officers from Cherwell District attended meetings of the Oxfordshire Partnership Forum and their subgroups.

4.45 Led by Oxfordshire County Council a draft Local Nature Recovery Strategy has been published (October 2024) for consultation. As a partner authority, CDC has been represented at the LNRS working group meetings.

4.46 The Council's Green and Blue Infrastructure Study 2024 involved consultation and engagement with a range a range of stakeholders including the Oxfordshire County Council and Natural England.

Habitats Regulation Assessment

4.47 Through OPPO and officer-led meetings with those responsible for District level HRAs and Natural England, we have been collaborating to ensure that our duties are discharged effectively with regards to the cumulative impacts of development in all our adopted plan, and effective testing of emerging plans takes place. HRA has been progressing with collaboration to the best that Oxfordshire authorities can achieve given their different stages of plan-making, and has involved engagement with Natural England

Flood risk

4.48 The predominant risk of flooding within Cherwell is due to flooding from rivers and watercourses as identified in the Council's Flood Risk Assessments for the Local Plan. In addition to the risk of flooding from rivers and watercourses, overland flow, surface water (pluvial) and ground water flooding affects some areas of the district.

4.49 Managing flood risk is a key element of Cherwell's climate change mitigation plans, involving the Environment Agency, Oxfordshire County Council and neighbouring authorities. The Plan seeks to manage and reduce flood risk in the district.

4.50 The Environment Agency and the Oxfordshire County Council (as Lead Local Flood Authority) have engaged and been consulted on the Flood Risk Assessments supporting the draft Local Plan.

Provision of health infrastructure and local facilities/infrastructure

4.51 At the local level Oxfordshire County Council has responsibility for public health and so is important in helping frame the policies of the Local Plan Review. Both the Integrated Care Board (ICB) and NHS England also have important roles to play. Regular meetings are held with officers from the ICB on the Local Plan, development proposals and on a wide range of issues relating to local primary care provision.

4.52 The Future Oxfordshire Partnership has produced the Oxfordshire Health Impact Tool Kit. The purpose of the tool kit is to facilitate the delivery of sustainable growth across the County and aims to positively impact on health inequalities and to create healthy, more resilient and sustainable communities. The toolkit methodology has formed the basis of the Council's Health and Equality Impact Assessment.

4.53 In addition, officers regularly attend an Oxfordshire based Healthy Place Shaping working group which has helped shape local plan policies and has ensured alignment with Oxfordshire strategic health aims.

4.54 Working with the County Council the Local Plan seeks to provide educational needs, provide for health needs and promote healthy lifestyles including the provision of active travel routes.

Climate change mitigation and adaptation

4.55 At the heart of the Local Plan is an ambition to future proof growth and to ensure that climate change mitigation and adaptation are an integral consideration when planning for new development. The Council has been working with the County Council and other stakeholders to address climate change. The Oxfordshire Energy Strategy (2019) prepared by OxLEP and the 2021 Pathways to a Zero-Carbon Oxfordshire (PAZCO) have informed the Local Plan. Pathways to a Zero Carbon Oxfordshire was prepared and funded with consortium of key stakeholders in Oxfordshire including the Local Authorities, with the aim of examining how Oxfordshire can sustain the momentum of the last decade to achieve net-zero emissions. Further collaborative working is ongoing.

Conservation and enhancement of the historic environment, landscape and Green Belt

4.56 Cherwell is characterised by its distinctive and diverse towns and villages and the district has a wealth of important heritage assets, many of which are protected. A small area of the Cotswolds National Landscape lies within the district and the Council is represented on the Board. In preparing heritage evidence, including Heritage Impact Assessments, the

Council has engaged with Historic England. This engagement is continuing in a positive and constructive manner.

Minerals and Waste

4.57 Oxfordshire County Council is responsible for Minerals and Waste Planning. The MWLP is relevant to the preparation of the Cherwell Local Plan, especially in relation to the safeguarding of mineral resources, aggregate rail depots, sites for recycled aggregate supply, other minerals infrastructure, and sites for waste management. The Local Plan includes policies on waste including requirements ensuring materials used in construction are locally sourced where possible, and that waste developed through the construction process is effectively dealt with in a sustainable manner.

4.58 Oxfordshire County Council provides support and engagement in the development of minerals and waste policy and other minerals related issues on specific sites which have greatly assisted the development of policies in the Local Plan. Regular updates on progress with the new Minerals and Waste Local Plan are provided through the Oxfordshire Planning Policy Officers group (OPPO) and regular OCC/CDC liaison meetings

Engagement

Table 1: Summary of key engagement for the Regulation 19 Local Plan

Body/Organisation	Summary of Key Engagement
Oxfordshire County Council	<p>Regular monthly OCC / CDC Liaison Meetings include discussing County Council matters relevant to the Local Plan, including transport, education, strategic flood risk, archaeology, energy, minerals and waste and public health.</p> <p>Regular OPPO, and other partnership meetings, detailed in Table 2.</p> <p>Engagement with the County Council on forming the strategy and proposed policies in the Plan in relation to County responsibilities.</p> <p>Regular meetings held with OCC to discuss preparation of the Infrastructure Delivery Plan (IDP) in particular reference to highways, education, social services, libraries, public health, rights of way, public transport, policy. Latest meeting held between OCC, Cherwell DC and IDP consultants 9/10/2024 and 15/10/2024</p>

Oxford City Council	<p>Regular OPPO, and other partnership meetings detailed in Table 2.</p> <p>Regular meetings between Cherwell and the City Council during the commissioning and preparation of the HENA.</p> <p>Joint working on a Gypsy and Travellers needs assessment and other work areas for Oxfordshire to inform Local Plans.</p> <p>Preparation of a Statement of Common/meetings between the City Council and Cherwell District Council including on matters relating to housing and employment needs, gypsy and travellers, the Oxford Meadows SAC, and transport.</p> <p>The latest Duty to Cooperate meeting was held between Cherwell and Oxford City Council on 15/10/2024. The discussion included the following matters:</p> <ul style="list-style-type: none"> • Cherwell Local Plan timetable, confirming that it is intended to take forward the 4,400 unmet need allocations. • Partial Review Sites – are being saved, discussion re individual sites deliverability. • OCC Plan – options are being considered for next steps following receipt of the Inspectors letter re the initial EIP hearings. • OCC confirmed that they are comfortable with the CDC approach to take the 4,400 homes forward. <p>Joint working</p> <ul style="list-style-type: none"> • GTAA – CDC have been working on Cherwell specific elements. Conscious that SODC/VoWH have concerns over its publication. • A joint meeting was suggested so that all districts can agree a way forward for the GTAA. • HRA – working well. City considers not progressing as quickly as expected and are keen to meet with Natural England.
West Oxfordshire District Council	Regular OPPO, and other partnership meetings detailed in Table 2.

	<p>Joint working on a Gypsy and Travellers needs assessment and other work areas for Oxfordshire to inform Local Plans.</p> <p>Strategic matters include housing and employment needs, gypsy and travellers, and transport and the proposed allocation in the draft Plan at Woodstock.</p> <p>A meeting was held between Policy officers of West Oxfordshire and Cherwell District Councils on 25th September 2024 where the main area of discussion was with regards the potential Cherwell Local Plan allocation for land at Woodstock. The discussion included the following matters:</p> <ul style="list-style-type: none">• Review of housing need figures because of the consultation NPPF• West Oxfordshire queried whether Cherwell still needed to allocate the site at Woodstock. Cherwell advised, that, yes, it remained necessary. Advising that available evidence has been revisited alongside everything that is already published, including information regarding the planning application. Cherwell advised that new evidence undertaken includes a heritage impact assessment (HIA).• It was confirmed that the HIA had been shared with officers including Oxfordshire County Council (OCC)• Capacity of the Woodstock site was discussed with a suggestion of c 500 dwellings.• It was confirmed by Cherwell that an application for development at Southeast Woodstock had been withdrawn.• It was confirmed that the ICMOS report regarding the setting of Blenheim and park views had been reviewed. Concern has been raised that no buffer zone is proposed. West Oxfordshire advised that this is a separate process and not for them to progress. <p>Key Infrastructure issues for West Oxfordshire highlighted the following matters:</p> <ul style="list-style-type: none">• Three existing proposed development sites at Woodstock (all planned) and that the proposed allocation would be a fourth. It was acknowledged that it didn't all fall to the
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	<p>proposed allocation. This was acknowledged by West Oxfordshire, but it remained an issue. Cherwell queried whether the IDP had been prepared to support the three sites West Oxfordshire had planned. This was confirmed but infrastructure remained an issue.</p> <ul style="list-style-type: none">• West Oxfordshire advised School provision and GP provision are key and asked if there is a plan to provide a school on site, given what is now consented whether this resulted in need for a school on site. West Oxfordshire consider it a missed opportunity to not provide a school at this location.• Cherwell highlighted that the site does not generate the need for a school. West Oxfordshire confirmed that there is only one school at Woodstock and the understanding is that it cannot expand. Cherwell stated that there is not a reasonable transport solution, and OCC concern is with a satisfactory access with additional vehicle movements.• Cherwell queried whether there were alternative sites at Woodstock which had been promoted through HELAA, or known that could be made available for school provision. West Oxfordshire advised that Blenheim had promoted a great deal of land in their control. There have been a number of developments in the Woodstock area and no consideration has been given to the location of the school.• Cherwell advised that the partial review plan showed educational capacity and that the County would ringfence the capacity for West Oxfordshire pupils. Cherwell pupils will go to Begbroke. It was questioned whether this meant that the pupils could walk or cycle. Cherwell advised there were already Woodstock children going to Yarnton/Begbroke. The pupil generation has been dropping considerable, and capacity is higher than expected, so it was agreed that a further discussion with Barbara Chilman OCC is required. (Cherwell to action)• West Oxfordshire advised that it is likely to continue to have concerns about the Woodstock site and will look at this site and likely take advice. West Oxfordshire retain in principle concerns, however if the allocation goes ahead then it needs to address the issues, including the school capacity within Woodstock.
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	<ul style="list-style-type: none"> • West Oxfordshire recognised its connection with the A44 and the potential for improvements to this corridor. • Both authorities recognised the need to continue dialogue regarding the Woodstock site as it progressed through the Local Plan process. <p>A Duty to Cooperate meeting was held on TEAMS on 9th October 2024 the meeting discussion included:</p> <ul style="list-style-type: none"> • Discussions around the Gypsy and Traveller joined Oxfordshire Needs assessment, with both West Oxfordshire and Cherwell agreeing that they were both broadly happy with the study outcomes. • agreement that a further meeting should be held between the two district councils and Oxfordshire County Council to discuss Education and Health provision at Woodstock. • Reference to A44 transport routes in the Cherwell Local Plan that would aid infrastructure improvement • The ongoing proposal/discussions for a park and ride at Kidlington. It was agreed by both Cherwell and West Oxfordshire as a sensible location for the proposal. • Follow up meetings agreed to discuss Local Plan next steps for both Districts
<p>South Oxfordshire and Vale of Whitehorse District Council</p>	<p>Regular OPPO, and other partnership meetings detailed in Table 2.</p> <p>Joint working on a Gypsy and Travellers needs assessment for Oxfordshire.</p> <p>Strategic matters include housing and employment needs, gypsy and travelers, Oxford Meadows SAC, and transport.</p> <p>Duty to Cooperate meeting held between Cherwell, South Oxfordshire and Vale of Whitehorse District Councils (S and V) on 15/10/2024. Discussion included:</p> <ul style="list-style-type: none"> • Cherwell response to S and V Regulation 18 consultation. (Approach to housing need, and site exclusions • S and V are now at Regulation 19 stage with further clarification included on the approach to housing need and site exclusions. • The importance of aligning with transport schemes and the potential benefits for increased movement around the A34 corridor.

	<ul style="list-style-type: none"> • Those outstanding matters relating to the County GTAA evidence need to be resolved within the next few weeks. • Both parties agreed on the importance of ingoing discussions that included matters of countywide interest. • Both parties agreed that engagement on the Statement of Common Ground should continue.
Oxfordshire LEP	<p>Meetings discussing the LEPs current and planned strategies and projects and on the economic objectives of the Local Plan and its reflection of the LEPs priorities.</p> <p>Strategic matters include the Plans economic objectives and previously the HENAs housing and employment need scenarios.</p> <p>April 2024 - HM Government introduced changes to the funding of local enterprise partnerships and mandated the transfer of statutory responsibilities around strategic economic planning to upper tier authorities. Joint work had been undertaken with OxLEP to arrange for control of the independent OxLEP company to transfer to the County Council on 1 April 2024 via the governance model of a Local Authority Trading Company, but to retain the current Board, business plan and staff structure.</p>
Buckinghamshire Council	<p>Key strategic matters relate primarily to traffic and landscape impacts at Bicester.</p> <p>Meeting held on 02/10/2024 where the discussion included:</p> <ul style="list-style-type: none"> • The NPPF consultation (July -September 2024) would result in an increased Bucks housing requirement of 42%. Buckinghamshire advised that several options were being considered but the result may be the need to consult neighbouring authorities on the options of taking some of its unmet housing need. • Transport matters were discussed including the possibility of joint working on improvements to the East West rail links. A 2014 four-way memorandum of understanding is to be revisited to determine if a joint study should be funded to assess the need for road improvements along the A41.
Stratford Upon Avon District Council	<ul style="list-style-type: none"> • A joint meeting has been agreed between Warwick, Stratford on Avon and Cherwell to discuss the South Warwickshire Local Plan and the Cherwell Local Plan.
West Northamptonshire Council	<p>Strategic matters include health provision, housing and employment allocations and transport links.</p>

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	<p>Meeting on 10/10/2024 included the following discussions:</p> <ul style="list-style-type: none"> • West Northamptonshire response to the Cherwell Regulation 18 consultation (December 2023) • the role of Horton Hospital which serves parts of both districts • Cherwell proposed housing and employment allocations and numbers/site areas/uses • Follow up meeting agreed to discuss Local Plan next steps for both Districts
<p>Warwickshire County Council</p>	<p>Warwickshire County Council have been consulted at each of the formal stages of Local Plan consultation. No response was received at Regulation 18 stage.</p> <p>A Duty to Cooperate meeting was held on MS TEAMS between Janet Neale – Infrastructure Planning Lead – Strategic Growth at WCC Warwickshire CC and Policy Officers at Cherwell DC on 19/11/2024 where the discussion included the following matters:</p> <ul style="list-style-type: none"> • The Regulation 19 Cherwell Local Plan • Proposed timetable and CDC O & S and Executive meetings • Proposed consultation period • Main proposed growth areas – housing and employment • The East West Rail safeguarding <p>WCC Information and Documentation</p> <ul style="list-style-type: none"> • WCC local elections in 2025 • WCC Local Transport Plan (LTP4) adopted this year 2024 • WCC Minerals Plan adopted about 18 months ago • WCC Waste Plan – is out of date, needs to be reviewed WCC debating whether to do a joint Minerals and Waste Plan or not • Involvement with High-Speed Rail 2 (HS2) as it goes through the WCC <p>Update on Warwick District Council and Stratford on Avon District Council – South Warwickshire Local Plan</p> <ul style="list-style-type: none"> • Currently at the Preferred Options Stage • The Preferred Options has been to each Council’s Executive • The Councils will have a joint WDC and SDC members meeting on the 2nd of December 2024

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	<ul style="list-style-type: none"> • WDC/SDC South Warwickshire Plan – proposed public consultation will be from the 13th of January 2025 to 15th March 2025 • JLR employee/contactor transport movements on the M40 / A46/ other roads declined since pandemic onwards due to increase in working from home
Oxfordshire Local Nature Partnership	Cherwell has consulted with the Oxfordshire Nature Partnership throughout the public stages of local plan production.
Homes England	Homes England are in discussions with CDC corporately regarding housing projects in the district including at Northwest Bicester to help delivery.
Office for Road and Rail	Cherwell has consulted with the Office for Road and Rail throughout the public stages of local plan production
National Highways	Key strategic issues include that the impacts of the Plan’s strategy on the sub-regional and regional highway network Cherwell, Oxford City Council and National Highways agreed an approach to the Local Transport assessment and modelling in February 2024. The meeting took place on 5 th February 2024. The approach makes use of the National Highways Strategic model validated for Cherwell Local Plan purposes. Engagement between the three bodies has continued via exchange of information and has been followed up by a Local Plan and transport modelling update meeting held on 23 rd October 2024. Next stages of LP transport work will involve testing mitigation packages.
Natural England	<p>Natural England are consulted at consultation stages of the Plan, on the production of a Habitats Regulation Assessment (HRA) for the draft Plan. Preparation of a Statement of Common ground explaining how the Plan will help to conserve, enhance and manage the natural environment, contributing to sustainable development.</p> <p>All OXON authorities agreed on an approach to the cumulative assessment of traffic flows associated with 2040/42 Local Plan growth for Oxfordshire. The note was prepared to help the preparation of Habitat Regulations Assessments of emerging LPs, it presents a common methodology to cumulative assessment of traffic flows and is to be used by the individual authorities when discussing their approach with Natural England. Final note date 14 October 2024.</p> <p>14 November 2024 – Further meeting with CDC to discuss HRA and assumptions/cumulative effects.</p>

	<p>Discussed LP timeframes and outlined Reg 19 emerging strategy and proposed growth</p> <p>Welcomed NE comments and recommendations at Reg 18 stage including on:</p> <ul style="list-style-type: none"> • Biodiversity and Geodiversity and GI, • Landscape (and National Landscapes AONB), • NE request for Landscape and Visual Impact Assessments for development proposals, and • addressing Land of Least Environmental Value and Best and Most Versatile Land • CDC updates: • Oxfordshire LNR Strategy currently out for consultation • G&BI Strategy finalised in 2023 • New Landscape Evidence: LCA, Local Landscape Designations, Site specific landscape assessments and Strategic gaps <p>NE highlighted specifically the location of Ardley Station safeguarding at Reg. 18 and the relationship of the proposed extension to NW Bicester in relation to Ardley Cutting and Quarry SSSI to the west of the site.</p> <p>NE welcomed the proposed removal of the station in the Reg 19 Plan and how the emerging Policies map illustrates the relationship of the NW Bicester Site, the proposed Bicester-Bucknell Strategic gap and the SSSI site.</p> <p>On HRA:</p> <p>CDC explained the Countywide position regarding modelling for HRA purposes and noted progress to date including joint working with OXON authorities to ensure consistency across authorities.</p> <p>NE noted that there isn't a single transport model in Oxfordshire that could be used by all authorities and that Cherwell has not used discounts in relation to Oxfordshire Local Transport and Connectivity Plan targets to reduce vehicle trips from the road network</p> <p>NE welcomed the early engagement ahead of Reg 19 consultation commencing.</p> <p>CDC agreed to provide specific information on modelling inputs for Cherwell and share a near completed draft HRA when ready by e-mail and reconvene a meeting at a later date to discuss the information.</p>
Historic England	Historic England has been consulted and provided input on the methodology for the individual site Heritage Impact

	<p>Assessments. Additional site discussions were held for the SE Woodstock site and Heyford Park. Further work being undertaken on the SE Woodstock site at the request of Historic England to supplement the HIA prepared.</p> <p>The following meetings have been held with Historic England during 2024 to discuss Cherwell Local Plan progress.</p> <p>23 May 2024. CDC, HE and CBA associates to discuss methodology and approach to undertake the Heritage Impact Assessments across the District. HE happy with approach</p> <p>20 June 2024. CDC, HE and promoters at Upper Heyford met on site at the airfield to undertake a site visit and see the historic flying field.</p> <p>4 July 2024. CDC, HE and CBA met to discuss Upper Heyford site visit, prior to the site being removed as a proposed allocation from the emerging Local Plan</p> <p>18 July 2024. CDC, HE and LUC met to discuss the proposed methodology relating to the HIA to be undertaken for SE Woodstock. HE is reasonably happy with this approach.</p> <p>15 October 2024. CDC and HE met to discuss concept plan for SE Woodstock. HE was reasonably happy with approach</p>
NHS	<p>Cherwell has consulted with NHS Property and other departments throughout the public stages of local plan production, Strategic matters include the provision of primary and other health care facilities that serve Cherwell residents.</p> <p>Meeting held with Oxford University Hospital Trust at the early stages of the Plan.</p>
Integrated Care Board	<p>Regular meetings are held with the Integrated Care Board. (normally 3 monthly)</p> <p>3rd July 2024 meeting discussed:</p> <ul style="list-style-type: none"> • Progress on Cherwell LP and in particularly site allocations • Progress of the Long-Term Strategy for health planning in Cherwell –Work on a draft has commenced but not currently progressed due to difficulties around 3rd party estate progress.

	<ul style="list-style-type: none"> • Bicester – ICB have requested a steer for need of a new health facility at NW Bicester. Discussion regarding existing premises and leases. • Heyford Park –Two clinical rooms to be delivered at Heyford • Banbury – Enough estate in the town centre, however the smaller offers are more difficult. A possible way forward to be explored could be off-site contributions to enable a refit. • Kidlington – Workforce issues are making it harder to find new estate. S106 funding will be necessary to help deliver additional provision as a result of new development.
<p>The Environment Agency</p>	<p>Strategic issues include avoiding areas at risk of flooding by directing development away from areas at highest risk and where development is necessary, the development should be made safe for its lifetime without increasing flood risk elsewhere.</p> <p>Cherwell Council have been engaging with the Environment Agency in respect to the progress of The Thames Water 5-year business plan, that will include design solutions for Oxford City Sewerage Treatment Works.</p> <p>A meeting was held between Cherwell and the EA on 26/06/2024 to discuss the Draft Local Plan Strategic Flood Risk Assessment. The discussion included the following matters:</p> <ul style="list-style-type: none"> • Cherwell provided an update on the draft Local Plan progress including site allocations • Consultants have been commissioned to update the SFRA Level 1 work and to provide the necessary SFRA Level 2 work. • Cherwell confirmed that they are keen to address the matters raised by the EA at Regulation 18 stage through the updated SFRA work. • As the work predates the latest definition of FZ3b the EA recommended that Level 2 models are created especially for J Flows. • EA are expected to release a national data set – the data was confidential at the time of the meeting. Cherwell requested confirmation that sites could be shared with the EA to confirm if the approach taken is appropriate.

	<ul style="list-style-type: none"> • Cherwell required confirmation with regards post development modelling, in respect of undefended and defended flood risk. • Cherwell confirmed that they would provide the EA with full list of sites to remain confidential at this time • The EA and Cherwell agreed to ongoing engagement.
Civil Aviation Authority	Cherwell has consulted with the CAA throughout the public stages of local plan production. The Plan will ensure compliance with the Civil aviation authority’s requirements in respect of its responsibilities.
Water Companies	<p>Cherwell has consulted with Anglian Water and Thames Water throughout the public stages of local plan production. Consultation was also undertaken on the Water Cycle Study prepared to inform the draft Plan.</p> <p>Meetings/workshops with CDC consultants to inform the IDP.</p> <p>Ongoing discussions are being held between Cherwell, Thames Water and the Environment Agency with regards Thames Water progressing their 5-year business plan including design solutions for Oxford Sewerage Treatment Works.</p>
Energy Companies	<p>Cherwell has consulted with National Grid and SSEN throughout the public stages of local plan production</p> <p>Meetings/workshops with CDC consultants to inform the IDP.</p> <p>Reg 18 consultation responses taken into account for the Reg 19 Local Plan.</p>
Parish/Town Councils	<p>Workshops/briefings undertaken with Parish Councils on draft Plan proposals as follows:</p> <ul style="list-style-type: none"> • Town and Parish Councils were invited to two workshops held on 19th October and 25th October 2023, the former was held in-person at the Bodicote House, the latter online via Zoom. <p>Attendees</p> <ul style="list-style-type: none"> • Adderbury Parish Council • Bicester Town Council • Bletchingtondon Parish Council • Bloxham Parish Council • Bourton Parish Council

	<ul style="list-style-type: none">• Chesterton Parish Council• Cropredy Parish Council• Deddington Parish Council• Fringford Parish Council• Hornton Parish Council• Launton Parish Council• Milcombe Parish Council• Sibford Ferris Parish Council• Swalcliffe Parish Council• Weston-on-the-Green Parish Council• Woodstock Town Council <p>The aims of the sessions were to introduce and provide further detail on the overall vision, objectives, spatial strategy and core policies of the draft Local Plan Review 2040. The workshop was interactive and included time for an open discussion to allow attendees to voice their views/provide feedback on the draft Local Plan Review 2040.</p> <p>Key issues raised by parish/town councils at the workshops have been considered as part of the development of the Local Plan.</p> <p>A Local Plan Review Update Meeting was held on TEAMS on 06/02/2024 between Cherwell and 7 parish councils. (Adderbury, Bloxham, Launton, Steeple Aston, Bletchington, Bodicote, Kirtlington). The main areas of discussion were:</p> <ul style="list-style-type: none">• Site allocations• Infrastructure provision• Neighbourhood plans – progress and allocation of sites <p>Bi-annual Parish Liaison Group meetings are held corporately. Meeting on 06/11/2024 included an update on the Cherwell Local Plan.</p> <p>Various meetings and correspondence have been undertaken on a one-to-one basis with a number of parishes and neighbourhood planning groups to discuss plan progress and the implications of the Local Plan for neighbourhood planning locally.</p>
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Developers and Promoters	Various meetings and site visits with landowners and site promoters to inform site selection for the draft Plan and evidence base. Meetings have continued to take place between Cherwell, developers, agents and landowners in the preparation of site allocations, infrastructure provision and site delivery.
IDP /IDS Contacts	LUC consultants are preparing the Cherwell IDP and IDS and as part of the evidence gathering and consultation work to inform the IDP and IDS have liaised with infrastructure providers and provided them with a copy of the draft IDP for comment. These include Sport England, Canals and River Trust, Anglian Water, OCC, ICB, Thames Valley Police, Network Rail, SSEN, National Grid, Thames Water, First Great Western. Further details are included within the IDP.

5. Mechanism for Cooperation

Regular Partnership Meetings

5.1 Cherwell District Council is actively involved in several cross boundary and joint partnership relationships, which have shaped the early stages of the plan and will continue to inform the preparation of the Local Plan. Many of these are formalised, regular meetings or forums where a variety of topics are discussed, with some of these tailored for the purposes of producing the Local Plan. These partnerships are a mechanism for facilitating Duty to Cooperate discussions. They enable regular direct contact with a range of Duty to Cooperate bodies and other bodies relevant to strategic priorities.

5.2 Table 2 details the regular partnership meetings that have a direct relevance to the Local Plan. The frequency of meetings may change depending upon issues arising and priorities.

Table 2: Regular partnership meetings

Group / meeting	Frequency (approx.)	Attendees	Role	Engagement/Meetings
Future Oxfordshire Partnership (FoP)	Every two months	Oxfordshire authorities and non-voting members (CCG, Environment	The partnership's purpose is to deliver the aims of the Strategic	Regular meetings held informing cross boundary strategic matters for the Local Plan Review.

		<p>Agency, Homes England, two universities, Oxfordshire Skills Board and Oxfordshire LEP).</p> <p>There is a Members Advisory Group for Members with Planning Portfolios.</p>	<p>Vision which all six councils have adopted. The FOP will:</p> <p>Coordinate local efforts to manage economic, housing and infrastructure development in a way that is inclusive and maximises local social and environmental benefits;</p> <p>Support the development of local planning policy that meets the UK Government's stated aim of net zero carbon by 2050, and contributes towards biodiversity gain whilst embracing the changes needed for a low carbon world; and,</p> <p>Seek to secure funding in the pursuit of these aims and</p>	<p>See Table 3 for a summary of district- wide FOP meetings</p>
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			<p>oversee the delivery of related work programmes delegated to it by the joint committee's constituent local authority members.</p> <p>It does this by overseeing the delivery of projects that the councils of Oxfordshire are seeking to deliver collaboratively in the fields of economic development and strategic planning. This cooperation has helped Oxfordshire to secure over £500m of additional investment, such as through the City Deal, Housing and Growth Deal, Housing Infrastructure Fund and the Oxfordshire Rail Connectivity</p>	
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			<p>Study. The Future Oxfordshire Partnership also has an important role in representing Oxfordshire on matters of regional interest.</p> <p>The councils have also agreed that continued collaborative working on spatial planning matters will be valuable.</p> <p>New Terms of Reference are being drawn up to ensure that a members' advisory group with planning policy portfolio holders from each authority can continue to discuss spatial planning and issues that impact the County as a whole.</p>	
Oxford-Cambridge	Twice a year	Local authorities	Various groupings	Regular Meetings held informing cross boundary

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Arc Leadership Group		from across the Oxford-Cambridge Arc. Chief Executives and Leaders meet.	helped develop and co-ordinate the work fed into the government's planned Spatial Framework for the Oxford-Cambridge Arc.	strategic matters for the Local Plan Review.
Oxfordshire Plan 2050 (now ceased in August 2022)	Evidence Working Groups (Monthly) Planning Policy Manager (2 weekly) Group; Heads of Planning (monthly); Member Sub-group of the Growth Board (monthly)	All districts and city council in Oxfordshire and representatives of the County Council and LEP. Liaison Group of planning officers; Heads of Planning; and Member Sub-group.	These groups provided regular input, advice and leadership to the Oxfordshire Plan 2050.	<p>Evidence Working groups to inform the Oxfordshire Plan including for: Flood Risk, Water Management, Gypsy and Traveller needs, Habitats Regulation Assessment, Transport, Green Belt, sustainability appraisal.</p> <p>The Planning Policy officers group discussed matters including: Oxfordshire Plan and Evidence base funding. The production of Oxfordshire Growth Needs Assessment. The Oxfordshire Plan policies and options for growth</p> <p>Most of this work is now being undertaken at the district level to inform Local Plans being produced by the Districts/City following the cessation of the Oxfordshire Plan.</p>

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<p>Oxfordshire Local Enterprise Partnership (LEP)</p>	<p>Executive Board meets monthly</p>	<p>A body made up of representatives from business, academia and the wider public sector.</p>	<p>Business led with senior academic figures and local authority members. It provides leadership and champions growth and innovation, helping to break down barriers and providing support mechanisms. Prepared the Local Industrial Strategy and Investment Plan.</p>	<p>Meetings held between Cherwell and City Council officers and the LEP in relation to the OGNA and the Housing and Economic Needs Assessment commissioned by Oxford and Cherwell Councils.</p> <p>April 2024 - HM Government introduced changes to the funding of local enterprise partnerships and mandated the transfer of statutory responsibilities around strategic economic planning to upper tier authorities. Joint work had been undertaken with OxLEP to arrange for control of the independent OxLEP company to transfer to the County Council on 1 April 2024 via the governance model of a Local Authority Trading Company, but to retain the current Board, business plan and staff structure.</p>
<p>The Oxfordshire Inclusive Economy Partnership</p>	<p>Regular Meetings</p>	<p>The Oxfordshire Inclusive Economy Partnership brings together over a hundred organisations – employers, business, education, community groups and</p>	<p>Working to create opportunities for all people in Oxfordshire, making use of everyone’s potential, so that we can all benefit from Oxfordshire’s success. The</p>	

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		local government.	aim is to create an environment and communities that can adapt to change, a region that is resilient in the face of shocks in the economy and a workforce that responds to different needs and different kinds of work in the future.	
Cherwell Local Strategic Partnership (LSP)	Quarterly	The board is made up of public, private and voluntary and community sector representatives .	Through the promotion of partnerships, the board maximises the contribution of each sector to improve the quality of life in Cherwell.	Meetings provide an opportunity to present an update and receive questions on the Cherwell Local Plan.
Oxfordshire Skills Board	Every two months	The board is made up of public and private employers, secondary, further and higher education skills providers and stakeholder groups.	Responsible for understanding and communicating the needs of employers and providers in Oxfordshire relating to business development, employment and skills issues which	

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			<p>impact on the economic wellbeing of the area. Works closely with the LEP.</p>	
<p>Health and Wellbeing Board</p>	<p>Every two months</p>	<p>Includes local GPs, District and County Councillors, Oxfordshire Clinical Commissioning Group, Healthwatch Oxfordshire, and senior council officers.</p>	<p>Seeks to provide strategic leadership for health and wellbeing across Oxfordshire, ensuring that plans are in place and that action is taken to realise those plans. The Board produces the Oxfordshire Joint Health and Wellbeing Strategy.</p>	<p>The Oxfordshire Joint Health & Wellbeing Strategy has informed the Local Plan.</p>
<p>Oxfordshire Leaders Group</p>	<p>Approximately six times a year</p>	<p>The Leaders of all the Oxfordshire authorities.</p>	<p>Key elements of the group's work include consideration of impacts of changes in government policy and guidance; agreement of county wide programmes; monitoring the impact on resources and services due to changes;</p>	

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			implementing savings.	
Oxfordshire Chief Executive's Group	Approximately six times a year	The Chief Executives of all the Oxfordshire authorities.	Advises and supports the Oxfordshire Leaders Group on the above issues.	
Oxfordshire Planning Policy Officers Meetings (OPPO)	Monthly meetings	Planning Policy Managers of all Oxfordshire authorities.	Regular forum for authorities to provide updates on plan progress and to discuss other cross boundary matters and joint evidence base.	
Heads of Planning (HoP)	Monthly and as required	Heads of Planning from the Oxfordshire Councils	Forum for authorities to provide updates on plan progress and to discuss other cross boundary matters including previously providing direction on the Oxfordshire Plan.	Meetings regularly include discussions on local planning cross boundary strategic matters Most recent meeting held on 25/06/2024 included the following planning policy related matters: -Oxford Local Plan examination - Sewerage capacity
OCC / CDC Liaison Meetings	Every month	Officers of Cherwell and Oxfordshire County Council	Used to discuss current work and emerging issues that affect both authorities, including	

			County and District strategic matters and joint working.	
Integrated Care Board / CDC Liaison Meetings	Approximately every 3 months	Integrated Care Board locality and estates officers, CDC planning officers and Healthy Place-Shaping Lead.	Regular forum to provide updates and discussions relating to primary care strategy and provision, particularly in the context of development management decisions and development plan making.	
Oxfordshire Local Nature Partnership	Regular meetings as required.	Officers from the Oxfordshire authorities and other stakeholders	To bring together local organisations, businesses and people who want to improve their local natural environment.	

Joint working on strategies and infrastructure planning

5.3 Many of the partnerships detailed above have produced and adopted/published joint strategies as part of their work. This illustrates that the process of engagement and cooperation has been effective in the sense that it has resulted in outcomes that all parties considered could sign up to. Many of these strategies have direct relevance to the Local Plan. In addition, several of the partnerships have/will jointly commission studies or evidence base work which will influence the policies of the Local Plan. Table 3 details key jointly produced strategies and jointly commissioned studies.

Table 3: Joint working on strategies and infrastructure planning

Project document	Produced by / involved	Role / purpose
Oxfordshire Local Industrial Strategy (July 2019)	Oxfordshire Local Enterprise Partnership	<p>The Local Industrial Strategy (LIS) sets out an ambition for Oxfordshire to leverage its existing strengths to become one of the top three innovation ecosystems globally by 2040. It sets out how Oxfordshire’s strengths and assets are to be built on, to deliver transformative growth, which is clean and sustainable and delivers prosperity for all communities across the county. The LIS is intended to deliver the aims of the National Industrial Strategy, which is the government’s long-term plan to boost productivity. The LIS states ‘Oxfordshire has been at the centre of innovation in the UK for centuries. National and local investments have built up a network of science parks and innovative firms across the county, and now wider investments in the region offer the opportunity to cement the area’s reputation as one of the best locations in the world to innovate.’</p>
Oxfordshire Local Industrial Strategy – Oxfordshire Investment Plan (August 2020)	Oxfordshire Local Enterprise Partnership	<p>Prepared by the LEP, it translates the ideas and aspirations of the Local Industrial Strategy into a programme of delivery and updates the LIS.</p> <p>The investment plan should deliver:</p> <ul style="list-style-type: none"> 24,500 new jobs (gross full-time equivalents) 344,400m² of new commercial and innovation floorspace 29,400 new homes (based on existing local plans and the Oxfordshire Housing & Growth Deal) 2,700 qualifications (NVQ4+ and Apprenticeships) <p>Support for over 41,000 adult and young learners. Delivering the projects will collectively lever over £2.6bn in domestic and foreign private sector investment. More widely, the portfolio will secure a total of £3.6bn of Foreign Direct Investment and produce GVA of £1.2bn per year from 2030 (based on average Gross Value Added per job).</p>

<p>The Oxfordshire Infrastructure Strategy (OxIS)</p>	<p>Officers from the Oxfordshire authorities and other stakeholders</p>	<p>The Oxfordshire Infrastructure Strategy (OxIS) was an Oxfordshire Growth Board (now FoP) commissioned project involving the county's six local authorities and OxLEP, with the purpose of prioritising our infrastructure requirements to 2040 and beyond.</p> <p>The Future Oxfordshire Partnership is responsible both for decisions about how Deal money is spent and for overseeing the work undertaken to deliver the agreed outcomes.</p> <p>Following the Future Oxfordshire Partnership's negotiation of the terms of the Oxfordshire Housing & Growth Deal with Government, its adoption was agreed by affirmative votes in all six councils and the Oxfordshire Local Enterprise Partnership (OxLEP) Board.</p>
<p>Oxfordshire Strategic Vision</p>	<p>Future Oxfordshire Partnership (FOP)</p>	<p>The FOP purpose is to deliver the aims of the Strategic Vision for Sustainable Development in Oxfordshire which all six councils have adopted. The FOP:</p> <ul style="list-style-type: none"> • Coordinate local efforts to manage economic, housing and infrastructure development in a way that is inclusive and maximises local social and environmental benefits; • Support the development of local policy that meets the UK Government's stated aim of net zero carbon by 2050, and contributes towards biodiversity gain whilst embracing the changes needed for a low carbon world; and, • Seek to secure funding in the pursuit of these aims and oversee the delivery of related work programmes delegated to it by the joint committee's constituent local authority members. <p>The Partnership meets six times each year to discuss issues facing Oxfordshire's future, most often in a non-decision-making capacity.</p>

		<p>It is supported by four Advisory Sub-Groups (Infrastructure, Environment, Housing and Planning), a Scrutiny Panel and a small team of officers who are tasked with delivering elements of the Partnership’s work programme.</p> <p>Officers of Cherwell Council regularly attend the meetings. Through 2024 Scrutiny Panel/ FOP Partnership Meetings have been held; points raised Cherwell include:</p> <p>22/01/2024 (Scrutiny Panel) -Role and remit of the panel, the role of FOP in facilitating the duty to cooperate, the new Health and Well-being Board for Oxfordshire</p> <p>30/01/2024 (FOP) - Health and well-being Board Strategy for Oxfordshire, FOP Forward Plan, Oxfordshire Strategic Vision,</p> <p>11/03/2024 (Scrutiny Panel) - Oxfordshire Housing and Growth Deal –Update, LEP Partnership functions –transition arrangements,</p> <p>20/03/2024 (FOP) - Oxfordshire Housing and Growth Deal –Update, LEP Partnership functions – transition arrangements,</p> <p>23/07/2024 - (Scrutiny Panel) - Oxfordshire Housing and Growth Deal –Update, Oxfordshire Inclusive Economic Partnership (OIEP) Update Report, Update on the Oxfordshire Local Nature Recovery Strategy, Oxfordshire Local Area Energy Plan, Outline business case</p> <p>30/07/2024 (FOP)- Oxfordshire Housing and Growth Deal –Update, Oxfordshire Inclusive Economic Partnership (OIEP) Update Report, Update on the Oxfordshire Local Nature Recovery Strategy, Oxfordshire Local Area Energy Plan, Outline business case</p>
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		<p>03/10/2024 -(FOP) - Oxfordshire Housing and Growth Deal –Update, Local Nature Partnership Update, Future Oxfordshire Partnership Forward Plan, Delivery of Oxfordshire Strategic Vision.</p> <p>Next meeting 26/11/2024.</p>
<p>The Future Oxfordshire Partnership Planning Advisory Group</p>	<p>Members and Senior Planning Officers across the County</p>	<p>Meetings held between members and senior planning officers across Oxfordshire to informally discuss planning matters beyond those discussed at the FOP meetings.</p> <p>Officers and members of Cherwell Council regularly attend the meetings, alongside officers and members of the other Oxfordshire Councils. Meetings held have included the following topics of discussion:</p> <p>21/07/2023 -The role of the Future Oxfordshire Partnership and the Oxfordshire Strategic Vision, Identifying areas for collaborative working, update on local plan progress.</p> <p>15/09/2023 -Opportunities for joint working, opportunities for joint working in the planning space, viability, biodiversity net gain, modern methods of construction, update on local plan progress, work programme.</p> <p>15/12/2023 - Planning for health infrastructure, proposals for joint working on biodiversity net gain, Oxfordshire local transport and connectivity plan (LTCP), forward work programme, update on local plan progress</p> <p>15/03/2024 - Update on joint working with regard to viability assessments, Salt Cross Garden Village – the net zero debate, update on local plan progress, forward work programme</p> <p>13/09/2024 - Consideration of a briefing paper on planning for primary care infrastructure across Oxfordshire. Planning related issues and subjects raised include:</p>

		<ul style="list-style-type: none"> • As well as linking strategic planning and district council local plans it was suggested that planning for primary healthcare infrastructure should feed into the next iteration of the Oxfordshire Infrastructure Strategy, (OxIS). (Welcomed by PAG) • Use of S106 and CIL for funding healthcare infrastructure projects • Investigation of the colocation of leisure and health facilities.
Oxfordshire Housing and Growth Deal (2018)	<p>All Oxfordshire councils and Oxfordshire LEP</p> <p>Approved and signed off by government (Ministry of Housing, Communities and Local Government)</p>	<p>The Oxfordshire authorities signed a Housing and Growth Deal with the government which comprised £215 million of funding to be granted to support the ambition to plan for and deliver 100,000 homes in Oxfordshire by 2031. This was linked to a number of other commitments from the government and the Oxfordshire authorities on affordable housing and infrastructure delivery.</p> <p>Oxfordshire is in the last year of the extended Oxfordshire Housing & Growth Deal which included support to help deliver 100,000 new homes across Oxfordshire between 2011 and 2031. The planned growth to contribute to this is contained within the Cherwell Local Plan 2011-2031 and the Partial Review of that Plan and sites continue to be delivered. There is no additional housing need arising from the Growth Deal.</p>
Oxfordshire Strategic Housing Market Assessment (SHMA) (April 2014) and Oxfordshire Growth Needs Assessment (OGNA)	Jointly commissioned by all Oxfordshire districts with County Council in support.	The SHMA was a technical study to help the Oxfordshire districts understand how many homes will be needed in the period 2011-2031. It also considered the housing needs of specific groups such as older people, minority groups and people with disabilities. (The OGNA (published in 2021) identified the housing and employment needs for Oxfordshire at this time.)
Housing and Economic Needs	Housing and Economic Needs	A study to provide an objective assessment of housing and employment needs in Oxfordshire.

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Assessment (December 2022)	Assessment commissioned by Oxford Cherwell Councils to inform their Local Plans.	Following the examination into the Oxford City Local Plan 2040, where the Government appointed Inspectors expressed significant concerns in respect of the jointly commissioned Housing and Economic Needs Assessment, prepared by consultants Icenl, Cherwell District Council has chosen to withdraw this report from its evidence base documents.
Evidence to support policies towards to achieving net zero (January 2023)	Oxfordshire County Council and Cherwell district Council and stakeholders.	Review of policy, legislation and best practice to inform the Local Plan and wider Council policies and strategies. Pathways to Zero Carbon (Pazco) 2021. In 2020 Oxfordshire County Council published an Action Framework that includes guiding principles to enable a zero- carbon Oxfordshire.
Gypsy and travellers needs assessment for Oxfordshire	Oxfordshire authorities	A study has been commissioned to identify the needs of Gypsy and travellers across Oxfordshire meeting the requirements of government planning policy to inform Local Plans.
Transport assessment and commissioning of modelling	Cherwell District Council and Oxfordshire County Council	A transport assessment to inform the Local Plan and modelling for the County. Transport modelling work is ongoing between Cherwell and County Highways Authority in the assessment and delivery of local plan policy and appropriateness of site allocations.
Oxfordshire Rail Strategy	Oxfordshire Districts and Oxfordshire County Council	Engagement on the Oxfordshire Rail Strategy is planned to go out to public consultation during September 2025 for six weeks with Cabinet decision December 2025. The Area Travel Plans (Hopefully soon to be Movement and Place Strategies (MAPS) following a proposed amendment to LTCP are going to November Cabinet) Work is underway with the OCC place team to draft key actions for the Bicester chapter during November. The LTCP Monitoring Report is going to November's cabinet

Communication at formal stages of Local Plan production

5.4 The Duty to Cooperate bodies, as well as other relevant organisations and the wider public are invited to submit representations to inform the preparation of the Local Plan. The format and methods used will be detailed in the Consultation Statement which will also summarise the responses that have been received.

5.5 On 31 July 2020 the Council published a community involvement paper for a six-week period of consultation to 14 September 2020. The paper was prepared to engage with residents, businesses and other stakeholders to inform them of a review of the adopted Cherwell Local Plan 2011-2031. Written notifications were sent to the consultees listed in the 2016 Statement of Community Involvement and anyone who had registered on the Council's Planning Policy database on 30 July 2020. The database includes parish councils, adjacent authorities and parishes, planning agents, statutory consultees, local pressure groups and organisations as well as individuals. The Sustainability Appraisal Scoping Report was published for consultation alongside the community involvement paper on 31 July 2020. The three consultation bodies under the SEA Regulations – Natural England, Historic England and the Environment Agency – sent in a separate email inviting comments on the Sustainability Appraisal Scoping Report.

5.6 On 29 September 2021 the Council published a community involvement paper 2 for a six-week period of consultation to 10 November 2021. The paper was prepared to engage with residents, businesses and other stakeholders to inform them of a review of the adopted Cherwell Local Plan 2011-2031. Written notifications were sent to the consultees listed in the 2021 Statement of Community Involvement and anyone who had registered on the Council's Planning Policy database on 28 September 2021. The database includes parish councils, adjacent authorities and parishes, planning agents, statutory consultees, local pressure groups and organisations as well as individuals. Details of the consultation that took place are outlined in the Consultation Statement published alongside the draft Cherwell Local Plan Review.

5.7 On 22 September 2023 the Council published a Cherwell Local Plan Review 2040 Consultation Draft (Regulation 18) for a six-week period of consultation to 3 November 2023. The Draft Plan was prepared to engage with residents, businesses and other stakeholders and to invite them to submit their views on the draft policies and proposals set out in the Regulation 18 Draft Cherwell Local Plan 2020-2040. Written notifications were sent to the consultees listed in the 2021 Statement of Community Involvement and anyone who had registered on the Council's Planning Policy database on 22 September 2023. The database includes parish councils, adjacent authorities and parishes, planning agents, statutory consultees, local pressure groups and organisations as well as individuals. Details of the consultation that took place are outlined in the Consultation Statement published alongside the Regulation 19 Cherwell Local Plan Review.

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5.8 Table 4 summarises the communications about the Local Plan with external stakeholders at each formal stage of preparation, including planned future consultations. The Council’s Statement of Consultation sets out the representations, including from the Duty Cooperate bodies, that have been received at each stage and how these have been taken into account for the draft Plan.

Table 4: Local Plan communications with external stakeholders at formal stages

Stage	Date	Communication	Partner organisation contacted / invited
Sustainability Appraisal Scoping Report consultation	30 July – 14 September 2020	Notification of consultation	Environment Agency English Heritage Natural England Highways Agency Oxfordshire County Council
Consultation on Community Involvement Paper			
District-wide Issues consultation	30 July – 14 September 2020	Notification of consultation	Duty to Co-operate bodies Specific consultation bodies General consultation bodies Additional organisations / bodies
Consultation on Community Involvement paper 2			
District-wide Options consultation	29 September – 10 November 2021	Notification of consultation	Duty to Co-operate bodies Specific consultation bodies General consultation bodies Additional organisations / bodies
Duty to Co-operate Background Paper	29 September – 10 November 2021	Document circulated for consultation	Duty to Co-operate bodies Additional Local Planning Authorities
Draft Cherwell Local Plan (Regulation 18)			
Consultation on Draft Plan and supporting documents	22 September – 3 November 2023	Notification of consultation	Duty to Co-operate bodies Specific consultation bodies General consultation bodies Additional organisations / bodies
Submission Plan (Regulation 19)			
Consultation on Proposed Submission Plan	Scheduled for December 2023 to February 2024	Notification of consultation	Duty to Co-operate bodies Specific consultation bodies General consultation bodies Additional organisations / bodies

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Proposed Cherwell Local Plan 2042

Local Housing Needs Assessment Paper

31 October 2024

Introduction

1. This paper sets out how the local housing need has been assessed for the Cherwell Local Plan 2020 to 2042 and considers whether or not there are any exceptional circumstances which justify an alternative approach to assessing housing need.
2. The key starting point for understanding housing needs is the Standard Method for Local Housing Needs. The Standard Method adopted in 2018 was based on 2014 household projections plus an uplift for affordability, subject to a 'cap'.

National Planning Policy Framework (NPPF, December 2023)

3. The NPPF states,

'61. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance. The outcome of the standard method is an advisory starting-point for establishing a housing requirement for the area...'

National Planning Practice Guidance

4. National planning practice guidance provides the formula-based 'standard method' to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply.
5. The standard method identifies a minimum annual housing need figure. It does not produce a housing requirement figure.
6. The steps involved in applying Standard Method and the outcome in calculating Cherwell's housing need are as set out below:

Step 1 - Setting a baseline using the 2014-based national household growth projections

7. Using these projections, calculate the projected average annual household growth over a 10 year period (this should be 10 consecutive years, with the current year being used as the starting point from which to calculate growth over that period)

Year	Household Projection	Household Change
2024	64364	
2025	64907	543
2026	65434	527
2027	65956	522
2028	66481	525
2029	66997	516
2030	67526	529
2031	68063	537
2032	68582	519
2033	69090	508
2034	69580	490
Average Change Per Year		521.6

<https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections> (2014 based live tables)

Step 2 - Adjusting this baseline based on the affordability of the area (applying a median workplace-based affordability ratio where applicable)

8. The most recent median workplace-based affordability ratios, published by the Office for National Statistics at a local authority level, should be used.
9. No adjustment is applied where the ratio is 4 or below. For each 1% the ratio is above 4, the average household growth baseline should be increased by a quarter of a percent. An authority with a ratio of 8 will have a 25% increase on its annual average household growth baseline.
10. The affordability ratio for Cherwell is 9.67.

(<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratiooffhousepricetoworkplacebasedearningslowerquartileandmedian>)

The following calculation is applied:

$$\text{Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25 + 1$$

11. The adjustment factor is therefore:

$$((9.67 - 4) / 4) \times 0.25 + 1 = 1.35\%$$

12. The uncapped local housing need is therefore $521.6 \times 1.35 = 706$ homes per annum

Step 3 - where applicable, capping the level of any increase in housing need

13. Where the relevant strategic policies for housing were adopted more than 5 years ago (at the point of making the calculation), for Cherwell the local housing need figure would be capped at 40% above whichever is the higher of:

- a. the projected household growth for the area over the 10 year period identified in step 1; or
- b. the average annual housing requirement figure set out in the most recently adopted strategic policies (if a figure exists).

14. In Cherwell's case the figure of 706 is less than the average annual housing requirement figure set out in its most recently adopted strategic policies (1,142 for Cherwell and an average of 220 per year for Oxford). A cap does not apply.

Total Housing Need for Cherwell

15. As set out above the current Standard Method for Cherwell produces a need for Cherwell of 706 homes per year from 2024 to 2042 (a total of 12,708 homes).
16. The Standard Method outcomes for the first four years of the Plan period (2020-2024) were 756, 713, 742 and 710 – a total of 2,921 homes.
17. Total housing need for Cherwell for the Plan period under the Standard Method is therefore 15,629 homes.

Exceptional Circumstances for Considering An Alternative Approach

18. The NPPF (para. 61) states, '*There may be exceptional circumstances, including relating to the particular demographic characteristics of an area which justify an alternative approach to assessing housing need; in which case the alternative approach should also reflect current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for*'.
19. National Planning Practice Guidance considers when might it be appropriate to plan for a higher housing need figure than the standard method indicates:

'The government is committed to ensuring that more homes are built and supports ambitious authorities who want to plan for growth. The standard method for assessing local housing need provides a minimum starting point in determining the number of homes needed in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore, there will be circumstances where it is appropriate to consider whether actual housing need is higher than the standard method indicates.

This will need to be assessed prior to, and separate from, considering how much of the overall need can be accommodated (and then translated into a housing requirement figure for the strategic policies in the plan). Circumstances where this may be appropriate include, but are not limited to situations where increases in housing need are likely to exceed past trends because of:

- *growth strategies for the area that are likely to be deliverable, for example where funding is in place to promote and facilitate additional growth (e.g. Housing Deals);*
- *strategic infrastructure improvements that are likely to drive an increase in the homes needed locally; or*
- *an authority agreeing to take on unmet need from neighbouring authorities, as set out in a statement of common ground.*

There may, occasionally, also be situations where previous levels of housing delivery in an area, or previous assessments of need (such as a recently-produced Strategic Housing Market Assessment) are significantly greater than the outcome from the standard method. Authorities are encouraged to make as much use as possible of previously-developed or brownfield land, and therefore cities and urban centres, not only those subject to the cities and urban centres uplift may strive to plan for more home. Authorities will need to take this into account when considering whether it is appropriate to plan for a higher level of need than the standard model suggests'.

Growth Strategies

20. Oxfordshire is in the last year of the extended Oxfordshire Housing & Growth Deal which included support to help deliver 100,000 new homes across Oxfordshire between 2011 and 2031. Announced in 2017, the deal provided for £215million of Government investment for new homes and infrastructure across Oxfordshire.
21. The planned growth to contribute to this is contained within the Cherwell Local Plan 2011-2031 and the Partial Review of that Plan and sites continue to be delivered. Allocated sites not yet delivered will be proposed to be saved by the new local plan or will mostly be reallocated where there is a change of circumstances.

Unanticipated housing supply has also come forward since the 2015 Plan was adopted. There is no additional housing need arising from the Growth Deal.

Strategic Infrastructure Improvements

22. There are no identified strategic infrastructure improvements leading to additional housing need. Additional provision is being proposed to support the delivery of the North West Bicester strategic development as part of the Bicester Garden Town programme. An additional 1,500 homes are proposed to add to the 6,000 presently planned, a total of 7,500. It is expected that 4,300 of these would be provided beyond 2042.

Unmet Housing Need from Oxford

23. A Housing and Economic Needs Assessment was jointly produced with Oxford City in 2022. The Oxford Local Plan Inspectors wrote to the City Council on 11 September 2024 and advised that, ‘...the robustness of the HENA is questionable, and its recommendations flawed’ (para.61). It has therefore been withdrawn from this Council’s evidence base.
24. On 26 September 2016, the Oxfordshire Growth Board (now the Future Oxfordshire Partnership) considered a report summarising the output of countywide work in the interest of assisting Oxford with its unmet housing need.
25. The Growth Board decided on an apportionment of 14,850 homes to the district and city councils. Cherwell District was asked to consider the accommodation of 4,400 homes in addition to its existing Local Plan commitments and the countywide apportionment was embedded in a Memorandum of Cooperation signed by five of the six Oxfordshire Councils in 2016.
26. Oxford’s existing Local Plan (2016-36) is informed by a roll-forward of a Strategic Housing Market Assessment in 2018 – a need of some 1,346 homes per annum to meet its affordable housing needs in full. Its current need figure from applying the Standard Method is 762 homes per annum.
27. In evidence to its Local Plan Examination (*response to Inspectors’ Matters, Issues and Questions - Matter 3: Housing need and housing requirement*) Oxford City Council stated that it had capacity to accommodate 493 homes per annum to 2040. Under either scenario there is housing need to meet and we are continuing with our commitment to meet the identified need for 4,400 homes previously identified by retaining relevant Local Plan policies. We do not consider that we need to accommodate additional housing need for Oxford in this Local Plan. At a meeting on

15th October 2024, under the Duty to Cooperate, Cherwell and Oxford City Council reached an understanding that the 4,400 dwellings would be brought forward to meet unmet need. No additional accommodation was requested.

Demographic / Other Housing Need Circumstances

28. A report on demographic change had not been produced to replace the withdrawn HENA (2022). However, a separate assessment of the need for affordable housing, the size and types of homes, of older and disabled people and other specific housing areas such as self-build and private rented accommodation has been produced to inform the Local Plan policies. There are no exceptional circumstances arising from this work to depart from the Standard Method.

Economic Circumstances

29. In their letter of 11 September 2024, the Inspectors for the Oxford Local Plan Examination advised,

'Historic suppression of migration and household formation, affordability issues and high levels of in-commuting are also cited as exceptional circumstances. However, the PPG advises that the affordability adjustment is applied to take account of past under-delivery. There is no need to address under-delivery separately. Although the standard method is based upon projected household growth rather than economic growth, this of itself is not an exceptional circumstance. While Oxford City has a buoyant economy, the Standard Method would provide additional housing, which would support jobs growth. There is no clear justification in this case for departing from the standard method, exceptional circumstances do not exist' (para. 47).

30. Cherwell's economy is also relatively strong. One simple illustration is that Cherwell's employment rate was higher than across the South East as a whole in the year ending December 2023:

'Of people aged 16 to 64 years living in Cherwell, 84.7% were employed in the year ending December 2023'.

<https://www.ons.gov.uk/visualisations/labourmarketlocal/E07000177/>

31. This compares with 79.3% across the South East and 80.8% in Oxford. The Oxford's Inspectors' conclusions in this regard are therefore of some relevance

Previous Assessments of Need

32. The 2014 Oxfordshire Strategic Market Assessment produced a housing need of 1,142 homes per year for Cherwell (2011-2031). This is significantly greater than the

706 per annum generated by the Standard Method. However, as noted by the Oxford Local Plan Inspectors, ‘...the Oxfordshire Memorandum of Co-operation (2016) and adopted Local Plan commitments were based on a different assessment of housing need, produced ten years ago and covering a different time period’ (para. 28). The SHMA is not a ‘recent’ assessment and we do not rely on it for producing the new Local Plan.

Making Use of Previously Development Land

- 33. The district does not have levels of previously developed land that would lead to a higher level of need. Regeneration of Banbury Canalside features in Local Plan proposals and former RAF Upper Heyford (now Heyford Park) benefits from an existing site allocation, has an approved masterplan and forms part of our existing housing supply.

Overall Housing need

- 34. Cherwell’s overall housing need is as follows:

Previous Standard Method 2020-2024	756+713+742+710	2,921
Current Standard Method	706 pa x 18 years	12,708
Cherwell Total Need		15,629
Oxford Unmet Need Rolled Forward		4,400
Total Need		20,029
Annual Need (22 years rounded up)		911

- 35. It is considered that there are no exceptional circumstances to depart from the Standard Method.

Review of the NPPF and Proposed Transitional Arrangements

- 36. Between July and September 2024, a consultation was held on changes to the NPPF. The outcome of the consultation is awaited. There are proposed changes and transitional arrangements that we need to consider.
- 37. Proposed changes to the national ‘Standard Method’ for assessing housing needs include moving away from a household projection-based approach to one that provides for a 0.8% increase on housing stock with a more significant adjustment for affordability than the existing Standard Method. The potential outcomes were published for Local Planning Authorities with Cherwell’s current need possibly rising from 706 homes per year to 1095 homes per year.

38. The Government has advised, ‘...to help local planning authorities with advanced plans to proceed to examination at pace and support the Government’s ambition to build more homes, those plans that have reached Regulation 19 publication stage but not yet been submitted for examination one month after the revised framework is published, with a gap of no more than 200 dwellings per annum between the local planning authority’s revised LHN [Local Housing Need] figure and its proposed housing requirement (as set out in the Publication version of the plan), should...progress to examination under the version of the NPPF it has used when preparing the plan thus far’. The draft NPPF clarifies that the housing requirement can include any unmet need arrangements.
39. Publication of the final revised NPPF is anticipated in December 2024 or early in 2025. However, this Plan has been prepared under the existing NPPF and it is anticipated that transitional arrangements could apply.

Housing Requirements

40. Cherwell provided 4,477 new homes from 2020-2024, has land supply for another 12,525 homes and has planned sites for the 4,400 homes to help Oxford. A total of 21,402 homes. There is no reason why identified needs cannot be met from existing supply, notwithstanding other planning reasons and assessment for providing additional supply.
41. The Plan proposes a housing requirement equal to the need for 911 homes per annum from 2020 to 2042 – a total of 20,042 homes.
42. On this basis, the Local Plan would be within 200 homes of the suggested housing need outcome from the proposed new Standard Method and would benefit from the transitional arrangements

Conclusion

43. In conclusion there are no exceptional circumstances that would justify an alternative approach for Cherwell in assessing housing need

Meeting of Overview and Scrutiny Committee – 12 November 2024

Copy of decision and minutes at:

<https://modgov.cherwell.gov.uk/ieListDocuments.aspx?CId=116&MIId=4166&Ver=4> (item 28)

Decision:

Resolved

- (1) That the following comments and recommendations in respect of the draft Local Plan be referred to the Executive for consideration at its meeting on 2 December 2024:
 - i. That the following key supporting documents referenced in the Draft report to the Executive, but not available with the papers submitted to the Overview and Scrutiny Committee meeting, be made available to Overview and Scrutiny Committee members at its next meeting, 26 November 2024.
 - a) Sustainability appraisal
 - b) Habitats regulation assessment
 - c) Health and equalities impact assessment
 - d) Duty to cooperate statement
 - e) Heritage impact assessment
 - ii. That Executive be requested to reconsider the inclusion of the land To the south of Isis Avenue to Eden Way, Middleton Stoney Road, Bicester be as part of the Local Green Space Designation in Bicester West.
 - iii. That the presentation slides from the Overview and Scrutiny Committee meeting be circulated to all Members for information.

Minutes:

The Assistant Director for Planning and Development submitted a report which presented the Proposed Cherwell Local Plan 2042 for consideration by the Overview and Scrutiny Committee ahead of its presentation to the Executive on 2 December 2024.

The Assistant Director Planning and Development and Planning Policy, Conservation & Design Manager gave a short presentation covering timelines, key changes since 2023 as well as the key themes and policy areas, including Housing Need, Requirement and Supply and stipulations of affordable housing within proposed developments.

The Committee considered and asked questions on the proposed Cherwell Local Plan around key strategic themes: strategic options and considerations, timetable and governance, housing and economic needs assessments, climate change and

sustainable development, infrastructure, and consultation and engagement. Answers to all questions were duly provided by officers from the Communities, Planning and Development department and the Executive Portfolio Holder for Planning and Development Management.

At the end of questions, the committee considered its conclusions, observations, and recommendations to the Executive.

In considering the report, the Committee noted that the following key supporting documents were listed in the Appendix to the draft report to the Executive but were not included in the committee papers for consideration at the meeting.

- a) Draft Sustainability Appraisal
- b) Draft WIP Habitats Regulation Assessment
- c) Health and Equalities Impact Assessment
- d) Interim Duty to Cooperate Statement
- e) Local Plan Appendix 5 - Strategic Gaps associated with Banbury, Bicester and Heyford Park: Key Characteristics and Recommendations

The Committee was advised that these documents were not yet available as they were not finalised in time for the meeting but would be available in time for the agenda publication for the Executive on 2 December 2024.

Members of the Committee commented they considered that these documents, in particular the Sustainability Appraisal, were integral to the plan making process and that it was therefore necessary for the Overview and Scrutiny Committee to review these documents before making a final assessment and observations on the draft proposed Local Plan to Executive.

It was proposed by Councillor Simpson and seconded by Councillor Creed that the supporting documents be submitted as exempt documents to the scheduled 26 November, which was ahead of Executive consideration of the draft proposed Local Plan on 2 December 2024. This would enable the Committee to review and make any comments to Executive on these documents.

Further to a question on Local Green Space Allocations for Bicester West by Councillor Sibley, it was proposed by Councillor Sibley and seconded by Councillor Broad that it be recommended to the Executive to agree that the land adjacent to Isis Avenue, Hambleside, Eden Way and boarding Middleton Stoney Road be designated a part of the Local Green Space Designation in Bicester West.

On behalf of the Committee, the Chair thanked officers for their in preparations of the report, presentation to the committee and answering questions and it was requested that the presentation slides from the Overview and Scrutiny Committee meeting be circulated to all Members for information.

Resolved

- (1) That the following key supporting documents referenced in the Draft report to the Executive, but not available with the papers submitted to the Overview and Scrutiny Committee meeting, be made available to Overview and Scrutiny Committee members at its next meeting, 26 November 2024:
 - a) Draft Sustainability Appraisal
 - b) Draft WIP Habitats Regulation Assessment
 - c) Health and Equalities Impact Assessment
 - d) Interim Duty to Cooperate Statement
 - e) Local Plan Appendix 5 - Strategic Gaps associated with Banbury, Bicester and Heyford Park: Key Characteristics and Recommendations
- (2) That it be recommended to the Executive that the land adjacent to Isis Avenue, Hambleside, Eden Way and boarding Middleton Stoney Road be included as part of the Local Green Space Designation in Bicester West.
- (3) That the presentation slides from the Overview and Scrutiny Committee meeting be circulated to all Members for information.

Supporting documents:

- [Proposed Cherwell Local Plan 2042, item 28.](#)  PDF 263 KB
- [Appendix 1 - Draft Report to Executive, item 28.](#)  PDF 612 KB
- [Appendix 2a - Proposed Draft Cherwell Local Plan Review 2042, item 28.](#)  PDF 6 MB
- [Appendix 2b - Local Plan Appendix 1-9, item 28.](#)  PDF 27 MB
- [Appendix 2c - Draft Policies Maps, item 28.](#)  PDF 5 MB
- [Appendix 3a - Draft Consultation Statement, item 28.](#)  PDF 2 MB
- [Appendix 3b - Consultation Statement Appendix 1-5, item 28.](#)  PDF 7 MB
- [Appendix 3c - Consultation Statement Appendix 6-10, item 28.](#)  PDF 15 MB
- [Appendix 3d - Consultation Statement - Appendix 11-15 \(1\), item 28.](#)  PDF 6 MB
- [Appendix 3e - Consultation Statement - Appendix 16 part 1, item 28.](#)  PDF 24 MB
- [Appendix 3f - Consultation Statement - Appendix 16 part 2, item 28.](#)  PDF 20 MB
- [Appendix 4 - Local Housing Needs Assessment Paper, item 28.](#)  PDF 111 KB
- [Appendix 5 - Position Statement on emerging technical documents, item 28.](#)  PDF 139 KB
- [Supplementary Information, item 28.](#)  PDF 244 KB

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Appendix 9

Proposed Changes to the Plan following 12 November 2024 Overview & Scrutiny Committee

	Resolution for O&S Committee	Officer Action
1.	<p>That the following key supporting documents referenced in the Draft report to the Executive, but not available with the papers submitted to the Overview and Scrutiny Committee meeting, be made available to Overview and Scrutiny Committee members at its next meeting, 26 November 2024.</p> <p>a) Sustainability appraisal</p> <p>b) Habitats regulation assessment</p> <p>c) Health and equalities impact assessment</p> <p>d) Duty to cooperate statement</p> <p>e) Heritage impact assessment</p>	<ul style="list-style-type: none"> The Heritage Impact Assessment documents were published on the Council's website on 12 November 2024. Other draft documents are being presented to the 26 November O&S meeting.
2.	<p>That Executive be requested to reconsider the inclusion of the land To the south of Isis Avenue to Eden Way, Middleton Stoney Road, Bicester be as part of the Local Green Space Designation in Bicester West.</p>	<p>Officers have now reconsidered this site and having regard to new information and evidence the site is now included as a proposed Local Green Space in the Reg 19 Local Plan before the Executive.</p>
3.	<p>That the presentation slides from the Overview and Scrutiny Committee meeting be circulated to all Members for information.</p>	<p>The slides have been circulated.</p>
	Other Changes	
1	<p>Local Plan text and policies have been updated where necessary to reflect the very latest evidence.</p>	<p>These changes are set out in the track changes version of the Plan text before the Executive.</p>
2	<p>Local Plan text and policies have been updated following continued engagement with duty to co-operate bodies such as Natural England, Historic England and Oxfordshire CC.</p>	<p>These changes are set out in the track changes version of the Plan text before the Executive.</p>
3	<p>A number of minor presentational and format changes have been made.</p>	<p>These changes are set out in the track changes version of the Plan text before the Executive.</p>
4	<p>A set of up-dated local plan appendices is provided.</p>	<p>These appendices are within the agenda pack.</p>

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