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Cherwell

DISTRICT COUNCIL
NORTH OXFORDSHIRE

Committee: Executive
Date: Tuesday 16 June 2026
Time: 5.30pm
Venue: 39 Castle Quay, Banbury, OX16 5FD

Membership

**Councillor Lesley McLean
(Chair)**

Councillor Nicola Borkmann
Councillor Frank Ideh
Councillor Rob Pattenden
Councillor Lisa Smith

Councillor Chris Brant (Vice-Chair)

Councillor David Hingley
Councillor Ian Middleton
Councillor Alisa Russell

AGENDA

1. Apologies for Absence

2. Declarations of Interest

Members are asked to declare any interest and the nature of that interest that they may have in any of the items under consideration at this meeting.

3. Petitions and Requests to Address the Meeting

The Chair to report on any requests to submit petitions or to address the meeting.

4. Minutes (Pages 11 - 28)

To confirm as a correct record the Minutes of the meeting held on 7 April 2026.

5. Chair's Announcements

To receive communications from the Chair.

6. Urgent Business

The Chair to advise whether they have agreed to any item of urgent business being admitted to the agenda.

7. Wroxton Motocross Article 4 Direction (Pages 29 - 40)

Report of Assistant Director Planning

Purpose of report

To inform the Executive of the recommendation to proceed with a targeted non-immediate Article 4 Direction restricting temporary use permitted development rights, and to set out the legal and procedural steps required for the Direction to be made and confirmed.

Recommendations

The Executive resolves:

- 1.1 To agree to make the following non-immediate Article 4 Direction under Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015.
- 1.2 To authorise the Assistant Director Planning, in consultation with the Deputy Leader - Planning and Enforcement, to finalise the wording of the Article 4 Direction and to undertake all necessary procedural steps to give effect to the Direction, including issuing the Direction, undertaking statutory consultation, notifying the Secretary of State, and reporting back to the Executive for confirmation following consideration of representations.
- 1.3 To note the process for making, consulting upon and confirming an Article 4 Direction, including notification to the Secretary of State and consideration of representations prior to confirmation.

8. Bloxham Neighbourhood Plan (Pages 41 - 126)

Report of Assistant Director Planning

Purpose of report

To consider the Examiner's report on the draft Modified Bloxham Neighbourhood Plan (the Draft Neighbourhood Plan") to determine whether the Draft Neighbourhood Plan, incorporating modifications should proceed to referendum.

Recommendations

The Executive resolves:

- 1.1 To approve all the Examiner's recommendations and modifications (Appendices 1 and 2) to enable the Neighbourhood Plan, incorporating the recommended modifications (Appendix 3), to proceed to a referendum.
- 1.2 To authorise the issue of a 'decision statement' confirming the Executive's decision including that the Neighbourhood Plan will now proceed to a referendum.
- 1.3 To authorise the Assistant Director Planning to make any minor presentational changes and corrections necessary to ready the Neighbourhood Plan for referendum.

9. Response to Motion: Keep Cherwell Tidy (Pages 127 - 132)

Report of Executive Director Neighbourhood Services

Purpose of report

The report outlines the response to the motion submitted to Full Council in March 2026 calling for a campaign to "Keep Cherwell Tidy".

As the motion fell within the remit of the Executive powers, it was referred to the Executive.

Recommendations

The Executive resolves:

- 1.1 To note the response.
- 1.2 To endorse the extensive efforts already underway to keep Cherwell tidy.
- 1.3 To endorse development of a series of campaigns throughout the year on keeping communities tidy, rather than a single campaign in March. This will better reflect the different needs of rural environments throughout the year.

10. Response to Motion: Consultation on move to three-weekly collections (Pages 133 - 138)

Report of Executive Director Neighbourhood Services

Purpose of report

The report outlines the response to the motion submitted to Full Council in March 2026 requesting clarity on any consultation on changes to our waste collection service.

As the motion fell within the remit of the Executive powers, it was referred to the Executive.

Recommendations

The Executive resolves:

- 1.1 To note the response and endorse the commitment to extensive consultation on any proposed changes.
- 1.2 To note there is no decision to proceed with three weekly collections, and this response outlines how any consultation on any proposed significant changes to the service would be conducted in the future.

11. Banbury Public Spaces Protection Order (PSPO) Variation (Pages 139 - 156)

Report of Head of Regulatory Services and Community Safety

Purpose of report

A consultation was undertaken on a proposal to apply a variation to the current Public Spaces Protection Order (PSPO) for Banbury town centre. This paper provides the Executive with the background to the variation, a summary of the consultation undertaken and the feedback from key stakeholders and details of the change to the scope of the order. The paper provides the executive with the opportunity to decide whether to proceed with the proposed variation to the PSPO.

Recommendations

The Executive resolves:

- 1.1 To consider and agree to the introduction of the proposed variation to the PSPO for Banbury town centre.

12. Housing Civil Penalties Policy (Pages 157 - 214)

Report of Assistant Director Wellbeing and Housing

Purpose of report

To seek approval for the new Housing Civil Penalties Policy.

Recommendations

The Executive resolves:

- 1.1 To approve the new Housing Civil Penalties Policy.

13. Housing Enforcement Policy (Pages 215 - 248)

Report of Assistant Director Wellbeing and Housing

Purpose of report

To seek approval for the new Housing Enforcement Policy.

Recommendations

The Executive resolves:

- 1.1 To approve the new Housing Enforcement Policy.

14. Community Event Parking in Banbury and Bicester (Pages 249 - 254)

Report of Assistant Director Property

Purpose of report

To seek Executive approval to delegate authority to the Assistant Director of Property, in consultation with the Portfolio Holder for Property and Assets, to approve the temporary closure or operational use of Council parking spaces or car park areas in Banbury and Bicester for civic, commemorative and community events.

The proposal relates to the temporary use of parking areas to facilitate the operation of events and does not constitute the provision of free parking for event attendees.

Recommendations

The Executive resolves:

- 1.1 To delegate authority to the Assistant Director of Property, in consultation with the Portfolio Holder for Property and Assets, to approve the temporary closure or operational use of District Council parking spaces or car park areas in Banbury and Bicester for civic, commemorative and community events where there is a demonstrable public benefit.
- 1.2 To confirm that commercial or profit-generating events will continue to be subject to the appropriate fees and charges in accordance with the Council's adopted schedule of fees and charges.

15. Request for Strategic Development Funding (Pages 255 - 264)

Report of Executive Director Place and Regeneration

Purpose of report

To request an allocation of £250k from the Strategic Development Fund reserve (£400k) to progress economic development and regeneration activity.

Recommendations

The Executive resolves:

- 1.2 To agree to an allocation from the Strategic Development Fund of £250k to commission:
 - i. An Economic Plan for Cherwell district
 - ii. A masterplan for Bicester town centre.

Monies would be spent according to CDC financial and procurement regulations led by the Regeneration & Growth (R&G) service.

- 1.3 To agree to renew Ambassador status with Experience Oxfordshire (£15k) for 26/27, utilising existing service budgets and to agree to consider allocating funds in future years as part of the budget-setting process.

16. Finance, Performance and Risk Monitoring End of Year Report 2025-2026
(Pages 265 - 356)

Report of Assistant Director of Finance (S151 Officer) and Head of Chief Executive's Office

Purpose of report

To report to Executive the council's year-end financial, performance and risk position as of the end of financial year 2025-26. Further detail can be found in the report and its appendices.

Recommendations

The Executive resolves:

- 1.1 To consider and note the contents of the council's finance, performance, and risk management report as at the end of financial year 2025/26.
- 1.2 To note the capital outturn position and approve the capital reprofiling held in Appendix 1.
- 1.3 To approve the use of reserves and grant funding detailed in Appendix 5.
- 1.4 To approve the use of reserves to be released in 2026/27 detailed in Appendix 6.
- 1.5 To note the balanced outturn position for 2025/26 after the proposed contributions to reserves.

17. Appointments to Partnerships, Outside Bodies, Member Champions and Shareholder Committee 2026/27 (Pages 357 - 362)

** Please note that the appendix to the report will follow as appointments are being reviewed **

Report of Assistant Director Law and Governance and Monitoring Officer

Purpose of report

To appoint representatives to Partnerships, Outside Bodies, where these are executive functions, Member Champions and the Shareholder Committee, for the municipal year 2026/2027.

Recommendations

The Executive resolves:

- 1.1 To make appointments to partnerships, outside bodies, the Shareholder Committee, Member Champions and advisory groups for the 2026/2027 municipal year as set out in Appendix 1 to this report.
- 1.2 To delegate authority to the Assistant Director Law and Governance, in consultation with the Leader of the Council, to appoint Members to any outstanding vacancies and make changes to appointments, including new appointments, as may be required during the 2026/2027 Municipal Year.
- 1.3 To remind appointed members to update their Register of Interests as may be required, to reflect these appointments.

18. Exclusion of the Press and Public

The following report contains exempt information as defined in the following paragraph of Part 1, Schedule 12A of Local Government Act 1972.

3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

Members are reminded that whilst the following item has been marked as exempt, it is for the meeting to decide whether or not to consider it in private or in public. In making the decision, members should balance the interests of individuals or the Council itself in having access to the information. In considering their discretion members should also be mindful of the advice of Council Officers.

No representations have been received from the public requesting that this item be considered in public.

Should Members decide not to make a decision in public, they are recommended to pass the following recommendation:

“That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following item of business on the ground that, if the public and press were present, it would be likely that exempt information falling under the provisions of Schedule 12A, Part 1, Paragraph 3 would be disclosed to them, and that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.”

19. Planned Preventive Maintenance (PPM) - Property Services - Facilities Management - Managed Buildings (Pages 363 - 370)

Exempt report of Assistant Director Property

Councillors are requested to collect any post from their pigeon hole in the Members' Lounge before or at the end of the meeting.

Information about this Agenda

Apologies for Absence

Apologies for absence should be notified to democracy@cherwell-dc.gov.uk or 01295 221534 prior to the start of the meeting.

Declarations of Interest

Members are asked to declare interests at item 2 on the agenda or if arriving after the start of the meeting, at the start of the relevant agenda item.

Local Government and Finance Act 1992 – Budget Setting, Contracts & Supplementary Estimates

Members are reminded that any member who is two months in arrears with Council Tax must declare the fact and may speak but not vote on any decision which involves budget setting, extending or agreeing contracts or incurring expenditure not provided for in the agreed budget for a given year and could affect calculations on the level of Council Tax.

Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

This agenda constitutes the 5-day notice required by Regulation 5 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 in terms of the intention to consider an item of business in private.

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Queries Regarding this Agenda

Please contact Natasha Clark, Democratic and Elections democracy@cherwell-dc.gov.uk, 01295 221534

Shiraz Sheikh
Monitoring Officer

Published on Monday 8 June 2026

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Cherwell District Council

Executive

Minutes of a meeting of the Executive held at 39 Castle Quay, Banbury, OX16 5FD, on 7 April 2026 at 6.30 pm

Present:

Councillor Lesley McLean (Deputy Leader of the Council and Portfolio Holder for Finance, Property & Regeneration) (Vice-Chair, in the Chair)

Councillor Chris Brant, Portfolio Holder for Corporate Services

Councillor Jean Conway, Portfolio Holder for Planning and Development Management

Councillor Nick Cotter, Portfolio Holder for Housing

Councillor Ian Middleton, Portfolio Holder for Neighbourhood Services

Apologies for absence:

Councillor David Hingley, Leader of the Council & Portfolio Holder for Strategic Leadership

Councillor Tom Beckett, Portfolio Holder for Greener Communities

Councillor Rob Pattenden, Portfolio Holder for Healthy and Safe Communities

Also Present:

Councillor David Rogers, Chair, Overview and Scrutiny Committee

Councillor John Broad

Officers:

Ian Boll, Executive Director Place & Regeneration

Stephen Hinds, Executive Director Resources

Kristian Aspinall, Executive Director Neighbourhood Services

Ann Slavin, Cherwell Futures Director

Shiraz Sheikh, Assistant Director Law & Governance and Monitoring Officer

David Peckford, Assistant Director Planning

Nicola Riley, Assistant Director Wellbeing and Housing

Joanne Kaye, Head of Finance and Deputy S151 Officer

Kaimi Ithia, Head of Chief Executive's Office

Natasha Clark, Governance and Elections Manager

Officers Attending Virtually:

Mona Walsh, Assistant Director - Property

Michael Suddens, Head of Biodiversity and Climate Resilience

Mehmoona Ameen, Programme Manager

Richard Smith, Head of Housing

Steve Brown, Programme Manager – Environmental Services

124 **Declarations of Interest**

There were no declarations of interest.

125 **Petitions and Requests to Address the Meeting**

There were no petitions or requests to address the meeting.

The Chair welcomed Councillor Rogers, Chair of the Overview and Scrutiny Committee and Deputy Leader of the Cherwell Conservative and Independent Alliance, and Councillor Broad to the meeting.

126 **Minutes**

The minutes of the meeting held on 3 March 2026 were agreed as a correct record and signed by the Chair.

127 **Chair's Announcements**

The Chair noted the tragic event that had resulted in the passing of Councillor Reeves' pet dog and, on behalf of Executive, extended condolences to Councillor Reeves and his family.

128 **Urgent Business**

There were no items of urgent business.

129 **Climate Action Plan 2026-27**

The Head of Biodiversity and Climate Resilience submitted a report to seek the Executive's approval of the Climate Action Plan for 2026-27.

In response to Executive member comments regarding the alignment of the action plan with those of other authorities and embedding in future plans in light of Local Government Reorganisation (LGE), Portfolio Holder for Neighbourhood Services explained that currently different tier of local government were responsible for collection and waste disposal, LGR offered an opportunity to remove this and align. All local authorities CDC was working with in respect of LGR should be operation at peak performance, so would be ready to go at the relevant time.

Resolved

- (1) That the Climate Action Plan (CAP) for the 2026-27 financial year be adopted.

- (2) That it be noted that following the adoption of the Climate Action Plan, Executive will receive an annual update on delivery progress.

Reasons

The Climate Action Plan 2026-27 identifies actions and projects across a range of carbon emissions sources and enabling themes.

For Cherwell District Council, each action identifies the emissions area, the goals they would contribute towards, carbon saving potential and key performance indicators to monitor delivery progress. Council actions focus on carbon emissions from fleet, property, staff activities, procurement and enabling areas including funding, governance and monitoring.

For the district area, each action identifies the emissions area, the goals they would contribute towards and key performance indicators to monitor delivery progress. District actions focus on carbon emissions from transport, households, business, community and enabling areas including planning, evidence bases, communications and engagement.

Alternative options

Option1: Do Nothing: This option is not recommended as the previous action plan covered up to the end of 2025-26 financial year only. A refreshed CAP enables stronger programme management and likelihood of realising new opportunities to deliver the Council's net zero ambitions.

Option 2: Delay Decision: This option is not recommended as this CAP covers the 2026-27 financial year only and a delay will reduce the potential impact and benefit of the plan.

Option 3: Do Not Adopt: This option is not recommended as this CAP supports the delivery of the Council's strategic priorities and covers the 2026-27 financial year only, where a delay will reduce the potential impact and benefit of the plan.

130

Response to the Planning Advisory Service's Planning Committee Review

The Assistant Director Planning submitted a report to advise the Executive on how the Council is responding to the Planning Advisory Service (PAS) Review of Planning Committee Decision Making.

In response to Executive member comments regarding the importance of the continuation of resident and community representation in the planning process, the Assistant Director Planning confirmed that the officer response to the recommendations would not impact on resident and public participation. The Statement of Community Involvement set out the consultation and

engagement processes that would be used in preparing planning policy documents.

Resolved

- (1) That the work in progress in responding to the PAS recommendations and advice be noted.

Reasons

The PAS review of decision-making has put a constructive spotlight on the important work of the Planning Committee and the Development Management service. Significant changes have been made in response to the recommendations of PAS and work is continuing alongside corporate transformation and service improvement. The Council remains at risk of designation in significant part because of the legacy impact of the previous monitoring period. Close monitoring and management of decision making must continue in the interest of emerging from a position of risk and to avoid a similar position in the future. Very close working between officers and Members will be critical in supporting this.

Alternative options

There are no alternatives to the recommendations presented.

131

Corporate Performance and Insight Strategy 2026/27

The Head of Chief Executive's Officer submitted a report which provided an overview of the proposed Corporate Performance and Insight Strategy 2026/27, including proposed key performance indicators and annual delivery plan milestones to be reported across the new financial year.

Resolved

- (1) That the new Corporate Performance & Insight Strategy (Appendix 1 to the report) and the Key Performance Indicators (Appendix 2 to the report) be approved.
- (2) That the Annual Delivery Plan (ADP) Milestones 2026/27 (as approved as part of the Budget) be noted.
- (3) That, having given due consideration, the Overview and Scrutiny Committee's recommendation to incorporate additional performance measures for evaluating the Castle Quay investment, ensuring that social impact, environmental outcomes and growth potential are monitored alongside the existing financial and treasury management indicators be noted.

Reasons

The proposed Corporate Performance and Insight Strategy 2026/27 offers a clear and proportionate framework that strengthens governance, transparency and informed decision-making across the Council, ensuring that performance activity is firmly aligned with corporate priorities and future requirements.

Having addressed the recommendations from the internal audit, the strategy provides a robust foundation for delivering consistent, evidence-based insight in the year ahead.

Endorsing the strategy and associated appendices is therefore recommended, as doing so will safeguard continuity, reinforce statutory and democratic accountability, and mitigate risks linked to delay, particularly in relation to planning cycles, system optimisation and preparation for potential Local Government Reorganisation.

Alternative options

Option 1: To review and approve the proposed Corporate Performance and Insight Strategy 2026/27 with appendices.

Option 2: To do nothing or delay the decision(s). This option is not recommended, as democracy deadlines need to be met and systems need to be prepared with final approved Key Performance Indicators ahead of reporting cycle for the next financial year.

132

Updated Procurement Strategy

The Assistant Director Law & Governance and Monitoring Officer submitted a report which sought approval for the new Procurement Strategy.

Resolved

(1) That the new Procurement Strategy be approved.

Reasons

It is recommended that the Executive approves the development and adoption of a revised Procurement Strategy aligned with the Procurement Act 2023 and emerging priorities for the next two years. A shorter strategy period should be endorsed to allow for regular review and timely updates in response to legislative changes, market developments, and corporate priorities. The updated strategy should strengthen governance, support consistent practice across departments, and embed enhanced Social Value and environmental requirements, ensuring that procurement continues to deliver high-quality outcomes and value for money for our community.

Alternative options

Option 1: Remain with current procurement strategy - Without updated guidance, officers may interpret PA23 reforms differently, leading to

inconsistent approaches, delays, or poor-quality procurement documentation, which can undermine effectiveness and accountability. The existing strategy may not capture new corporate priorities around Social Value, sustainability, climate action, and carbon reduction. This limits the Council's ability to maximise community benefits and deliver on its environmental responsibilities.

Option 2: A longer-term Procurement Strategy would not be a viable option, as it would risk becoming outdated and misaligned with the rapidly changing procurement landscape, particularly in light of the new requirements introduced by the Procurement Act 2023 and the ongoing developments in Social Value, sustainability, and environmental obligations. Legislative, technological, and market conditions are evolving at pace, and a fixed five-year strategy would lack the flexibility needed to respond to these changes effectively. A shorter strategy period ensures the Council can remain agile, regularly update its priorities, and maintain a governance framework that reflects modern best practice, emerging initiatives, and the Council's evolving corporate objectives.

133

Acceptance of MHCLG Large-Scale Housing Development Grant Funding

The Executive Director Place and Regeneration submitted a report which sought approval of associated budget virement, and to agree programme delivery and governance arrangements in respect of the Ministry of Housing, Communities and Local Government (MHCLG) provision of £500,000 of specific grant funding for non-statutory feasibility work to test the strategic case for large-scale housing development. This included capacity funding, technical studies and financial modelling.

The Chair noted that Councillor Rogers had submitted questions in respect of this item. In response to comments from Councillor Rogers, the Executive Director Place and Regeneration explained that the funding allowed for non-statutory feasibility work to test the strategic case for large-scale housing development and one of the first tasks would be to look at the governance arrangements.

Resolved

- (1) That it be agreed to increase both the Regeneration and Economy income budget in recognition of the grant income and the expenditure budget for associated works.
- (2) That authority for the development of a programme in support of the grant objectives be delegated to the Executive Director for Place and Regeneration, in consultation with the Portfolio Holder for Planning.
- (3) That it be noted that procurement of specialist consultancy support and other external resources required to deliver the programme will be undertaken in accordance with the Council's constitution and

procurement procedures and that further authorisations may be required as individual commissions are scoped.

Reasons

The £500,000 MHCLG preparatory funding provides an important opportunity for the Council to lead the feasibility assessment of Heyford Park as a potential large-scale new settlement. The programme is fully externally funded with no call on Council resources, and the MoU provides a clear framework for delivery, monitoring and evaluation.

The budget virement to recognise the grant income and associated expenditure requires Executive approval. Accepting the grant and establishing the delegation and governance arrangements sought in this report will enable the programme to be delivered efficiently within the required timescales, while ensuring that procurement and other internal governance requirements are met.

Alternative options

Option 1: Do not accept the MHCLG funding.

This would mean the Council would not participate in the feasibility programme for Heyford Park as a potential new settlement. The £500,000 grant would not be drawn down. The Council would lose the opportunity to shape the evidence base and strategic case for one of the largest development sites in the district. Given the scale of the planning application already submitted, there is a strong case for the Council to be actively engaged in understanding the infrastructure implications and delivery options. This option is not recommended.

Option 2: Accept the funding but defer programme commencement until later in the financial year.

This would delay the start of feasibility work, creating a risk of not meeting MHCLG's delivery timetable and the reasonable endeavours requirement to spend in a timely manner. Given the MoU was only signed on 12-13 March 2026, the programme timeline is already compressed. This option is not recommended.

134

Exclusion of the Press and Public

Resolved

That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following items of business on the ground that, if the public and press were present, it would be likely that exempt information falling under the provision of Schedule 12A, Part 1, Paragraph 3 would be disclosed to them, and that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

135 **Outline Business Case – Digital Planning Improvement Programme**

The Executive Director Place & Regeneration submitted an exempt report which sought agreement of the outline Business Case – Digital Planning Improvement Programme.

Resolved

- (1) As set out in the exempt Minutes.
- (2) As set out in the exempt Minutes.
- (3) As set out in the exempt Minutes.
- (4) As set out in the exempt Minutes.
- (5) As set out in the exempt Minutes.

Reasons

As set out in the exempt Minutes.

Alternative options

As set out in the exempt Minutes.

136 **Environmental Services Operational Transformation and Improvement**

The Executive Director Neighbourhood Services submitted an exempt report to seek Executive agreement to progress the Environmental (Operational) Transformation Programme to Full Business Case.

Resolved

- (1) As set out in the exempt Minutes.
- (2) As set out in the exempt Minutes.
- (3) As set out in the exempt Minutes.
- (4) As set out in the exempt Minutes.

Reasons

As set out in the exempt Minutes.

Alternative options

As set out in the exempt Minutes.

137 **Outline Business Case: Customer Experience Strategy, Customer Front Door**

The Executive Director Resources submitted an exempt report which sought agreement of the outline business case: Customer Experience Strategy, Customer Front Door.

Resolved

- (1) As set out in the exempt Minutes.
- (2) As set out in the exempt Minutes.
- (3) As set out in the exempt Minutes.
- (4) As set out in the exempt Minutes.
- (5) As set out in the exempt Minutes.

Reasons

As set out in the exempt Minutes.

Alternative options

As set out in the exempt Minutes.

138 **Approval to Appoint a Contract for the Provision of a Responsive Repairs and Maintenance Service**

The Assistant Director Wellbeing and Housing submitted an exempt report which sought approval to award a contract for the reactive repair and maintenance of Council owned and managed assets.

Resolved

- (6) As set out in the exempt Minutes.

Reasons

As set out in the exempt Minutes.

Alternative options

As set out in the exempt Minutes.

Property Management Contract, Castle Quay Centre, Banbury

The Assistant Director Property submitted an exempt report in respect of the award of contract for the provision of Property Management Services at Castle Quay Shopping Centre and Lock 29, Banbury, following completion of the final stage of the competitive procurement process.

Resolved

- (1) As set out in the exempt Minutes.
- (2) As set out in the exempt Minutes.

Reasons

As set out in the exempt Minutes.

Alternative options

As set out in the exempt Minutes.

The meeting ended at 8.11 pm

Chair:

Date:

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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This report is public	
Wroxton Motocross Article 4 Direction	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Deputy Leader – Planning and Enforcement, Councillor Chris Brant
Date Portfolio Holder agreed report	4 June 2026
Report of	Assistant Director Planning, David Peckford

Purpose of report

To inform the Executive of the recommendation to proceed with a targeted non-immediate Article 4 Direction restricting temporary use permitted development rights, and to set out the legal and procedural steps required for the Direction to be made and confirmed.

1. Recommendations

The Executive resolves:

- 1.1 To agree to make the following non-immediate Article 4 Direction under Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015.
- 1.2 To authorise the Assistant Director Planning, in consultation with the Deputy Leader - Planning and Enforcement, to finalise the wording of the Article 4 Direction and to undertake all necessary procedural steps to give effect to the Direction, including issuing the Direction, undertaking statutory consultation, notifying the Secretary of State, and reporting back to the Executive for confirmation following consideration of representations.
- 1.3 To note the process for making, consulting upon and confirming an Article 4 Direction, including notification to the Secretary of State and consideration of representations prior to confirmation.

2. Executive Summary

- 2.1 Following compliance with an enforcement notice in 2024, motocross activity at Wroxton has continued through reliance on permitted development rights for temporary uses. Evidence gathered over 2025 and into 2026 indicates that, while current impacts do not justify immediate or blanket restriction, events are being delivered at a scale and level of organisation that limits the Council's ability to exercise proportionate planning control.

- 2.2 Continued reliance on full permitted development rights for events of increasing scale and organisational complexity reduces the Council's ability to exercise effective control should impacts intensify. In particular, the current regime does not provide mechanisms to regulate key factors such as event size, frequency and management.
- 2.3 It is therefore considered expedient to adopt a targeted and proportionate regulatory approach through a non-immediate Article 4 Direction, designed to retain appropriate planning oversight, manage the risk of future impacts, and maximise the likelihood that the Direction will withstand scrutiny and be successfully confirmed.

Implications & Impact Assessments

Implications	Commentary			
Finance	<p>The proposed non-immediate Article 4 direction would not result in any financial implications, unlike an immediate direction. The implementation, possible defence and enforcement of the direction will have to be met from existing budgets.</p> <p>Joanne Kaye, Head of Finance, 13 May 2026</p>			
Legal	<p>The Article 4 direction should be limited to that which is necessary to protect local amenity or the well-being of the area and should in all cases be supported by a robust evidence basis.</p> <p>Denzil – John Turbervill, Head of Legal Services, 18 May 2026</p>			
Risk Management	<p>The proposal is designed to be resilient and low risk, with a targeted approach, supported by a clear and evidence base, and will be finalised with external legal input. The statutory consultation and the non-immediate timetable will enable constructive engagement and further evidence gathering, whilst avoiding potential financial risks. Risks linked to this proposal will be monitored and managed through the service operational risk and escalated to the Corporate Risk Register as and when deemed necessary.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 12 May 2026</p>			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		X		<p>There are no implications arising from these decisions.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 12 May 2026</p>
A Are there any aspects of the proposed decision,		X		N/A

including how it is delivered or accessed, that could impact on inequality?				
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		X		N/A
Climate & Environmental Impact		X		Environmental considerations form part of the overall 'planning balance'.
ICT & Digital Impact		X		N/A
Data Impact		X		N/A
Procurement & subsidy		X		N/A
Council Priorities	N/A			
Human Resources	N/A			
Property	N/A			
Consultation & Engagement	Deputy Leader – Planning and Enforcement, Councillor Chris Brant			

Supporting Information

3. Background

- 3.1 The Wroxton Motocross track is reported to have been in existence since the 1980s¹. It is acknowledged by many objectors that the site has a longstanding history of motor racing use. However, objectors contend that the scale, frequency and intensity of events have increased over time, resulting in a greater level of harm to local amenity than was associated with historic usage patterns.
- 3.2 By virtue of their age, certain engineering works associated with the formation of the track are immune from planning control.
- 3.3 The Council has received a substantial number of representations requesting that an Article 4 Direction be made to restrict the operation of temporary use permitted development rights at the site. The alleged planning harms cited include impacts on

¹ The earliest available aerial imagery dates the track back to the 1990s.

residential amenity, the natural environment, landscape character, the highway network, anti-social behaviour, and the local economy.

- 3.4 The Council has committed additional monitoring resources to systematically assess the impacts of events at the site to collect evidence to support the potential making of an Article 4 Direction.

4. Details

Article 4 Director Process

Legislative Framework

- 4.1 Class B of Part 4 of the Town and Country Planning (General Permitted Development) Order 2015 (“GPDO”) grants a deemed planning permission for the use of land for not more than 28 days in total in any calendar year, of which not more than 14 days in total may be used for: “motor car and motorcycle racing including trials of speed, and practising for these activities”.
- 4.2 Subject to the relevant conditions being observed, planning permission is not required for motor racing and associated uses on this site.
- 4.3 The GPDO also grants deemed planning permission to the land for, “any moveable structure for the purpose of the permitted use”. This includes portable toilets, moveable timber structures, temporary fencing, track markers and tyre enclosures.
- 4.4 If a local planning authority is satisfied that it is expedient that development described in the permitted development regulations should not be carried out without express planning permission, Article 4 of the GPDO states that the local planning authority may make a direction to restrict or withdraw permitted development rights (an “Article 4 Direction”).
- 4.5 An Article 4 Direction can be immediate or non-immediate. For an immediate Direction, or if a period shorter than 12 months is provided before the Direction takes effect, the LPA may be liable to pay compensation for proven abortive expenditure. Compensation is limited to expenditure already incurred and does not extend to loss of profit, loss of future income, or foregone revenue from temporary or alternative land uses.
- 4.6 A non-immediate Direction which provides at least 12 months before it takes effect is not subject to compensation.
- 4.7 The Council must notify the Secretary of State and conduct a statutory consultation before it can be confirmed by the LPA. The Secretary of State has the power to cancel or modify an Article 4 Direction. The landowners are entitled to apply for planning permission.
- 4.8 An Article 4 Direction may be framed in a targeted or criteria-based manner rather than as a blanket removal of permitted development rights. Recent practice by another authority demonstrates that Article 4 powers can, in principle, be applied by reference to defined criteria rather than operating as an absolute prohibition. However, the use of Article 4 Directions in this way remains relatively uncommon.

As such, criteria-based approaches are relatively novel and carry a degree of legal and procedural risk, reinforcing the importance of careful drafting and a robust evidence base to maximise the likelihood of confirmation.

National Planning Policy

4.9 The National Planning Policy Framework (NPPF) paragraph 54 states that the use of Article 4 Directions to remove national permitted development rights should:

- [...]
- *in other cases, be limited to situations where an Article 4 direction is necessary to protect local amenity or the well-being of the area*
- *in all cases, be based on robust evidence, and apply to the smallest geographical area possible.*

4.10 Planning Practice Guidance (para. 038) further states that the potential harm that the Article 4 Direction is intended to address will need to be clearly identified.

Article 4 Process

4.11 The making of the Article 4 Direction in this instance is to be determined by the Executive. Following that decision, officers will implement the Direction and undertake the statutory process in accordance with the Executive's resolution.

4.12 The proposed wording of the Article 4 Direction and this report will be subject to final legal review. The Assistant Director Planning, in consultation with the Deputy Leader - Planning and Enforcement, is authorised to make any necessary minor or consequential amendments arising from that review, provided such amendments do not materially alter the scope or effect of the Direction, without the need to refer the matter back to the Executive.

4.13 Following confirmation of the final drafting, the Council will make a non-immediate Article 4 Direction, which does not take effect straight away. The Direction would then be publicised and subject to statutory consultation, during which affected landowners, statutory consultees and the wider public would have the opportunity to make representations. The Direction will remain non-immediate for a minimum period of 12 months before it can come into force. After the consultation period has ended and representations have been considered, the Council would decide whether to confirm the Direction. If confirmed, the Direction would take effect on the specified date, at which point the relevant permitted development rights would be withdrawn and future development would require planning permission.

Article 4 Direction Evidence

Planning History

4.14 The Planning Committee's prior consideration of the site through the determination of a planning application is a relevant contextual factor. That process demonstrated that motocross activity at this site, albeit at a proposed higher intensity, was considered capable of being acceptable only where subject to express planning control, including limitations on event frequency, scale, associated activities and

mitigation secured through conditions. The continued reliance on permitted development rights removes that regulatory framework entirely. The purpose of the Article 4 Direction is therefore not to revisit the merits of the use of the land for motocross, but to address whether the ongoing use of national permitted development rights to the extent permitted remains appropriate in light of the scale, format and intensity of activity now undertaken at the site.

Geographic Area

- 4.15 The Article 4 Direction would be limited to a single planning unit, namely the unit containing the existing motocross track. While temporary motocross activity could, in theory, take place on other land, the use at Wroxton Motocross is intrinsically dependent on a permanently engineered track and associated groundworks. As such, the use could not readily relocate without substantial further development, bringing it within the proper scope of planning control.
- 4.16 The Article 4 Direction would therefore be precisely targeted and would apply to the smallest geographical area necessary, in accordance with national planning policy and guidance on the use of Article 4 Directions.

Community Representations

- 4.17 A significant number of representations have been received reporting planning harm in respect of noise, ecology, landscape character, transport networks, anti-social behaviour, and the local economy. Complaint volume alone is not determinative but is treated as contextual evidence alongside objective evidence.

Permitted development event history

- 4.18 The Council deferred consideration of whether an Article 4 Direction would be expedient until the conclusion of the 2025 calendar year in order to establish a complete and proportionate evidence base. A full year of operation in reliance on permitted development rights was necessary to accurately assess the frequency, scale and nature of activities at the site. Earlier intervention would have been based on partial and unrepresentative information, without sufficient evidence to justify further planning control.
- 4.19 The year 2025 was the first full calendar year during which motocross activity at the site was carried out in reliance on the permitted development rights set out in the GPDO. This allowed the Council, for the first time, to observe over a complete seasonal cycle how those rights were asserted and utilised in practice, without predetermining any assessment of their appropriateness or scope.
- 4.20 During 2025, the 14-day motor racing allowance comprised seven standalone practice days and four championship-style events, three of which took place over two consecutive days. One such event was held on Remembrance Sunday. This pattern of use has continued into 2026, with two further two-day championship events held to date.
- 4.21 The largest event, British Masters, takes place annually over a weekend and advertises nine race classes, with up to 40 riders per class. The event is promoted as “one of the UK’s largest motocross championships”, involving youth, amateur and professional riders.

- 4.22 Events undertaken at the site are regularly promoted and managed as regional and national-scale activities rather than small-scale, incidental uses of land. While permitted development rights for temporary use are intended generally to facilitate limited and occasional activities, their application to events of this scale and format, although lawful, raises legitimate concerns regarding their suitability in this specific context. The Article 4 Direction is therefore targeted at ensuring that development of this nature is subject to appropriate scrutiny and proportionate control.

Noise

- 4.23 The Council's Environmental Protection Team has conducted noise monitoring at a range of motocross events and under differing weather conditions. In response to the informal consultation, the Environmental Protection Officer commented as follows:

"Based on the outcome of our investigations into noise from the track, we do not believe there is any justification for the Article 4 action from a noise perspective. Nothing we have witnessed on the site has given any indication of significant harm from noise based on all applicable guidelines.

The World Health Organisation guidelines are 50-55 dB when building new premises near sources of noise, however it's not just the noise levels on a given motocross event, but also the frequency and duration - currently a maximum of 28 days per year for the site.

There are comparable guidelines for licensing events concerts, and the Environmental Noise Control at pop concerts code of practice allows for the background noise level to be up to 15 dB over the residual background level in a 15-minute period, and specifies that noise should not exceed 65 dB at 1 m from the façade of any noise sensitive premises. The noise from the motorcross is much lower than this at any nearby sensitive receptors, and Hornton is further away than the nearest sensitive receptors."

- 4.24 Following further event monitoring undertaken during 2026, the Environmental Protection Officer provided additional consultation comments in respect of peak noise events observed on site:

"If the peaks that I witnessed were more sustained or more frequent, then we would have something actionable from our end but, having been to the site on many occasions without witnessing this, we have no reason to believe that this is happening with enough frequency to be actionable. It does, I think, give us adequate justification to regulate for what is already being carried out on the site if this is the purpose of, and justification for the Article 4, to ensure that the noise I witnessed on 12th April does not become more frequent and impactful."

- 4.25 Taken on their own, the monitoring evidence and professional advice from the Environmental Protection Team confirm that there are currently no grounds to take regulatory action on the basis of demonstrable existing noise nuisance.

- 4.26 However, the evidence also demonstrates that this conclusion is finely balanced and dependent on weather conditions and the frequency, duration and management of events. Event activity on cultural occasions, for example activity coinciding with

the Remembrance Sunday minute of silence, has generated a high volume of complaints. Furthermore, the variable nature of motocross scheduling and weather conditions results in unpredictable noise impacts. A targeted Article 4 Direction could safeguard sensitive occasions and time-of-day restrictions could ensure activity is limited to less sensitive periods of the day. In the absence of further planning control, there is no mechanism to secure these safeguards.

- 4.27 In assessing harm, the Council has had regard to the objective monitoring evidence alongside the volume of representations received and the reasonable prospect that noise impacts could intensify if the scale, frequency or duration of events undertaken under permitted development rights were to increase. While noise impacts attract limited weight at present in isolation, they form part of the wider assessment of whether an Article 4 Direction is justified as a measure to manage the risk of future harm and to retain appropriate planning control.

Highways

- 4.28 The land is served by an established vehicular access onto a national speed-limit rural road. Motocross events have taken place at the site for many years and the principle of access to the public highway is therefore well established. Arrival and departure patterns are typically incremental, with some attendees arriving in advance for camping and others departing following completion of race classes, rather than all movements occurring simultaneously.
- 4.29 The Local Highway Authority has previously acknowledged that congestion can occur on the local road network, including connecting routes to and from the A422, during larger events. However, it has also advised that such congestion is typically short-term in nature and does not, in itself, give rise to an unacceptable highway safety impact. Accordingly, the highway impacts associated with the temporary motocross use are afforded limited weight.
- 4.30 Notwithstanding the above, in the context of reliance on permitted development rights, the Council has no mechanism to regulate event size, vehicle numbers, or traffic management measures, nor to secure formal access improvements or operational controls through conditions. Event management practices could adequately mitigate highway impacts, however currently there is no mechanism to secure this. The making of an Article 4 Direction would provide an appropriate planning framework through which the scale and nature of events, and their associated traffic impacts, could be managed proportionately in the future, informed by advice from the Local Highway Authority through the statutory consultation process.

Sustainable Location

- 4.31 The Wroxton Motocross site is located in a rural area with limited access to sustainable modes of transport. Attendance at events is therefore heavily reliant on private motor vehicles, and some events attract participants and spectators travelling significant distances.
- 4.32 However, an Article 4 Direction must be limited to circumstances where it is necessary to protect local amenity or the well-being of the area. While the site's location results in a reliance on private vehicles, the principle of an unsustainable location is not, in itself, a material justification for an Article 4 Direction. Accordingly,

limited weight is attributed to this factor except insofar as vehicle movements give rise to direct and demonstrable impacts on local amenity or the highway network.

Ecology

- 4.33 The site lies in proximity to a watercourse and is surrounded by mature trees and hedgerows, and there are known European protected species on site. Ecological concerns have previously focused on impacts to biodiversity, protected species, and the control of surface water and silt run-off into the Sor Brook and nearby Local Wildlife Sites.
- 4.34 In the context of earlier planning consideration, ecological objections were capable of being addressed through the submission of detailed surveys, mitigation measures, and habitat enhancement proposals, secured via planning conditions and ongoing management requirements. Officers concluded that, subject to such controls, the use could proceed without unacceptable ecological harm.
- 4.35 Where motocross activity is undertaken in reliance on permitted development rights, there is no mechanism to secure updated ecological assessment or mitigation. However, the available evidence does not demonstrate that the current pattern of temporary use is resulting in ecological harm above that associated with the site's longstanding historic use. Accordingly, ecological impacts are afforded limited weight in the justification for the Article 4 Direction and do not form a primary basis for its making.

Local Economy

- 4.36 The Council has received representations asserting that Wroxton Motocross has a detrimental impact on the local economy. However, no substantive evidence has been provided to demonstrate that the motocross use results in measurable economic harm. Consequently, very limited weight is attached to this factor.

Landscape Impact

- 4.37 The motocross track has an impact on landscape character; however, this impact arises principally from permanent engineering works associated with the formation of the track. These historic works would not be affected by an Article 4 Direction, which would be limited to the removal of permitted development rights for temporary uses.
- 4.38 The motocross events and associated temporary land uses are, by their nature, intermittent and reversible and do not involve additional physical development. As such, they are not considered to result in a material change to landscape character beyond the baseline established by the permanent track features, and this factor carries limited weight in the consideration of an Article 4 Direction.

Planning balance

- 4.39 The Council has considered a full withdrawal of temporary use permitted development rights. A wide-ranging or unconditional Article 4 Direction would be disproportionate based on current evidence and more likely to attract intervention by the Secretary of State and would be less likely to be confirmed. By contrast, a narrowly focused, criteria-based Direction, addressing those aspects of activity most

closely linked to potential harmful impact, is considered to be a reasonable response and would be compliant with national policy tests of necessity, proportionality and geographic focus.

- 4.40 The evidence base indicates that an Article 4 Direction would provide an appropriate mechanism to manage and mitigate the risk of impacts in relation to noise and transport arising from temporary motocross activity, and to ensure that events of increasing scale and complexity remain subject to proportionate planning oversight. It is considered proportionate to make a targeted Article 4 Direction, with a view to undertaking statutory consultation and seeking detailed representations on the potential planning impacts.
- 4.41 The Article 4 Direction is proposed as a preventative and proportionate measure. It is not intended to respond to established impact but to avoid the reasonable prospect of unregulated impacts arising from the continued reliance on permitted development rights for activities of significant scale and complexity. This approach is consistent with national policy and guidance, which recognises the role of Article 4 Directions in protecting local amenity and the well-being of an area where robust justification exists.
- 4.42 The non-immediate nature of the proposed Article 4 Direction is deliberate and outcome-focused. The 12-month period prior to coming into force allows for continued evidence collection, engagement with stakeholders and the refinement of the Council's understanding of impacts under real operating conditions. This approach strengthens the Council's evidence base, reduces the risk of legal challenge, and significantly improves the likelihood that any eventual restriction on permitted development rights will be upheld.
- 4.43 The Direction is tightly drawn, applies to the smallest geographical area necessary, and does not prevent motocross activity in principle, but ensures that future use is subject to appropriate planning assessment and public consultation.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Make a non-immediate Article 4 Direction unconditionally removing the application of Schedule 2, Part 4 Class B of the Town and Country Planning (General Permitted Development) Order 2015.

This option is rejected because, on balance, a qualified Article 4 Direction would result in a more proportionate approach, recognising the historic nature of the land use and toleration of motor racing activity. A qualified Direction is considered more likely to withstand challenge and therefore maximises the prospects of successful control, as opposed to seeking the full removal of permitted development rights, which would carry a greater risk of failure.

Option 2: Do not make an Article 4 Direction.

This option is rejected because, on balance, the evidence base indicates there is some harm to residential amenity and transport from the current scale and nature of the operation, and, in the absence of a Direction, the Local Planning Authority does

not have an effective means to manage the scale and operation of events undertaken under permitted development rights. The Council therefore considers it expedient to make an Article 4 Direction and undertake a statutory consultation.

Option 3: Make an immediate Article 4 Direction.

An immediate Article 4 Direction is considered to be disproportionate. It would give rise also to a significant risk of compensation liability under the GPDO, in respect of abortive expenditure or losses directly attributable to the withdrawal of permitted development rights where such expenditure had already been incurred. This potential liability would arise irrespective of the merits of the Direction and could not be reliably quantified in advance. The Council considers that this exposure represents an unacceptably high financial risk, such an intervention is not necessary and that the benefit/risk assessment therefore clearly favours a non-immediate approach.

6 Conclusion and Reasons for Recommendations

- 6.1 It is proposed that the Executive resolves to make a targeted, non-immediate Article 4 Direction in accordance with the restrictions and reasons set out in the body of the report.

Decision Information

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	Cropredy, Sibfords and Wroxton (parishes: Wroxton, Hornton, Shenington with Alkerton)

Document Information

Appendices	
Appendix 1	None
Background Papers	None
Reference Papers	None
Report Author	Sean Tilbury, Team Leader Planning Enforcement
Report Author contact details	Sean.tilbury@cherwell-dc.gov.uk 01295 221503

Executive Director Approval (unless Executive Director or Statutory Officer report)	Executive Director for Plance and Regeneration, Ian Boll, 4 June 2026
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This report is public	
Bloxham Neighbourhood Plan	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Deputy Leader - Planning and Enforcement, Councillor Chris Brant
Date Portfolio Holder agreed report	3 June 2026
Report of	Assistant Director Planning, David Peckford

Purpose of report

To consider the Examiner's report on the draft Modified Bloxham Neighbourhood Plan (the Draft Neighbourhood Plan") to determine whether the Draft Neighbourhood Plan, incorporating modifications should proceed to referendum.

1. Recommendations

The Executive resolves:

- 1.1 To approve all the Examiner's recommendations and modifications (Appendices 1 and 2) to enable the Neighbourhood Plan, incorporating the recommended modifications (Appendix 3), to proceed to a referendum.
- 1.2 To authorise the issue of a 'decision statement' confirming the Executive's decision including that the Neighbourhood Plan will now proceed to a referendum.
- 1.3 To authorise the Assistant Director Planning to make any minor presentational changes and corrections necessary to ready the Neighbourhood Plan for referendum.

2. Executive Summary

2.1 This report is prepared to inform a decision by the Executive following the independent examination of the Bloxham Neighbourhood Plan Review. The examination commenced in March 2026 and the Examiner's report was received on 11 May 2026. Bloxham Parish Council, as the Qualifying Body, also received a copy of the Examiner's report.

2.2 The Executive is invited to consider the following documents:

- Examiner's Report (Appendix 1)
- A schedule of the Examiner's recommendations and officer consideration of each recommendation and proposed changes (Appendix 2)

- The draft Bloxham Neighbourhood Plan 2024 – 2042 incorporating all recommended modifications (Appendix 3).

- 2.3 All the documents submitted to the Examiner are available online at <https://www.cherwell.gov.uk/info/221/neighbourhood-plans/395/bloxham-neighbourhood-plan> together with the Examiner’s correspondence.
- 2.4 The Executive is now required to make a decision on whether the neighbourhood plan should proceed to referendum, and what modifications, if any should be made to the plan.
- 2.5 It must consider each of the recommendations made by the Examiner and decide what action to take in response to each recommendation. It must then issue a Decision Statement.

Implications & Impact Assessments

Implications	Commentary
Finance	<p>There are no direct financial implications arising from this report. Cherwell District Council can claim up to £20,000 of MHCLG grant for Neighbourhood Development Plan which also includes costs for the examiner and the referendum meaning no additional costs for the council. However, any costs over the £20,000 will need to be met within the service.</p> <p>Kimberley Digweed, Finance Business Partner, 20 May 2026</p>
Legal	<p>The Council has a statutory duty to assist communities in the preparation of neighbourhood development plans. The Draft Neighbourhood Plan has been prepared in accordance with the Town and Country Planning Act 1990 (as amended), the Planning and Compulsory Purchase Act 2004 (as amended), and the Neighbourhood Planning (General) Regulations 2012 (as amended).</p> <p>The Examiner has considered whether the Plan meets the Basic Conditions (explained within the Examiner’s report) and recommended a number of modifications to ensure that the Draft Neighbourhood Plan meets the statutory Basic Conditions.</p> <p>The Examiner has also concluded that the Plan does not breach any Human Rights.</p> <p>Denzil – John Turbervill, Head of Legal Services, 26 May 2026</p>
Risk Management	<p>The Draft Neighbourhood Plan has been thoroughly examined and officers have considered the Plan and the Examiner’s report. Whilst there is always the potential for legal challenge, in the circumstances described there is not considered to be any notable risk of challenge. If any arise it will be managed through the service operational risk register and escalated to the Leadership Risk Register as and when deemed necessary.</p>

				Celia Prado-Teeling, Performance & Insight Team Leader, 26 May 2026
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		x		The Plan as proposed is to benefit the local community. Celia Prado-Teeling, Performance & Insight Team Leader, 26 May 2026
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?		X		There are no identified impacts on inequality.
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		x		There are no identified impacts on the lives of people living with protected characteristics.
Climate & Environmental Impact	x			The draft modified Neighbourhood Plan has been the subject of a Strategic Environmental Appraisal. The Examiner is satisfied that, overall, the Plan as proposed to be modified does not conflict with the aims of securing development which contributes to the mitigation of, and adaptation to, climate change.
ICT & Digital Impact		x		N/A
Data Impact		x		N/A
Procurement & subsidy		x		N/A
Council Priorities	Priority 4 Quality housing and place making.			
Human Resources	N/A			
Property	N/A			
Consultation & Engagement	Consultation and engagement have been undertaken in accordance with legislation and regulations for the preparation of neighbourhood plans.			

Supporting Information

3. Details

- 3.1 A neighbourhood area for Bloxham Parish was designated on 7 June 2013.
- 3.2 On 19 December 2016, following a favourable referendum, Cherwell District Council formally 'made' the Bloxham Neighbourhood Plan 2031, and it became part of the District's Development Plan. It has been used subsequently in the determination of planning applications in the parish.
- 3.3 Bloxham Parish Council has now modified its 'made' Neighbourhood Plan. This has included modifying, deleting or merging some policies and rolling forward the plan period to 2042 in line with the emerging Cherwell District Local Plan Review. There are also several new policies including a site-specific allocation for housing and community uses.
- 3.4 Bloxham Parish Council as the Qualifying Body carried out a Regulation 14 pre-submission public consultation between July and September 2025. It then formally submitted a draft Modified Neighbourhood Plan (2024-2042) to this Council in October 2025.
- 3.5 Consultation on the Regulation 16 submission draft took place between 8 December 2025 and 1 February 2026 in accordance with the Neighbourhood Planning Regulations 2012.
- 3.6 Following the consultation on the draft submission plan, the Council, in agreement with the Parish Council, appointed an independent Examiner, Andrew Freeman, to undertake the examination in March 2026. The Examiner considered the draft plan, all the submitted evidence documents and all responses received during the Regulation 16 consultation period.
- 3.7 Shortly after the Regulation 16 consultation ended, amendments were made in legislation by the Government to the Basic Conditions, and further legal requirements were introduced. In response to these changes, the Examiner asked the Council to carry out an additional consultation specifically focused on these changes for a two-week period. The Examiner subsequently took account of responses to this focussed consultation in his assessment of the Plan.
- 3.8 The Examiner's report has been fact checked by the Council and by the Parish Council and has been published on the Council's website.
- 3.9 The role of the Examiner is to test whether the draft plan meets the Basic Conditions and any relevant legal requirements.
- 3.10 The Examiner's report is presented at Appendix 1. It includes his recommended modifications to the draft Neighbourhood Plan. Appendix 2 presents a schedule of the Examiners' recommendations and officer responses. The modifications proposed by the Examiner include amendments to policy, maps and supporting text.

Requirements

- 3.11 The Examination includes consideration of whether a plan meets the legal requirements in the prescribed Basic Conditions which are set out below:
- have regard to national policy and advice contained in guidance issued by the Secretary of State
 - contribute to the achievement of sustainable development
 - not result in the development plan for the area of the authority proposing that less housing is provided by means of development taking place in that area than if the draft plan were not to be made
 - be compatible with and not breach assimilated EU obligations (e.g. Strategic Environmental Assessment and Habitats Regulation Assessment)
 - meet prescribed conditions in relation to the plan (meaning that the plan has passed all necessary legal, environmental and procedural requirements)
 - the making of the Neighbourhood Development Plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.
- 3.12 In addition to the Basic Conditions, the Examiner's report also considers:
- whether a Neighbourhood Plan is compatible with the European Convention on Human Rights
 - whether the Neighbourhood Plan complies with the provisions made by or under sections 38A and 38B of the Planning and Compulsory Purchase Act 2004.
- 3.13 The Examiner's report must recommend either:
- that the Draft Neighbourhood Plan is submitted to a referendum; or
 - that modifications are made and that the modified Neighbourhood Plan (the "Modified Neighbourhood Plan") is submitted to a referendum; or
 - that the Draft Neighbourhood Plan does not proceed to a referendum on the basis it does not meet the necessary legal requirements.
- 3.14 Whilst the Examiner's report must address the issues above, it is the responsibility of the Council, as local planning authority, to ensure that all the regulations appropriate to the nature and scope of the Draft Neighbourhood Plan submitted have been met in order for the Draft Neighbourhood Plan to progress to referendum.
- 3.15 Schedule 4B to the Town and Country Planning Act 1990 requires that the local planning authority must:
- a) consider each of the recommendations made by the report (and the reasons for them), and
 - b) decide what action to take in response to each recommendation.
- 3.16 The local planning authority must then publish the decisions it makes in relation to the Examiner's recommendations (the "Decision Statement"), the reasons for

making those decisions and such other matters relating to those decisions and to notify the qualifying body and other relevant bodies.

3.17 The only modifications that the local planning authority may make are:

- modifications that the authority consider need to be made to secure that the draft Plan meets the Basic Conditions
- modifications that the authority consider need to be made to secure that the draft Plan is compatible with the Human Rights
- modifications that the authority consider need to be made to secure that the draft Plan complies with the provision made other sections of the 1990 Town and country Planning Act relating to excluded development
- modifications relating to the Plan period
- modifications for the purpose of correcting errors.

3.18 Where a council wishes to put forward any modifications which differ from those proposed by the Examiner, the Council is required to undertake further consultation.

3.19 If the Council is satisfied that the draft neighbourhood plan meets the Basic Conditions, and is compatible with Convention Rights as set out in the Human Rights Act 1998, and meets requirements of the 1990 Act, or would meet these requirements with the provision of modifications then the Council must hold a referendum on the 'making' of the neighbourhood plan.

The Examiner's Report

3.20 The Examiner's report is presented at Appendix 1. It includes his recommended modifications to the draft Neighbourhood Plan. At Appendix 2 is the schedule of the Examiner's recommendations and officer responses. The modifications proposed by the Examiner include amendments to policy, maps and supporting text.

3.21 The Examiner is satisfied that the consultation process has met the legal requirements and has had regard to Government advice on plan preparation and engagement.

3.22 The Examiner identified seven main issues relating to the Basic Conditions for the examination. These are:

- Spatial Strategy
- Connectivity
- House Types
- Infrastructure
- Views
- Employment
- Local Green Space.

3.23 **Issue 1 Spatial Strategy:** The Examiner concluded that the proposal under Policy BL1 which sets out a spatial strategy for the neighbourhood area is soundly based. He also considered whether the Bloxham settlement boundary should be modified to include the Plan's proposed housing allocation and sites with planning permission. However, he concluded that such changes were not imperative or necessary to comply with the Basic Conditions.

- 3.24 The Examiner considered the appropriateness of the proposed allocation of land East of Tadmarton Road (Policy BL2) for approximately 125 homes and the process that led to its selection.
- 3.25 The Examiner accepted the Parish Council's overall approach to site selection as a part of the preparation of the Modified Neighbourhood Plan and considered that it has made a legitimate choice in the allocation of the site East of Tadmarton Lane.
- 3.26 The Examiner considered the detail of Policy BL2 and recommended a number of amendments as set out in proposed modification PM1.
- 3.27 **Issue 2 Connectivity:** The Examiner is proposing a modification to Policy BL3 that changes the reference in the plan from 'Rights of Way' to 'footpaths'.
- 3.28 **Issue 3 House Types:** The Examiner recommends a modification to Policy BL6 reducing the requirement for the percentage of bungalows to 10% from 20%.
- 3.29 **Issue 4 Infrastructure:** The Examiner recommends a modification to Clause 2 of Policy BL8 to correct an error in the wording in relation to surface water flooding. At Clause IV the Examiner recommends a modification to ensure that the number of children attending early years or secondary classes arising from the new development is considered in addition to primary school age children.
- 3.30 **Issue 5 Views:** – The Examiner recommends that BL11 is amended to clearly define the Key Street Scenes and the Key Views. He also suggests some additional text to the policy and supporting text for clarification.
- 3.31 **Issue 6 Employment:** The Examiner recommends that this policy includes specific reference to Policy SLE 1 of the adopted Local Plan and policy LEC2 of the emerging Local Plan Review.
- 3.32 **Issue 7 Local Green Space:** The Examiner is content that the three areas proposed as Local Green Spaces meet the criteria set out in the National Planning Policy Framework (NPPF). However, he suggests amending the wording of the policy to bring into line with the NPPF.

General comments

- 3.33 In relation to the other policies in the Neighbourhood plan the Examiner finds that regard has been had to national policy and that the Basic Conditions have been met.
- 3.34 The Examiner concluded that the Modified Bloxham Neighbourhood Plan has been duly prepared in compliance with the procedural requirements. He also concluded, that, with the recommendations to modify a number of policies and text, the Plan meets the Basic Conditions and other legal requirements.
- 3.35 The Examiner recommended that the boundary for the purposes of any future referendum on the Plan should be the boundary of the designated Neighbourhood Plan Area.

- 3.36 Finally, the Examiner congratulated all those involved in the preparation of the Plan which he considered should prove to be a useful tool for future planning and change in Bloxham over the coming years. He states, *'It is evident that a considerable amount of time and effort has been devoted to the development and production of this Plan and I congratulate those who have been involved'*.

Officers' consideration of the Examiner's Report

- 3.37 Having considered the Examiner's report, officers are of the view that all of his recommendations should be accepted. Officers consider that the Draft Modified Neighbourhood Plan meets the Basic Conditions with the Examiner's proposed modifications. The modifications and necessary consequential changes and editing are shown in the Draft Neighbourhood Plan text at Appendix 3.
- 3.38 Officers also agree with the Examiner that the referendum area should be based on the Designated Area and that the referendum area does not need to be extended.

Next Steps

- 3.39 If the Executive resolves to send the Neighbourhood Plan (as modified) to referendum and that a Decision Statement be issued, the Council would then be responsible for making the necessary arrangements for the referendum. A notice of the referendum will need to be issued. In line with the Neighbourhood Planning (Referendums) Regulations 2012, Schedule 1, the following question would be asked:

"Do you want Cherwell District Council to use the neighbourhood plan for Bloxham to help it decide planning applications in the neighbourhood area?"

- 3.40 If a majority of votes are in favour of the Neighbourhood Plan, it would come into force as part of the statutory Development Plan for the District. This Council must then ensure that the plan is "made" within eight weeks of the referendum for it to take effect.

4. Alternative Options and Reasons for Rejection

- 4.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Not to accept all the Examiner's recommendations.

Where a local planning authority proposes to make a decision that differs from the Examiner's recommendations it is required to set out these reasons in a Decision Statement which would be subject to further consultation. Officers consider that the Examiner's recommendations should be accepted.

Option 2: Not to accept the Examiner's recommendations and not to proceed to a referendum.

Option 2 could only be justified if the Examiner recommends that the Draft Neighbourhood Plan should not proceed to a referendum, or the Council is not satisfied that the Draft Neighbourhood Plan has met the procedural and legal requirements. Officers consider that the Examiner's recommendations should be

accepted and are of the view that the procedural and legal requirements have been met.

5 Conclusion and Reasons for Recommendations

- 5.1 The draft Bloxham Neighbourhood Plan Review has been independently examined and is recommended by the Examiner for referendum subject to the incorporation of a number of modifications. Officers agree with the Examiner's conclusion. It is therefore considered that, with the recommended modifications, the Neighbourhood Plan meets the requisite Basic Conditions and should proceed to referendum.

Decision Information

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	Adderbury, Bloxham and Bodicote Ward

Document Information

Appendices	
Appendix 1	The Examiners Report on the Bloxham Modified Neighbourhood Plan
Appendix 2	Schedule of the Examiners' recommendations and officer responses.
Appendix 3	The Modified Neighbourhood Plan, incorporating the recommended modifications.
Background Papers	None
Reference Papers	https://www.cherwell.gov.uk/info/221/neighbourhood-plans/395/bloxham-neighbourhood-plan
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Executive Director Approval (unless Executive Director or Statutory Officer report)	Ian Boll, Executive Director Place & Regeneration, 3 June 2026.

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Intelligent Plans
and examinations

Report on the draft Modified Bloxham Neighbourhood Plan 2024 - 2042

An Examination undertaken for Cherwell District Council with the support of Bloxham Parish Council on the October 2025 submission version of the draft Plan.

Independent Examiner: Andrew S Freeman BSc (Hons) DipTP DipEM FRTPI

Date of Report: 11 May 2026

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Main Findings - Executive Summary

From my examination of the Modified Bloxham Neighbourhood Plan 2024 – 2042 (the Plan) and its supporting documentation, including the representations made, I have concluded that subject to the policy modifications set out in this report, the Plan meets the Basic Conditions.

I have also concluded that:

- The Plan has been prepared and submitted for examination by a qualifying body – Bloxham Parish Council;
- The Plan has been prepared for an area properly designated – the Bloxham Neighbourhood Area (Plan A on Page 4 of the draft Plan);
- The Plan specifies the period to which it is to take effect – 2024 - 2042; and
- The policies relate to the development and use of land for a designated neighbourhood area.

I recommend that the Plan, once modified, proceeds to referendum on the basis that it has met all the relevant legal requirements.

I have considered whether the referendum area should extend beyond the designated area to which the draft Plan relates and have concluded that it should not.

1. Introduction and Context

Modified Bloxham Neighbourhood Plan 2024 - 2042

- 1.1 Bloxham is a historic village and civil parish in north Oxfordshire within the administrative area of Cherwell District Council. The parish is bisected by the A361 between Banbury, about 3 miles to the northeast, and Chipping Norton to the southwest. The parish is also crossed by C-class roads linking local villages. In the north of the parish, there is Broughton to the west and Bodicote to the east. Further south, C-class roads link Tadmarton to the west and Adderbury to the east.
- 1.2 The parish was originally designated as a neighbourhood area in 2013. There followed the Bloxham Neighbourhood Plan 2015 – 2031 which was “made” in December 2016. The Modified Bloxham Neighbourhood Plan 2024 – 2042 rolls forward the plan period and modifies the wording of many of the policies. Some are unchanged. The main changes include a new policy setting out a “Spatial Plan for Bloxham” and a major housing allocation on “Land East of Tadmarton Road (‘Painters Farm’)”.

The Independent Examiner

- 1.3 As the Plan has now reached the examination stage, I have been appointed as the examiner of the Modified Bloxham Neighbourhood Plan

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by Cherwell District Council (the Council), with the agreement of Bloxham Parish Council.

- 1.4 I am a chartered town planner and former government Planning Inspector with over fifty years' experience. I have worked in both the public and the private sectors. I am an independent examiner and do not have an interest in any of the land that may be affected by the draft Plan.

Procedural Considerations

- 1.5 The Modified Plan was submitted for examination to the Council on the basis that the qualifying body has considered throughout the Modified Plan preparation process, that the proposed modifications are a substantial and significant modification to the made Plan. This is confirmed in the qualifying body's Modification Statement (Section 1.3 and Appendix C of the Modified Plan).
- 1.6 The Modification Statement of Cherwell District Council references changes to the plan period in the modified Neighbourhood Development Plan (NDP); changes to the amount of proposed housing across the Neighbourhood Area; the allocation of an additional significant new site in the Neighbourhood Plan Area; and changes to made policies. The Council concludes that these amendments represent material modifications which change the nature of the Plan and therefore require examination and a referendum.
- 1.7 On my appointment as the examiner of the Plan, I considered whether the modifications contained in the draft Modified Plan "are so significant or substantial as to change the nature of the neighbourhood development plan which the draft plan would replace". This was in accordance with Paragraph 10(1) of Schedule A2 to the Planning and Compulsory Purchase Act 2004 (as amended) ("the 2004 Act").
- 1.8 The main implication was that, should I have taken a view that the modifications were not significant or substantial, then the Plan examination would have preceded under Schedule A2 of the 2004 Act rather than schedule 4B of the Town and Country Planning Act 1990 (as amended) ("the 1990 Act"). As a practical and key consequence, the Modified Plan would not have required a referendum prior to being made.
- 1.9 Following my initial assessment of the Modified Plan, its supporting documents and representations made at the Regulation 16 stage, I wrote to Bloxham Parish Council and Cherwell District Council on 25 March 2026 with my determination made under Paragraph 10(1) of Schedule A2 to advise that, in my assessment, the proposed modifications contained in the Modified Plan are so significant or substantial as to change the nature of the made Plan which the Modified Plan would replace.
- 1.10 As noted by Cherwell District Council, the principal revisions include changes to the plan period; changes to the amount of proposed housing

across the Neighbourhood Area; the allocation of an additional significant new housing site; and changes to made policies.

1.11 Accordingly, I invited Bloxham Parish Council, as the qualifying body, in accordance with Paragraph 10(5) of Schedule A2, to decide whether to proceed with the examination of the Modified Plan under the provisions of Schedule 4B to the 1990 Act which in turn would require a referendum prior to the Modified Plan being made.

1.12 Bloxham Parish Council confirmed on 13 April 2026 that it had determined to proceed with the examination of the Modified Plan under Schedule 4B. Therefore, it is on that basis that I have undertaken my examination of the Modified Plan. For clarification, my examination has also considered the entirety of the Modified Plan and has not been confined to those parts of the Modified Plan which contain modifications to the made Plan.

The Scope of the Examination

1.13 As the independent examiner, I am required to produce this report and recommend either:

- a) that the neighbourhood plan is submitted to a referendum without changes; or
- b) that modifications are made and that the modified neighbourhood plan is submitted to a referendum; or
- c) that the neighbourhood plan does not proceed to a referendum on the basis that it does not meet the necessary legal requirements.

1.14 The scope of the examination is set out in Paragraph 8(1) of Schedule 4B to the 1990 Act. The examiner must consider:

- Whether the draft Plan meets the Basic Conditions;
- Whether the draft Plan complies with provisions under Section 38A and Section 38B of the 2004 Act. These are:
 - it has been prepared and submitted for examination by a qualifying body, for an area that has been properly designated by the local planning authority;
 - it sets out policies in relation to the development and use of land;
 - it specifies the period during which it has effect;
 - it is the only neighbourhood plan for the area and does not relate to land outside the designated neighbourhood area;
 - it does not include provisions and policies for “excluded development”;

- it is designed to secure that the development and use of land in the neighbourhood area contribute to the mitigation of, and adaptation to, climate change¹; and
 - it takes account of any local nature recovery strategy, under Section 104 of the Environment Act 2021, that relates to all or part of the neighbourhood area.²
- Whether the referendum boundary should be extended beyond the designated area, should the plan proceed to referendum.
 - Such matters as prescribed in the Neighbourhood Planning (General) Regulations 2012 (as amended) (“the 2012 Regulations”).

1.15 I have considered only matters that fall within Paragraph 8(1) of Schedule 4B to the 1990 Act, with one exception. That is the requirement that the draft Plan is compatible with the Human Rights Convention.

The Basic Conditions

1.16 The “Basic Conditions” are set out in Paragraph 8(2) of Schedule 4B to the 1990 Act. In order to meet the Basic Conditions, the draft Plan must:

- have regard to national policies and advice contained in guidance issued by the Secretary of State;
- contribute to the achievement of sustainable development;
- not result in the development plan for the area of the authority proposing that less housing is provided by means of development taking place in that area than if the draft plan were not to be made³;
- be compatible with, and not breach, assimilated obligations⁴; and
- meet prescribed conditions and comply with prescribed matters.

¹ This additional requirement was commenced on 25 March 2026 by virtue of *The Levelling-up and Regeneration Act 2023 (Commencement No. 11 and Saving and Transitional Provisions) Regulations 2026*, which brought into force section 98 of the Levelling-up and Regeneration Act 2023.

² See footnote above.

³ This Basic Condition applies from 25 March 2026 by virtue of *The Levelling-up and Regeneration Act 2023 (Commencement No. 11 and Saving and Transitional Provisions) Regulations 2026*, which brought into force section 99 of the Levelling-up and Regeneration Act 2023. This replaces the former Basic Condition which required a neighbourhood plan to be in general conformity with the strategic policies of the development plan for the area.

⁴ See: The Retained EU Law (Revocation and Reform) Act 2023 (Consequential Amendment) Regulations 2023, which replaced the previous reference to ‘EU’ obligations.

- 1.17 Regulation 32 of the 2012 Regulations prescribes a further Basic Condition for a neighbourhood plan. This requires that the making of the Neighbourhood Development Plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.⁵

2. Approach to the Examination

Planning Policy Context

- 2.1 The Development Plan for this part of Cherwell District Council, not including documents relating to excluded minerals and waste development, is the Cherwell Local Plan 2011 – 2031. In addition, the Cherwell Local Plan Review 2042 is currently at examination.⁶
- 2.2 Planning policy for England is set out principally in the National Planning Policy Framework (NPPF). The Planning Practice Guidance (PPG) offers guidance on how this policy should be implemented. All references in this report are to the December 2024 NPPF and its accompanying PPG.

Submitted Documents

- 2.3 I have considered all policy, guidance and other reference documents relevant to the examination, including those submitted which comprise:
- the draft Modified Bloxham Neighbourhood Plan 2024 - 2042, October 2025;
 - a map on page 4 of the Plan which identifies the area to which the proposed Neighbourhood Development Plan relates;
 - the Consultation Statement, September 2025;
 - the Basic Conditions Statement, October 2025;
 - the Strategic Environmental Assessment (SEA) Scoping Report, February 2025;
 - the Strategic Environmental Assessment for the Bloxham Neighbourhood Plan, July 2025;
 - the Strategic Environmental Assessment (Environmental Report Addendum), October 2025;
 - Housing Needs Assessment
 - the Bloxham Modified NDP – Habitats Regulations Screening Opinion, November 2025;
 - all the representations that have been made in accordance with the Regulation 16 consultation;

⁵ This revised Basic Condition came into force on 28 December 2018 through the Conservation of Habitats and Species and Planning (Various Amendments) (England and Wales) Regulations 2018.

⁶ Further information on progress can be viewed here:

<https://www.cherwell.gov.uk/info/281/local-plan-review-examination>

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- the request for additional clarification sought in my letter dated 25 March 2026 and the responses from Cherwell District Council dated 1 April 2026 and from Bloxham Parish Council on 8 April 2026; and
- the responses to my letter of 25 March 2026 concerning the revisions to the legal compliance and Basic Conditions requirements, from Cherwell District Council, Bloxham Parish Council and from four other parties who took the opportunity to comment.⁷

Site Visit

2.4 I made an unaccompanied site visit to the Neighbourhood Plan Area on 12 April 2026 to familiarise myself with it, and visit relevant sites and areas referenced in the Plan and evidential documents.

Written Representations with or without Public Hearing

2.5 This examination has been dealt with by written representations. This is in accordance with the general rule set out in Paragraph 9(1) of Schedule 4B to the 1990 Act.

2.6 Representations have been made on matters that include flood risk, site selection and public consultation. I have been asked to hold a hearing in the event that the position is not accepted and so that the points can be fully articulated. However, to my mind, the representations set out clearly the objections and other comments in relation to the draft Plan. I believe that I have been able to ensure adequate examination of the issues and that representors have had a fair chance to put their case.

Modifications

2.7 Where necessary, I have recommended modifications (**PMs**) in this report in order that it meets the Basic Conditions and other legal requirements. For ease of reference, I have listed these modifications separately in the Appendix.

3. Compliance Matters and Human Rights

Qualifying Body and Neighbourhood Plan Area

3.1 The Modified Bloxham Neighbourhood Plan has been prepared and submitted for examination by Bloxham Parish Council, which is a qualifying body for an area that was designated by Cherwell District Council on 3 June 2013.

⁷ View at: <https://www.cherwell.gov.uk/info/221/neighbourhood-plans/395/bloxham-neighbourhood-plan>

- 3.2 It is the only Neighbourhood Plan for the Bloxham Neighbourhood Area and does not relate to land outside the designated Neighbourhood Plan Area.

Plan Period

- 3.3 The Plan specifies clearly the period to which it is to take effect, which is from 2024 to 2042.

Neighbourhood Plan Preparation and Consultation

- 3.4 Details of plan preparation and consultation are set out in the Consultation Statement, September 2025. In terms of the early consultation process, a table on Pages 4 and 5 of the Consultation Statement sets out details of various events that were held between 24 April 2024 and 9 May 2025 together with the purpose of the events. Examples of publicity in the form of 'drop-in and chat posters' and newsletters are to be found on Pages 6 and 7 of the Statement.
- 3.5 Formal consultation under Regulation 14 was held between 15 July 2025 and 15 September 2025 (a period of 9 weeks), albeit responses were received and accepted up to 16 September 2025. Details of how persons and bodies were consulted are summarised on Pages 8 and 9 of the Consultation Statement. Statutory consultees and others who were the subject of direct consultation are listed in the Addendum to the Consultation Statement. Examples of consultation material are set out on Pages 9 to 11 of the Statement.
- 3.6 The Consultation Statement records some 111 written representations including those of stakeholders and landowners. For residents and community groups, a summary of the main issues and concerns raised, and a description of how they were considered and addressed, is set out on Pages 12 to 50 of the Statement. There are separate reports detailing 'Community Responses to the Regulation 14', 'Combined statutory and development responses by policy' and 'Statutory and Development responses'.
- 3.7 I am aware that representors have criticised the consultation process up to and beyond the Regulation 14 consultation. Reference has been made to expectations in publications by Cherwell District Council and Oxfordshire County Council. For my part, I am satisfied that the legal requirements set out in Regulation 15(2) of the 2012 Regulations have been met. Regard has also been paid to guidance in the PPG.
- 3.8 I am aware of one instance where an interested party was excluded from a 'public' meeting. I would not expect such an occurrence. Nevertheless, it appears to me that all those with an interest in the Plan have had an opportunity to make fulsome written representations for my consideration. I do not believe that any party has been prejudiced in this regard.

- 3.9 Consultation under Regulation 16 was carried out between 8 December 2025 and 1 February 2026. Including one late representation (which I have been invited to consider), some 31 representations have been received. These include representations from Cherwell District Council and Oxfordshire County Council as well as from agents, house builders and many residents. I have taken all these representations into account in making my recommendations.
- 3.10 During the examination, changes were made to the legal compliance requirements and Basic Conditions, applying from 25 March 2026.⁸ In order to provide an opportunity for the qualifying body, the local planning authority and any other interested parties to comment, Cherwell District Council contacted those who had made representations at the Regulation 16 stage.
- 3.11 A 2-week period was advertised on the District Council's website inviting further comments, focused only on the legislative changes. Six responses were received including those from Cherwell District Council and Bloxham Parish Council. I have taken these into account in my assessment.
- 3.12 I am satisfied that the consultation process has met the legal requirements and has had regard to the advice in the PPG on plan preparation and engagement.

Development and Use of Land

- 3.13 The Plan sets out policies in relation to the development and use of land in accordance with Section 38A of the 2004 Act and does not exceed the appropriate scope of a neighbourhood plan.⁹

Excluded Development

- 3.14 The Plan does not include provisions and policies for "excluded development".¹⁰

Local Nature Recovery Strategy

- 3.15 Cherwell District Council has advised that the Local Habitats Map identifies areas that the Local Nature Recovery Strategy recommends for targeted nature recovery actions and that potential measures within the parish apply to a very small area of the site allocated under Policy BL2. Having examined the Local Habitats Map, I note that the very fringe of the hexagons that identify the areas of potential measures do indeed clip the edge of the allocated site.

⁸ See paragraphs 1.14 – 1.16 above and the associated footnotes.

⁹ See s.38B(A1) and s.38B(2C)(a) of the 2004 Act.

¹⁰ The meaning of 'excluded development' is set out in s.61K of the 1990 Act.

- 3.16 However, having regard to the descriptions of the potential actions, I consider that the measures relate to the river valley, not to the allocated site. In my assessment, none of the Plan's policies are in direct conflict with the strategy.

Climate Change

- 3.17 Having regard to the responses received to my letter of 25 March 2026, I am satisfied that, overall, the Plan as proposed to be modified does not conflict with the aims of securing development which contributes to the mitigation of, and adaptation to, climate change.

Human Rights

- 3.18 Bloxham Parish Council is satisfied that the Plan does not breach Human Rights (within the meaning of the Human Rights Act 1998). From my independent assessment, I see no reason to disagree.

4. Compliance with the Basic Conditions

Assimilated Obligations

- 4.1 The Neighbourhood Plan was screened for Strategic Environmental Assessment (SEA) by consultants acting on behalf of Bloxham Parish Council following initial scoping by Cherwell District Council. It was found that SEA would be necessary. The requirement for SEA was based primarily on the fact that the Modified Plan proposes to allocate land for 125 new homes. Whilst this decision may reflect a precautionary approach, I have proceeded to carry out an assessment of the submitted documents.
- 4.2 There have been criticisms of the way in which the SEA has been carried out, particularly in the selection of reasonable alternatives and the choice of the preferred option. For my part, I have been able to gain a good understanding of the way the assessment was carried out and the evaluation of options. The matter of site selection and the appraisal of options is further considered under the main issues below.
- 4.3 I appreciate that some of the circumstances have changed; also, as is often the case, there are differences of opinion about matters such as assessment criteria and weighting. Nevertheless, I consider that reasonable conclusions have been drawn. In my opinion, the process and results are not materially flawed in any way.
- 4.4 The Modified Bloxham Neighbourhood Plan was further screened for Habitats Regulations Assessment (HRA). Assessment was not triggered. The site is not in close proximity to a European designated nature site. From my independent assessment of this matter, I have no reason to disagree with the District Council's screening opinion. In this regard, an

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automated response was received from Natural England on 9 December 2025 but no specific comments have been made.

Main Issues

- 4.5 Having regard for the Modified Bloxham Neighbourhood Plan, the consultation responses and other evidence, and the site visit, I consider that there are seven main issues relating to the Basic Conditions for this examination. These are:
- Spatial Strategy;
 - Connectivity;
 - House Types;
 - Infrastructure;
 - Views
 - Employment; and
 - Local Green Space.
- 4.6 Before I deal with the main issues, I have a few observations to make with regard to the representations. First, the Modified Bloxham Neighbourhood Development Plan should be seen in the context of the wider planning system. This includes the Cherwell Local Plan 2011 – 2031 and the Cherwell Local Plan Review 2042¹¹, as well as the NPPF and PPG. It is not necessary to repeat in the Neighbourhood Plan matters that are quite adequately dealt with elsewhere.¹² Having said that, there may be scope to give emphasis to matters particularly relevant in the context of Bloxham.
- 4.7 Secondly, the Neighbourhood Plan does not have to deal with each and every topic raised through the consultation. In this regard, the content of the Neighbourhood Plan and the scope of the policies are largely at the discretion of the qualifying body, albeit informed by the consultation process and the requirements set by the Basic Conditions.
- 4.8 Thirdly, my central task is to judge whether the Neighbourhood Plan satisfies the Basic Conditions. Many of the representations do not demonstrate or indicate a failure to meet those conditions or other legal requirements. Similarly, many of the suggested additions and improvements are not necessary when judged against the Basic Conditions, notwithstanding their utility.

¹¹ In this context, see advice in PPG Reference ID: 41-009-20190509.

¹² See NPPF Paragraph 16 f).

- 4.9 The following section of my report sets out modifications that are necessary in order to meet the Basic Conditions. Some of the proposed modifications are factual corrections.¹³ Others are necessary in order to have closer regard to national policies and advice. In particular, plans should be succinct and contain policies that are clearly written and unambiguous.¹⁴ A decision maker should be able to apply them consistently and with confidence when determining planning applications. In addition, the policies should be supported by appropriate evidence.¹⁵
- 4.10 I repeat that all policies in the Modified Plan have been subject to review by me as part of this examination, irrespective of whether they are included within the Bloxham Neighbourhood Plan 2015-2031.

Issue 1 – Spatial Strategy

- 4.11 Policy BL1 of the Modified Plan sets out a spatial strategy for Bloxham. This is based on the provision of four sites. Two of the sites already have planning permission (North of Ells Lane – 30 homes; and West of Tadmarton Road – 55 homes). For a further site, there is a resolution to grant permission (South of Hartshill Close – 130 homes). The fourth site comprises the allocation East of Tadmarton Road (125 homes), the subject of Policy BL2. In total there would be some 340 new homes, although only the allocation East of Tadmarton Road is a new commitment.
- 4.12 For some representors, there would be too much housing in Bloxham. For others, as is often the case, there would not be enough. In this regard, Policy RUR 1 of the Cherwell Local Plan Review requires 75 dwellings to be provided within the allocated sites in the Bloxham Neighbourhood Plan between 2020 and 2042.
- 4.13 The proposed figure would be significantly higher. However, Cherwell District Council does not consider that the approach taken materially affects the overall spatial strategy of the Local Plan Review currently at examination.¹⁶ The Parish Council, for its part, wishes to use the new allocation to plan for what are seen as important infrastructure improvements. In all the circumstances, and subject to the acceptability of the specific allocation (below), I find that the proposals are soundly based.
- 4.14 I have considered whether the Settlement Boundary should be modified to include sites either with planning permission or proposed for allocation, including the Painters Farm site (see below) and sites otherwise supported in the emerging Local Plan (LEC3 and LEC10). The allocation of the sites in the emerging Local Plan is still to be determined. In any event, I do

¹³ Modifications for the purpose of correcting errors is provided for in Paragraph 10(3)(e) of Schedule 4B to the 1990 Act.

¹⁴ NPPF, Paragraphs 15 and 16 d).

¹⁵ PPG Reference ID: 41-041-20140306.

¹⁶ In this regard, see PPG Reference ID: 41-009-20190509.

not see revision of the boundary as an imperative or necessary to comply with the Basic Conditions.

- 4.15 A second limb of the spatial strategy is the vexed question of the allocation of land East of Tadmarton Road (Policy BL2) for housing purposes (approximately 125 homes). The site is known as Painters Farm. Before looking at the policy as drafted, I consider the appropriateness of this site in principle and the process that has led to its selection. One of the main considerations is flood risk and whether, prior to allocation, a thorough assessment against other potential sites should have been carried out first (the sequential test). I examine this matter below, then turn to other site selection matters.

Flood Risk

- 4.16 A fair number of representors object to the proposed allocation on the ground that the area has been subject to flooding in the recent past. Amongst the arguments, it is considered that the development could exacerbate flooding and that the Painters Farm site should have been the subject of the sequential test. The site should not be allocated under the Plan. Sites that avoid the risk of flooding are available.
- 4.17 For my part, I am aware that one aim of national policy is to steer new development to areas with the lowest risk of flooding from any source (including fluvial and surface water flooding). "New development" would include access routes.
- 4.18 Important sources of flood risk information include the Environment Agency's Flood Map for Planning. In the case of Bloxham Parish, there is also a known case of fluvial and surface water flooding (24 November 2024). This was the subject of a Section 19 Flood Investigation Report by Oxfordshire County Council, acting as the lead local flood authority.¹⁷
- 4.19 In the present case, a number of preliminary facts can be recorded:
- There are alternatives to the proposed Painters Farm allocation.
 - The Painters Farm site falls within Flood Zone 1.
 - Access to the Painters Farm land would pass through land at risk of flooding through surface water.
 - The site is potentially within an area of sewer flooding.
 - The promoters of the Painters Farm land judged the site to be "At Very Low risk of surface flooding".
 - The promoters of the Painters Farm land prepared a site-specific Flood Risk Assessment.
 - The promoters of the Painters Farm land concluded, in their Flood Risk Assessment, that, "Due to the flood risk on the development, a sequential test is not required. It is concluded that the current proposals pass the sequential test."

¹⁷ A copy of this report can be found in the Regulation 16 representations of the Facon family.

- 4.20 On the face of it and bearing in mind that the access to the site was the subject of surface water flooding in the November 2024 event, the proposal should have been the subject of a sequential test. However, I am mindful of the guidance in the PPG.
- 4.21 In applying NNPf Paragraph 175, a proportionate approach should be taken. Where a site-specific flood risk assessment demonstrates clearly that the proposed layout, design, and mitigation measures would ensure that occupiers and users would remain safe from current and future surface water flood risk for the lifetime of the development (therefore addressing the risks identified e.g. by Environment Agency flood risk mapping), without increasing flood risk elsewhere, then the sequential test need not be applied.¹⁸
- 4.22 The above guidance is given in the context of planning applications. I consider the present circumstances to be analogous given that I am considering a single specific allocation that has already been the subject of a site-specific flood risk assessment.
- 4.23 The abstract of the Flood Risk Assessment, prepared on behalf of the promoters of the Painters Farm site, states:
- The FRA demonstrates that these risks can be appropriately managed through the implementation of a sustainable surface water management strategy. The proposed design incorporates SuDS features including swails, detention basins, and flow control devices to restrict run off to greenfield rates for all storm events up to the 1 in 100-year event plus 40% climate change. In addition, an upstream diversion and attenuation system will intercept over land flows arriving from higher ground, temporally store them within open basins, and then divert them safely around the development, thereby reducing the hydraulic load on the Tadmarton Road North culvert and providing a wider flood mitigation benefit for Bloxham.*
- 4.24 The report concludes that the proposed development will be safe for its lifetime, will not increase flood risk elsewhere, and is fully compliant with national and local flood risk management policy objectives.
- 4.25 Having reviewed the Flood Risk Assessment, I am satisfied that occupiers and users would remain safe from current and future surface water flood risk for the lifetime of the development. Irrespective of whether there are 'competing' schemes where the matter of flood risk would not arise, I find that the allocation before me, with the safeguards set out in Policy BL2, is entirely acceptable (subject to provision in respect of sewer flooding). Indeed, it would present benefits for the wider community that would not otherwise be available.¹⁹

¹⁸ PPG Reference ID: 7-027-20220825.

¹⁹ I have not found it necessary or appropriate to consider the 'sequential test' set out in the Parish Council's answers dated 8 April 2026 to my questions.

Other matters in site selection

- 4.26 Representors have argued that the site selection process is lacking in transparency and that the selection is based on inadequate and out-of-date evidence. In this regard, I am aware that a summary of site assessment and selection is set out in Appendix A of the Modified Plan. This has much in common with the appraisal of site options as described in the Strategic Environmental Assessment.
- 4.27 To my mind, although only a summary, the information in Appendix A gives rise to a clear understanding of the factors that led to the rejection of sites. From a long list of 17 sites, one was deleted because, although it adjoined the village, it was within the neighbouring parish. Two more were deleted because they had already gained planning permission. Of the 14 remaining sites, 10 were carried forward on the basis that identified issues could be resolved or constraints mitigated. One has since gained planning permission.
- 4.28 For the nine remaining sites, the focus of the assessment has been the community benefits that could be delivered. To my mind, this is a reasonable criterion to apply given the pressures on local communities and infrastructure that result from housing development and irrespective of the parish portion of the Community Infrastructure Levy.
- 4.29 All but two sites were then eliminated for the reasons set out in Appendix A, Paragraph 9. I have no reason to dispute the reasoning. Representors have had the opportunity to raise any material considerations.
- 4.30 The benefits related to the first of the two sites (Site 1, East of Tadmarton Road) are referenced as being expansion of the school; connection with the adjoining right of way; land for a burial ground; potential future use of an existing barn; and a new public vantage point on Hobbs Hill including woodland planting. For the other site (Site 5, Land north and south of Milton Road), benefits would include land for a burial ground, allotments/orchard and a new community facility (library).
- 4.31 Paragraph 7 of Appendix A records the fact that, "the Parish Council has judged that increasing the capacity of the village primary school was its most important priority." In this regard, I am aware that there are differences of opinion about the need to expand the primary school. I do not find that the case has been proved although I accept that circumstances may change in the future, particularly if residential development continues apace.
- 4.32 Notwithstanding, the Parish Council has put forward the site East of Tadmarton Lane for allocation. If increasing the capacity of the primary school were the only consideration, allocation would not be straight forward. However, there are other factors. I consider that the Parish Council has made a legitimate choice. It has weighed the factors relevant to the two sites and has come to a reasoned conclusion. As I say in

assessing the SEA, there are differences of opinion about matters such as assessment criteria and weighting; but I accept the Parish Council's overall approach.

Detailed provisions of Policy BL2

- 4.33 Clause B.I of Policy BL2 makes reference to the principles shown on the Concept Masterplan. The Concept Masterplan is Plan C on Page 16 of the Modified Plan. For clarity, Plan C should be referenced in the policy. Plan C will also need amendment so that the key identifies the feature to which the numbers in circles relate; also, to change "Bungalow" to "Bungalows".
- 4.34 Clause B.II refers to "a proportion of bungalows suited to older person households". In response to my questions, the Parish Council has suggested that the proportion should be at least 20%, if practical. In my experience, this proportion would be way too high. At the very most, a figure of 10% could be inserted for clarity, but even such a figure would be subject to viability considerations.
- 4.35 Clause C.I of the policy refers to the sustainable drainage scheme, but this should be expressed as a requirement. As noted above, sewer flooding should also be addressed.
- 4.36 Clause C.V of the policy refers to "The green infrastructure scheme", but it is not clear what infrastructure scheme is being referenced. Amendment of the clause is necessary.
- 4.37 The various necessary amendments to the policy are set out in proposed modification **PM1**.

Issue 2 - Connectivity

- 4.38 In Policy BL3: Connectivity, there is reference to rights of way "as shown on the Policies Map". However, the Policies Map does not show rights of way, only footpaths; and the evidence suggests that the pattern of rights of way is different from those shown on the Policies Map (for example, Map 6 in the made Neighbourhood Plan). The reference in the policy should be changed to "footpaths" as in proposed modification **PM2**.

Issue 3 – House Types

- 4.39 In Policy BL6 of the Modified Plan (Adapting Homes to meet Demographic Change), there is a requirement that at least 20% of the total number of dwellings should be bungalows, designed specifically to meet the needs of households with older persons and those with disabilities. This is materially different from the source policy, Policy BL8 of the made Plan. In Policy BL8 of the made Plan, the 20% refers to bungalows or two-storey dwellings.

- 4.40 In reference to Policy BL2, I question the requirement for 20% bungalows. The same arguments apply here. The policy should refer to a proportion of 10% bungalows, as in proposed modification **PM3**.

Issue 4 - Infrastructure

- 4.41 In Policy BL8: Local Infrastructure, there is an error in the wording of Clause II. As advised by the Parish Council, this should read, "Measures that will reduce the risk of surface water flooding beyond the site boundary will be attributed additional weight in decision-making."²⁰
- 4.42 In Clause IV of the policy, there is reference to meeting the needs of the assessed number of children of primary school age but not of those who would be attending early years or secondary classes. All necessary amendments to the policy are included in proposed modification **PM4**.

Issue 5 - Views

- 4.43 Policy BL11: Key Streetscenes & Views has moved away from all "the key views identified in the Bloxham Conservation Area Appraisal 2007" (as in the made Neighbourhood Plan – Policy BL12) to selected key views and street scenes "as shown on the Policies Map".
- 4.44 As far as I can discern, there are four street scenes – a three-sided area of vegetation to the northeast of the footpath ascending Hobbs Hill; the area fronting the Bloxham School main buildings; the 'triangle of pubs' character zone (including the Red Lion garden); and St Mary's Church. The key views (as shown on the Policies Map) are located at the southern corner of the Hobbs Hill street scene; on Courtington Lane; on Strawberry Terrace; and on Old Bridge Road.
- 4.45 Of the street scenes shown on the Policies Map, the three-sided area of vegetation to the northeast of the public right of way ascending Hobbs Hill does not seem to feature in any of the material that I have seen, nor was I able to establish, from my site visit, exactly what was the "street scene". It should be deleted from the Modified Plan.
- 4.46 As to the four key views, I have been able to work out what are the views or content that is to be enjoyed, but the symbols shown on the Policies Map are of no assistance at all in this regard (the Parish Council has not supplied any additional meaningful information).
- 4.47 With the exception of views from Courtington Lane or the footpath ascending Hobbs Hill, the key views are of the key street scenes. For clarity, they should be combined and explicitly referenced in the policy. The key view symbols should be deleted altogether. Reliance would be placed on the descriptive material in Appendix B as a statement of what it is that should be safeguarded. There should also be recognition of the

²⁰ See Parish Council's answers dated 8 April 2026 in response to my questions.
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fact that, from the public right of way ascending Hobbs Hill, views will be affected by the Painters Farm development.

- 4.48 On a final note, it would be clearer if “Key views and street scenes 3: The Red Lion Garden” (Appendix B) was described as “Triangle of Pubs Character Zone (as in the accompanying plan on Page 40). I appreciate that the former is the term used in the made Neighbourhood Plan; also, that the garden of the Red Lion is the focus of attention. However, there is much more of interest within the triangle including the overlooking Coach & Horses and Joiners Arms public houses as well as the war memorial green. A wider description would be more apt.
- 4.49 Necessary amendments are set out in proposed modification **PM5**.

Issue 6 - Employment

- 4.50 Amongst other things, Policy BL12 seeks to resist the loss of employment land. There is reference to meeting the Development Plan site marketing requirements. However, this reference is lacking in clarity and should be replaced by specific reference to the 2015 Local Plan Part 1 and the policy on employment development (SLE 1) and Policy LEC2 of the Local Plan Review. Proposed modification **PM6** refers.

Issue 7 – Local Green Space

- 4.51 Under Policy BL15, three areas are designated as Local Green Spaces. The policy says that “New development will not be permitted on land designated as Local Green Space except in very special circumstances.” Whilst this is intended to reflect Green Belt policy, with which the policy should be consistent, it ignores the fact that development may be “not inappropriate” in the first place and very special circumstances would not need to be demonstrated. Amendment of the policy to align with the NPPF is necessary (proposed modification **PM7**). In all other respects, I am content that the proposed designations meet the criteria set out in Paragraph 107 of the NPPF and are capable of enduring beyond the end of the Plan period (Paragraph 106).

Other Policies

- 4.52 There remain a number of policies that have not been the subject of commentary in the above report. These are Policies BL4: Parking, BL5: Housing Mix, BL7: Residential Amenity, BL9: General Design Guidance, BL10: Design in the Conservation Area, BL13: Village Centre and BL14: Broadband and Mobile Communications.
- 4.53 To a greater or lesser extent, these topics are covered in NPPF Sections 5 (Delivering a sufficient supply of homes), 6 (Building a strong, competitive economy), 8 (Promoting healthy and safe communities), 9 (Promoting sustainable transport), 10 (Supporting high quality communications), 12 (Achieving well-designed places) and 16 (Conserving and enhancing the

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historic environment). I find that there has been regard for national policy and that the Basic Conditions have been met.

5. Conclusions

Summary

- 5.1 The Modified Bloxham Neighbourhood Plan has been duly prepared in compliance with the procedural requirements. My examination has investigated whether the draft Plan meets the Basic Conditions and other legal requirements. I have had regard for all the responses made following consultation on the draft Neighbourhood Plan, and the evidence documents submitted with it.
- 5.2 I have made recommendations to modify a number of policies and text to ensure the Plan meets the Basic Conditions and other legal requirements. I recommend that the Plan, once modified, proceeds to referendum.

The Referendum and its Area

- 5.3 I have considered whether or not the referendum area should be extended beyond the designated area to which the Plan relates. The Bloxham Neighbourhood Development Plan as modified has no policy or proposals which I consider significant enough to have an impact beyond the designated Neighbourhood Plan boundary, requiring the referendum to extend to areas beyond the Plan boundary. I recommend that the boundary for the purposes of any future referendum on the Plan should be the boundary of the designated Neighbourhood Plan Area.

Overview

- 5.4 It is evident that a considerable amount of time and effort has been devoted to the development and production of this Plan and I congratulate those who have been involved. The Plan should prove to be a useful tool for future planning and change in Bloxham over the coming years.

Andrew S Freeman

Examiner

Appendix: Proposed Modifications

Proposed Modification (PM) number	Page no	Modification
PM1	Pages 14-16	<p>In Policy BL2 Clause B.I, after "Concept Masterplan", add "(Plan C on Page 16)".</p> <p>Replace Clause BII with the following: "The residential scheme is for approximately 125 homes. Subject to viability, at least 10% of the homes shall be bungalows suitable for occupation by older person households."</p> <p>In Clause C.I, replace "The sustainable drainage scheme" with "A sustainable drainage scheme shall be provided that".</p> <p>At the end of Clause C.I, add "and avoids any worsening of sewer flooding beyond the site".</p> <p>In Clause C.V, replace "The green infrastructure scheme" with "A green infrastructure scheme shall be implemented, based on the principles shown on Plan C, that incorporates...".</p> <p>In Plan C, add to the key an explanation of what are the various features identified by numbers in circles.</p> <p>In Plan C, change "Bungalow" to "Bungalows".</p>
PM2	Page 16	In Policy BL3 Clause B, change "rights of way" to "footpaths".
PM3	Page 19	In Policy BL6, change "20%" to "10%".
PM4	Page 20	<p>For Policy BL8 Clause II, substitute the following: "Measures that will reduce the risk of surface water flooding beyond the site boundary will be attributed additional weight in decision-making;".</p> <p>For Clause IV, substitute the following: "Proposals for major housing development must demonstrate that there is sufficient capacity at the Bloxham CE Primary School and at local early years and secondary schools in the area to meet the needs of the assessed number of</p>

		early years, primary and secondary school-aged children living in the completed scheme.”
PM5	Page 22	<p>In Policy BL11, replace Clause A with the following:</p> <p>“Under the policy, Key Street Scenes are identified as shown on the Proposals Map and described in Appendix B as well as Key Views as described in Appendix B. The Key Street Scenes are:</p> <ul style="list-style-type: none"> • The area fronting the Bloxham School main buildings; • The Triangle of Pubs Character Zone; and • St Mary’s Church (see Clause B). <p>“The Key Views are from Hobbs Hill and from Courtington Lane towards Hobbs Hill.</p> <p>“Development proposals must ensure that key features of the identified street scenes and views can continue to be enjoyed and that any development has an acceptable impact in relation to the visual qualities that can be observed from public vantage points.”</p> <p>On the Policies Map, delete the symbols for Key Views.</p> <p>Add to the text supporting Policy BL11 acknowledgement that the Key Views from Hobbs Hill will be affected by the development at Painters Farm.</p>
PM6	Page 23	In Policy BL12, replace “in addition to the development plan site marketing requirements” with “in addition to meeting the marketing requirements set out in Policy SLE 1 of the Cherwell Local Plan 2011-2032 Part 1”.
PM7	Page 25	<p>Replace the second sentence of Clause A of Policy BL15 with the following:</p> <p>“New development on land designated as Local Green Space shall be consistent with national Green Belt policy.”</p>

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Appendix 3: Schedule of the Examiner's recommendations and officers' consideration of each recommendation and proposed changes			
Recommendation reference	Neighbourhood Plan Policy & Page Number	Recommended modification to the Submission Neighbourhood Plan	Officer response and proposed changes to the draft Submission Plan
PM1	Policy BL2: (Land East of Tadmarton Road ('Painters Farm')) Pages 14-16	<p>In Policy BL2 Clause B.I, after "Concept Masterplan", add "(Plan C on Page 16)".</p> <p>Replace Clause BII with the following: "The residential scheme is for approximately 125 homes. Subject to viability, at least 10% of the homes shall be bungalows suitable for occupation by older person households."</p> <p>In Clause C.I, replace "The sustainable drainage scheme" with "A sustainable drainage scheme shall be provided that".</p> <p>At the end of Clause C.I, add "and avoids any worsening of sewer flooding beyond the site".</p> <p>In Clause C.V, replace "The green infrastructure scheme" with "A green infrastructure scheme shall be implemented, based on the principles shown on Plan C, that incorporates...".</p> <p>In Plan C, add to the key an explanation of what are the various features identified by numbers in circles.</p> <p>In Plan C, change "Bungalow" to "Bungalows".</p>	Accept Recommendation
PM2	Policy BL3: Connectivity Page 16	In Policy BL3 Clause B, change "rights of way" to "footpaths".	Accept Recommendation
PM3	Policy BL6: Adapting Homes to meet Demographic Change Page 19	In Policy BL6, change "20%" to "10%".	Accept Recommendation

PM4	<p>Policy BL8: Local Infrastructure</p> <p>Page 20</p>	<p>For Policy BL8 Clause II, substitute the following: “Measures that will reduce the risk of surface water flooding beyond the site boundary will be attributed additional weight in decision-making;”.</p> <p>For Clause IV, substitute the following: “Proposals for major housing development must demonstrate that there is sufficient capacity at the Bloxham CE Primary School and at local early years and secondary schools in the area to meet the needs of the assessed number of early years, primary and secondary school-aged children living in the completed scheme.”</p>	Accept Recommendation
PM5	<p>Policy BL11: Key Streetscenes & Views</p> <p>Page 22</p>	<p>In Policy BL11, replace Clause A with the following:</p> <p>“Under the policy, Key Street Scenes are identified as shown on the Proposals Map and described in Appendix B as well as Key Views as described in Appendix B. The Key Street Scenes are:</p> <ul style="list-style-type: none"> • The area fronting the Bloxham School main buildings; • The Triangle of Pubs Character Zone; and • St Mary’s Church (see Clause B). <p>“The Key Views are from Hobbs Hill and from Courtington Lane towards Hobbs Hill.</p> <p>“Development proposals must ensure that key features of the identified street scenes and views can continue to be enjoyed and that any development has an acceptable impact in relation to the visual qualities that can be observed from public vantage points.”</p> <p>On the Policies Map, delete the symbols for Key Views.</p>	Accept Recommendation

		Add to the text supporting Policy BL11 acknowledgement that the Key Views from Hobbs Hill will be affected by the development at Painters Farm.	
PM6	Policy BL12: Employment Land Page 23	In Policy BL12, replace “in addition to the development plan site marketing requirements” with “in addition to meeting the marketing requirements set out in Policy SLE 1 of the Cherwell Local Plan 2011-2032 Part 1”.	Accept Recommendation
PM7	Policy BL15: Local Green Spaces & Other Amenity Spaces Page 25	Replace the second sentence of Clause A of Policy BL15 with the following: “New development on land designated as Local Green Space shall be consistent with national Green Belt policy.”	Accept Recommendation

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MODIFIED BLOXHAM NEIGHBOURHOOD PLAN 2024 – 2042

SUBMISSION VERSION: OCTOBER 2025

INCORPORATING EXAMINER'S PROPOSED MODIFICATIONS (MAY 2026)

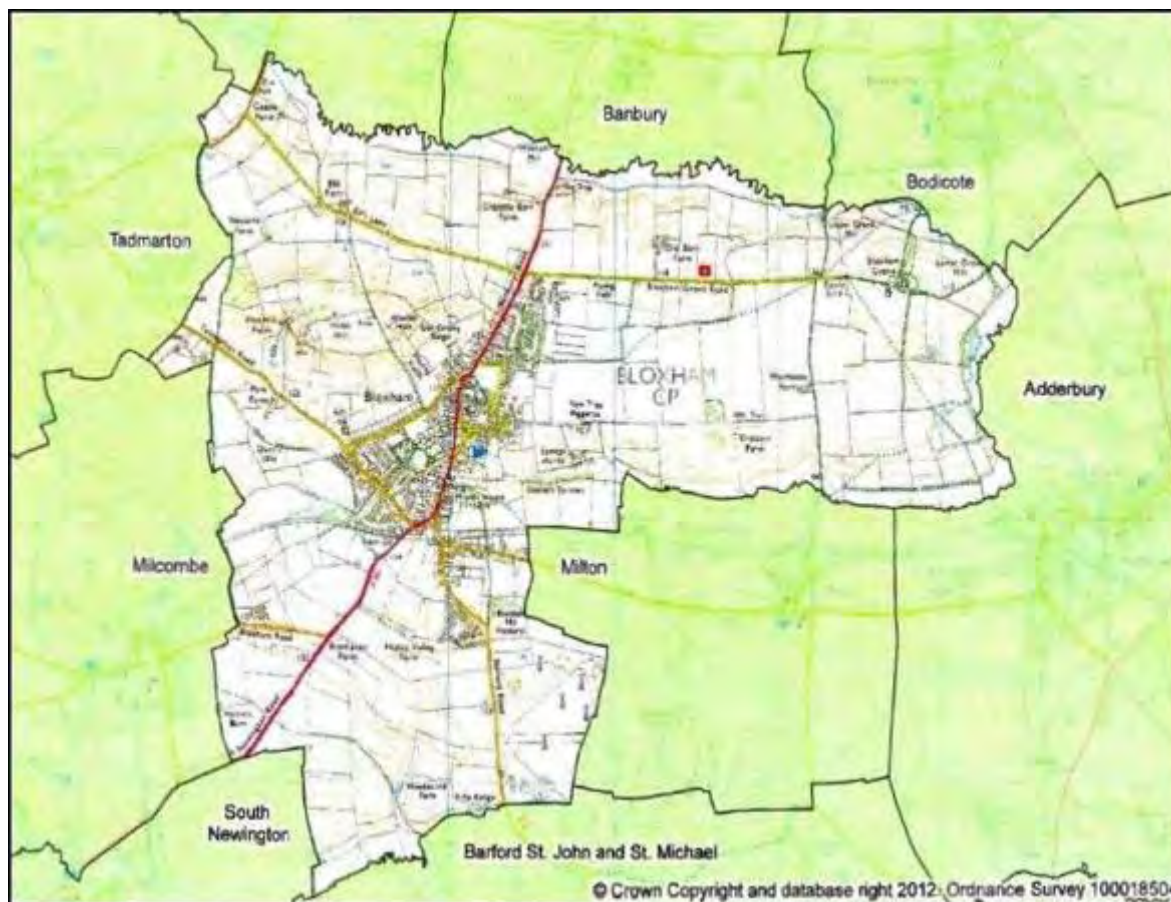
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1. INTRODUCTION

1.1 This is the Modified Bloxham Neighbourhood Plan (NP2) produced by Bloxham Parish Council (BPC) to cover the plan period 2024 to 2042. It modifies and rolls forward the plan period of the made Bloxham Neighbourhood Plan (NP1) of December 2016. The local planning authority, Cherwell District Council (CDC), designated the neighbourhood area in 2013 – the area coincides with the Parish boundary (see Plan A below).



Plan A: Designated Bloxham Neighbourhood Area

1.2 NP2 comprises 15 land use and development policies to be used by CDC in determining planning applications in the Parish alongside other policies of the development plan and other 'material considerations'.

1.3 Many of the NP1 policies have been retained with some modified wording. Some have been deleted, some have been merged with others and there are some new policies – see Appendix C for the full Modification Statement that summarises these changes and concludes that they change the nature of NP1 and therefore NP2 should be put to a referendum.

1.4 NP2 has been prepared during a challenging time for the village. Many new homes have been built around its edges over the last decade, with many more to come following approvals in the last year. With more applications being submitted and in the pipeline, BPC has sought to bring forward NP2 to renew the currency of the development plan for Bloxham and to better manage change over the next decade or more.

1.5 It considers NP2 meets the basic conditions required by the Regulations for the reasons set out in the separate Basic Conditions Statement. It is also publishing a Consultation Statement and Environmental Report Addendum alongside NP2, together with some additional evidence reports, for submission to CDC to arrange its independent examination.

1.6 NP2 is structured by summarising (in Section 2) the key features of the village and its surroundings and the national and local planning policies that provide the essential context for its proposals. The main objectives and policies are set out in Section 3 together with the Policies Map and Insets. There are then a number of appendices providing additional background information on the policies and their evidence.

2. BACKGROUND

Historical Context

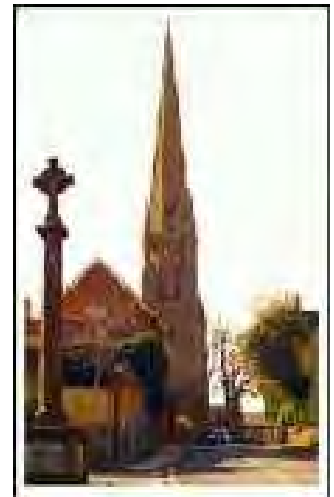
2.1 Bloxham is a village steeped in history. Incomplete excavations in 1929-35 opposite the current primary school unearthed evidence of a Romano-British settlement. The village name, however, derives from the 6th century Anglo-Saxon "Blocces Ham" (the home of the Bloccs). By 1316, the name had evolved to Bloxham.

2.2 The dominant building, situated in the older ironstone part of the village is St Mary's Church, rated by Pevsner and by Jenkins as one of the top 100 churches in the country. The site dates back to Saxon times and is mentioned in a charter of 1067, but the present church building dates to the 12th century. In addition to its 198 feet (60m) steeple, it contains important and unique art, carvings and windows all by renowned craftsmen including a 15th century screen said to have been a gift from Cardinal Wolsey. The splendour of the church is largely a consequence of Bloxham being a royal manor, which received the patronage of nobles. This was augmented by wealth derived from the wool trade.

2.3 Since early times, the village has been based upon agriculture. Corn grew well and the good grasslands and plentiful water supply allowed successful sheep rearing, contributing to the above-mentioned prosperity. In the 1950s there were still 13 working farms employing much of a largely self-sustaining village population. Anyone over 20 will recall traffic grinding to a halt as geese crossed the main road back to their farm in the heart of the village itself.

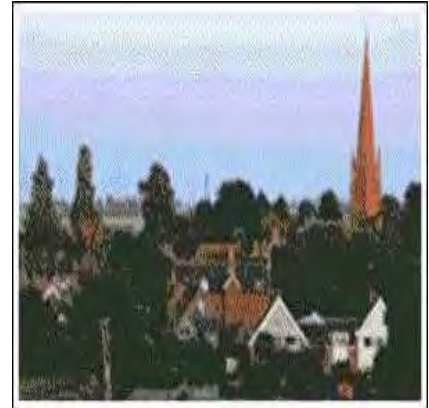
2.4 The winding medieval streets and alleyways are still apparent in the conservation area of the village, where many of the village's 45 listed buildings can be found.

Most are built of ironstone quarried within the village and many have their origins in the 16th and 17th centuries when the wool trade was at its peak. Weaving became, quite literally, a cottage industry in Bloxham in houses that still exist.



2.5 The mid-19th century saw the foundation of Bloxham School: a public school, which became a major landowner and significant employer within the village. The main school buildings still impart a striking visual impact that plays a significant role in defining the 'sense of place' of Bloxham.

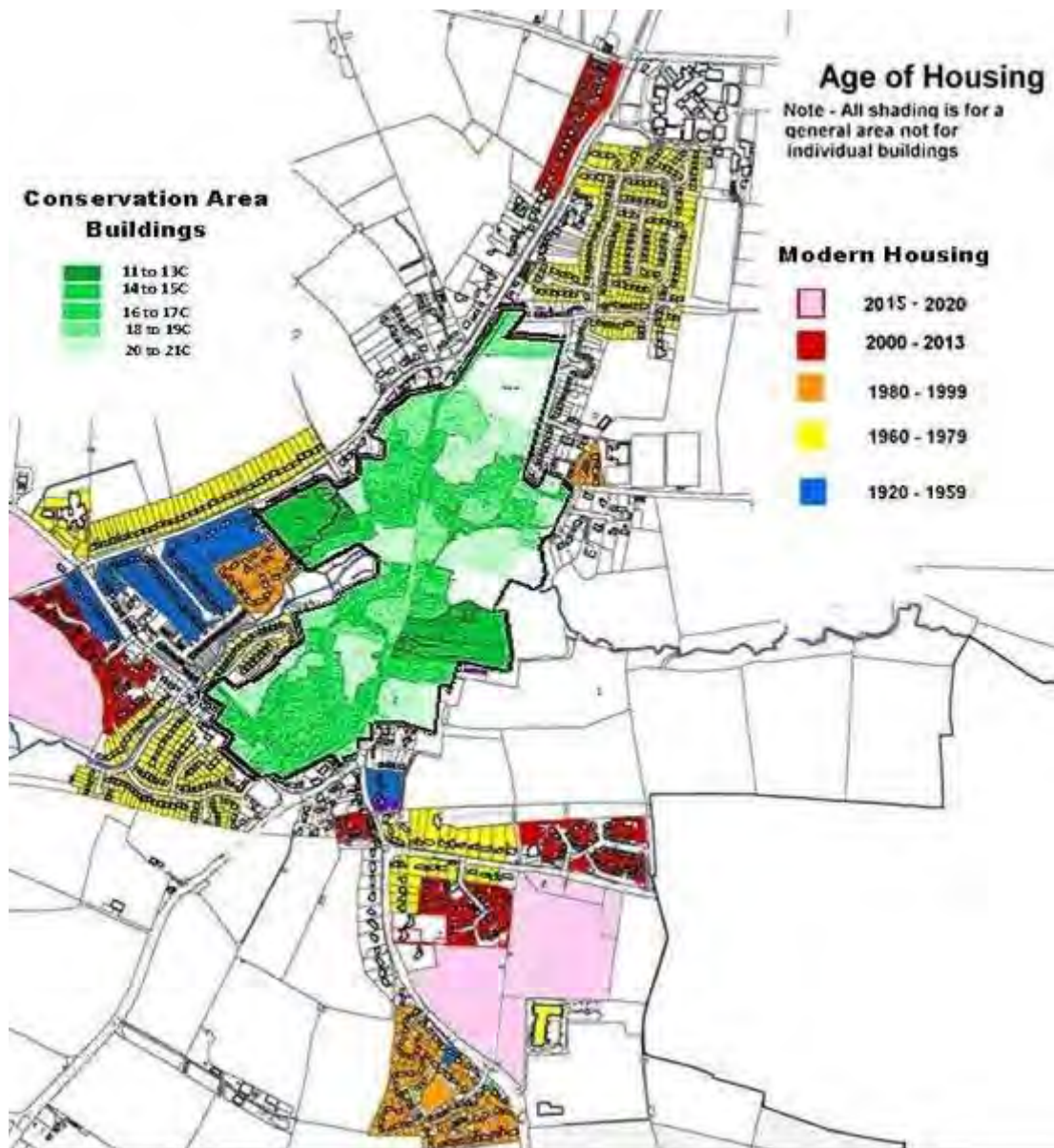
2.6 Creation of the A361 circa 1815 led to loss of the village green and the protection of the few remaining larger green areas in the heart of the village, such as the Red Lion garden, forms a part of this plan. The growth of industry in Banbury in the mid-19th century saw the opening of the now defunct railway. This, along with improvements to the roads, increasingly allowed people to work away from the village.



2.7 Bloxham retains a proud affinity with its heritage and rural roots, and the church and the museum (which is run by volunteers) both receive a regular flow of UK and international visitors, seeking to explore this heritage. An ironstone village on the edge of the Cotswolds, Bloxham has a large medieval conservation area, one of the finest churches in the country and many attractive landscape views from the major gateways, from certain public rights of way and within the village itself. Despite on-going expansion, it remains a largely cohesive community with a 'rural sense of place', the preservation of which features highly in this plan.

2.8 Bloxham had little growth until the late 19th to early 20th century other than some building along the main Banbury Road. Around 1940 came development of The Avenue followed in the 1960s through to the 1980s by estates at Chipperfield Park, Brookside (shown alongside), Winters Way and Bloxham Park. (See map below to track village development) Although of more modern designs, the judicious use of space, trees and materials mostly helped avoid developments with a hard urban feel to them.





Profile of Bloxham Today

2.9 Bloxham is a Category A village in the Cherwell District of Oxfordshire. The village is less than 4km from Banbury, and less than 6km from the nearest urban centre, Banbury town centre.¹ The population is approximately 3,700 people residing in 1,400 households.²

¹ Banbury LCWIP 2023

² Office of National Statistics, built up area profile, census 2021 data: <https://www.ons.gov.uk/visualisations/customprofiles/build/#E63003917> (last accessed 7/7/25)

2.10 Existing cycling connectivity is poor. A shared footpath/cycleway connecting Bloxham to Banbury has been completed but does not go to central areas, starting and ending on the outskirts of each settlement. Public transport is limited to an hourly bus service connecting Bloxham with Banbury and Chipping Norton. Bloxham residents are typically car users. 93% of residents have access to a car or van in the household; for those travelling to work, 89.7% either drive to work, or work from home.³

2.11 Bloxham village has a higher-than-average number of children. 28.8% of residents in the village were aged 19 years and under during the 2021 census, comparatively, the 2023 national average for England is 23.1%.⁴ The number of older people, aged 65 years and older, was broadly in line with the national average. Bloxham also enjoys a high employment rate, with less than 2% of people aged 16 or over unemployed during the 2021 census.

2.12 The village has a mix of public facilities, including: Jubilee Park Hall, church, pubs, shops, bed & breakfast, playgrounds, museum, nursery, primary school, secondary school. The village has recently opened a new free school for pupils with Special Educational Needs and Disabilities (SEND), Bloxham Grove Academy.

Educational Context

2.13 There are five educational settings within Bloxham:

- Bloxham C of E Primary School (Voluntary controlled school)
Age 4 – 11. Student capacity: 420, Current: 373
- The Bloxham Grove Academy (Free Schools: SEND)
Age 7 – 18. Student capacity: 100, Current: 84
- The Warriner School and Sixth Form (Academy)
Age 11 – 18. Student capacity: 1,468, Current: 1,555
- The Warriner School: (Resourced Provision: SEND)
Age 11 – 18. Student capacity: 12, Current: 12
- The Bloxham School (Independent)
Age 11 – 18. Student capacity: 600, Current: 560

2.14 Additionally there are two nurseries, Bloxham Pre-School and Rainbow Village Nursery. At the time of writing the previous Neighbourhood Plan the Primary School was above capacity for student numbers. Due to a dip in birth rates county wide, primary school numbers are now lower than maximum capacity. However, the high percentage of young people in the village, and high numbers of students at the secondary schools, means that preserving the opportunity for expansion of both primary and secondary schools sites remains a key priority.

³ Census 2021, car or van availability and travel to work data

⁴ Statista, Percentage of children (aged 0-15) in the overall population of the United Kingdom from 1971 to 2023. <https://www.statista.com/statistics/478558/children-population-percentage-of-total-united-kingdom-uk/> last accessed 22/5/2025

The Village Economy

2.15 The village has a thriving business environment. A mixed retail area in the centre of the village at the high street contains: hair and beauty therapy, groceries, hot food takeaway, and medical. Three pubs: the Joiners Arms, Red Lion and Elephant & Castle occupy a central position in the village.

2.16 A newer edition, Bloxham Mill, converted from a former carpet factory in 2000, lies to the south of the village and is home to around 70 businesses, including a mix of permanent offices, offering professional and financial services, research and development, training and services. Additional meeting, co-working and office workspace is also available for short term hire.

2.17 The surrounding countryside is home to a number of working farms, a nursery and tea room and an additional industrial estate at Yew Tree Farm.

National Planning Policy

2.18 The Neighbourhood Plan must have regard for national planning policy and guidance as set out in the National Planning Policy Framework (NPPF) of December 2024. The Basic Conditions Statement contains further details but the key policies are:

- 8 principles of sustainable development
- 13 neighbourhood plans supporting the delivery of strategic policy
- 16 positive plan-making
- 18, 29-31 scope of neighbourhood plans
- 61 etc delivering a sufficient supply of homes
- 98 meeting community needs
- 103 etc open space and recreation
- 113 parking standards
- 131 etc achieving well-designed places
- 187 conserving the natural environment
- 203 conserving the historic environment

Strategic Planning Policy

2.19 The Parish Council has had regard to the strategic policies of the adopted Cherwell Local Plan 2011-2031, notably policies:

- BSC4 Housing Mix
- BSC7 Meeting Education Needs
- BSC10 Open Space
- BSC12 Community Facilities
- ESD7 Sustainable Drainage Systems
- ESD13 Local Landscape Protection

- ESD15 Built and Historic Environment
- ESD17 Green Infrastructure
- VILLAGES1 Village Categorisation
- INF1 Infrastructure

2.20 CDC submitted a new Local Plan 2042 in July 2025, which will therefore be examined under the 2023 version of the NPPF. Although that plan will not be adopted until after the examination of NP2, the Parish Council has sought to ensure the two plans will complement each other in decision making when adopted. For that reason and having explored alternative plan periods, it has determined that aligning NP2 with the emerging Local Plan period makes the most sense.

2.21 It has paid special attention to two of the Local Plan policies. Firstly, the proposed spatial strategy of Policy SP1, which is similar to the adopted plan in respect of the distribution of housing growth for 'Category A' villages like Bloxham. Secondly, its Policy RUR1 provides an indicative housing figure (per NPPF 69) of 75 homes for Bloxham. It is also noted its Policy COM13 proposes a 'Settlement Gap' between the village and Banbury.

3. VISION AND OBJECTIVES

3.1 Our vision of Bloxham is ...

“Over the next few years the village will have successfully accommodated its new population into village life with a larger, outstanding primary school and new community facilities and public open spaces. In managing this growth the village will have maintained its essential historic, rural character by preserving its special countryside setting and heritage assets. Its village centre will have thrived, there will still be a range of public and private sector jobs and the new developments will have been designed to help reduce flood risks.”

3.2 The objectives of the Neighbourhood Plan are:

- To plan for a scale of housing growth that can be accommodated within the constraints of the village infrastructure
- To use new development to improve the village infrastructure and to reduce flood risk
- To conserve and enhance the special historic character of the village and its countryside setting
- To manage development so that fits well with existing residential amenity
- To support economic development to provide local job opportunities

3.3 The Neighbourhood Plan contains 15 policies, each of which is intended to contribute to one or more of these objectives. Each policy has a code number and title and the policy wording is in bold text. Below each policy is some supporting text to explain the intent of the policy and how it should be understood by applicants and applied by CDC to planning applications. The justification of each policy is contained in the Basic Conditions Statement. Where a policy applies to specific land or sites in Bloxham this is shown on the Policies Map.

Policy BL1: Spatial Plan for Bloxham

- A. **The Neighbourhood Plan defines a Bloxham Settlement Boundary, as shown on the Policies Map. Proposals for development within the Settlement Boundary will be supported in principle. Development proposals will not be supported outside a Settlement Boundary unless their use and scale are specifically suited to, or require, a countryside location.**
- B. **Beyond the Settlement Boundary as shown on the Policies Map, the Neighbourhood Plan provides for the delivery of approx. 340 homes comprising land at:**
 - i. **North of Ells Lane (30 homes - consented)**
 - ii. **South of Hartshill Close (130 homes - consented)**
 - iii. **West of Tadmarton Road (55 homes – consented)**
 - iv. **East of Tadmarton Road (125 homes - allocated)**
- C. **Additional homes may be delivered through windfall schemes on suitable sites within the Settlement Boundary.**

3.4 This new policy defines a Settlement Boundary on the Policies Map that reflects the present extent of the built-up area boundary of Bloxham village. This brings essential clarity for the local planning authority, the local community and applicants as to how the location of a development proposal will lead to its consideration as either part of the village or its surrounding countryside. In that sense it forms an essential basis for planned, development management.

3.5 The boundary does not incorporate those housing schemes listed in clause B that have either been approved since April 2024 or allocated by NP2 as they have not yet been built out. It will be modified in a future version of the development plan to reflect the new built-up area once schemes have been completed.

3.6 Proposals for development suited to a village location inside the Boundary – infill residential, commercial and community facilities for example – are considered appropriate in principle but subject to the application of all other relevant planning policies. The policy requires that proposals outside the Boundary must be suited to, or must necessarily have, a countryside location. This could include agriculture, and some forms of horticulture, equestrian, sports and recreation uses, the scale and nature of which would not have the inevitable, harmful urbanising or traffic effects of new housing schemes.

3.7 The policy makes provision in the plan period to 2042 for four major housing schemes: three already consented but not yet implemented at Ells Lane, South of Hartshill Close and West of Tadmarton Road; and the Painters Farm site allocated in Policy BL2. There may also be some additional supply from windfall schemes approved inside the Boundary.

3.8 BPC acknowledges that the provision made in the policy exceeds the indicative housing figure of 75 homes provided by CDC to inform how NP2 should contribute to meeting local housing need. However, it wishes to use NP2 to plan for important village infrastructure improvements – flooding resilience and future school expansion for example – and to secure the provisions of NPPF 14 in determining major housing development proposals.

3.9 In the consultation draft NP2 BPC sought to argue it was also looking beyond that figure to anticipate a higher housing need than that provided by the submitted Local Plan. It no longer seeks to make that case as it has to assume the Local Plan will be found sound in respect of Bloxham’s housing figure. Should the adopted version of the Local Plan prompt a different approach to be taken, the Parish Council will consider undertaking a timely review of NP2. Appendix A explains this in more detail.

Policy BL2: Land East of Tadmarton Road (‘Painters Farm’)

- A. The Neighbourhood Plan allocates land East of Tadmarton Road (‘Painters Farm’), as shown on the Policies Map, for a residential-led, mixed development scheme comprising land for residential, education, burial ground, community uses and public open space.**
- B. Proposals will be supported, provided, in respect of the use of the land:**
 - I. The arrangement of all the land uses and development features follow the principles shown on the Concept Masterplan (Plan C on Page 16);**
 - II. The residential scheme is for approx. 125 homes. Subject to viability, at least 10% of the homes shall be bungalows suitable for occupation by older person households.**
 - III. Sufficient land is allocated adjoining the existing primary school for education use to be used for additional school parking and for the longer term potential expansion of the school;**
 - IV. Sufficient land is made available for a new burial ground;**
 - V. The existing barn on the western edge of the site is made available and safeguarded for conversion for a flexible community use (Class F1 or F2); and**
 - VI. A public open space is created as part of a landscape mitigation scheme with a new viewing platform and picnic area at Hobb Hill.**
- C. Proposals will be supported, provided, in respect of their design and implementation:**
 - I. A sustainable drainage scheme shall be provided that manages surface and ground water in accordance with all the recommendations of the submitted flood risk assessment and drainage strategy to address any potential effects arising from the scheme itself and to improve the management of surface water flooding in the proximity of the site and avoids sewer flooding beyond the site.;**

- II. The site is accessed by vehicles and pedestrians from Tadmarton Road and by pedestrians via public footpaths onto Courtington Lane;

- III. **The site layout is formed of development parcels that retain and bolster as much of the existing site hedgerows and trees as possible;**
- IV. **The location and orientation of homes in the vicinity of the Primary School avoid creating the potential for overlooking of the school buildings and playground and for harm to the future amenity of those homes arising from noise from the school; and**
- V. **A green infrastructure scheme shall be implemented, based on the principles shown on Plan C, that incorporates the sustainable drainage scheme and includes the provision of a new woodland belt to connect existing assets on Hobb Hill with those on the remainder of the site.**

3.10 This replacement policy (of former BL1) allocates the land on the north-western edge of the village for a housing scheme (including much sought after bungalows for local downsizers). In doing so it establishes the key land use principles in clause B and design and development principles in clause C.

3.11 The site assessment work concluded the location of the site adjoining primary school is such that it uniquely creates the opportunity to address an existing school traffic problem and the longer term likelihood of the need for the school to expand as the population of local children increases over the next few years. It also creates the opportunity to improve the resilience of the western side of the village to the effects of climate change in the form of surface water flooding events. With those two infrastructure benefits secured, the scheme will also deliver a major new public open space on Hobb Hill and make available land for a new burial ground. Finally the policy safeguards the possible later conversion of a barn for a new community facility once its current agricultural use has ended.

3.12 The policy references a Concept Masterplan (shown in Plan C, page 16) as the basis for the arrangement of land uses. Although it will be for a later planning application to propose the details of the scheme, the policy makes clear the key principles that have formed an important part of the community engagement and site assessment process.

3.13 Similarly, the precise design and development principles will be set out in that application. However, the technical evidence submitted by the land interest to inform the assessment, is of a depth which provides a high degree of confidence that these principles can be met by a feasible and viable scheme. In particular, it is acknowledged that an applicant cannot be required through a condition or obligation to make good an existing, offsite development or infrastructure problem. Here, the land interest has confirmed during the assessment and policy drafting process that he is willing to meet all the policy requirements and he has validated that a policy-compliant scheme will be viable.

Original Plan C



Plan C. Concept Masterplan for Land East of Tadmerton Road

Updated Plan C (Proposed Modification 1)

1. Key views largely retained from and towards Hobb Hill as identified in the Bloxham Neighbourhood Plan 2015-2031, with the proposed development edge set back to the west to preserve the tranquility of PRow Forgoath 1365/20. The open views from Hobb Hill of the Grade II listed Church of St Mary and the wider village setting to be enhanced with a new viewing platform via a new permissive footpath on Hobb Hill.
2. Available views towards the Site from Bloxham Conservation Area to the east to be sensitively considered as part of the development so as to remain largely unaffected by the proposals.
3. Existing vegetation including hedgerows and hedgerow trees to be retained and reinforced where possible with mixed native hedgerows comprising locally prominent species including Hawthorn as per the landscape strategy for Landscape Character Type (LCT) 16 'Sustaining Village Farmlands' of the Oxfordshire Wildlife and Landscape Study (OWLS, 2004) and the guidelines for new development within the CDS. Minimum 5 metre buffers to be established between existing vegetation and developable areas.
4. New structural and buffer planting along existing boundaries to integrate the proposed built form into its setting and to ensure a landscape buffer is established between this and the existing properties to the south. Existing abrupt northern settlement edge along Courtington Lane to be softened as part of the proposals.

5. Proposed public access onto Hobb Hill.
6. Proposed developable areas to be situated away from the eastern extents of the Site, which displays an open character, with dwellings to complement the existing style and character of the Bloxham village built form. Proposed development to maintain the nucleated settlement pattern of Bloxham and to act of an appropriate scale as per the landscape strategy and guidelines for LCT16 'Sustaining Village Farmlands' of the OWLS and the guidelines for new development within the CDS, with dwellings to front onto public open space (P.O.S) areas where possible to create a positive development edge.
7. A new large area of P.O.S in the eastern extents of the Site to respect the open character of this area, complemented by linear areas of P.O.S running along the development edges of the Site to maximise connectivity and to comply with the guidelines for new development within the CDS.
8. Opportunities created between links for access from the existing PRow into the development.
9. Potential location of a play area by the development edge so as to provide sufficient surveillance and in close proximity to Bloxham Church of England Primary School.

10. Potential location of SUDS features within new P.O.S areas in the southern extents of the Site where the ground is at its lowest.
11. View Platform and Picnic Area overlooking Bloxham from Hobb Hill.
12. Potential land to be reserved for the future expansion of the adjacent Bloxham Church of England Primary School.
13. Vehicular access off Tadmarton Road in the south-western extents of the Site, with a potential access road positioned sensitively in order to minimise the impact of development on existing vegetation as per the guidelines for new development within the CDS.
14. Existing overhead cables to be re-routed to accommodate the proposed developable area.
15. Proposed Permissive Footpath on client-owned land to encourage public access onto Hobb Hill.
16. Proposed pedestrian and cycle access with Courtington Lane and wider village particularly for elderly walkers and users of mobility scooters.

aspc

Key:

- Application Site Boundary
- Public Rights of Way
- Listed Buildings
- Conservation Area
- Existing/Retained Vegetation
- Dwellings to Front onto POS Areas
- Views of Site from Bloxham Conservation Area
- Existing Open Views into Site from PRow
- Potential Site Access
- Proposed 15m Woodland Belt
- Proposed Landscape Buffer
- Overhead Cables
- Land for Future Expansion of Bloxham Church of England Primary School
- New Mixed Native Hedgerow
- Proposed Developable Area
- Proposed Connectivity with Existing PRow
- Potential Location of SUDS Features
- Key Views from Hobb Hill
- Potential Access Road
- Potential Pedestrian Access with Wider Village
- Potential Cutting through Boundary Vegetation for Access
- Potential Location of Play Space
- Road
- Public Open Space
- Proposed Permissive Footpath
- Potential Viewing Area from Hobb Hill
- Proposed Bungalow Area

1:1000

DATE: 11/11/2025

PROJECT: Bloxham Opportunity & Constraints Plan

CLIENT: Frampton

DATE	DATE	DATE	DATE
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0234-AS/3/1 OCP			



Plan C. Concept Masterplan for Land East of Tadmarton Road

Policy BL3: Connectivity

- A. All new development shall be required, wherever appropriate, to promote and improve low-carbon connectivity via new or existing networks of pedestrian paths and cycle routes such that new residents, including those of school age and the mobility impaired, have safe pedestrian, cycle or wheelchair/mobility scooter access to village services.
- B. The public footpaths as shown on the Policies Map will be protected and routes through green landscaped or open space areas will be kept free from nearby vehicular traffic as far as practicable.
- C. Proposals that will lead to improvements to the frequency and routes of bus services serving the village will be supported.

3.14 This modified policy (of former BL3 and part of former BL17) continues to complement adopted Local Plan Policy SLE4 in reflecting residents' safety concerns about walking Bloxham's narrow streets and medieval pavements to reach local services and facilities. Their frustrations are amplified by parking on pavements, the ever-increasing traffic on the A361, and particularly by HGVs, which often overhang the narrow pavements.

3.15 The Sustrans report that informed the made plan is still relevant. It confirmed most of Bloxham's pavements are not fit for purpose, e.g. a parent cannot safely walk along the main village corridors with a buggy and another child. This issue, coupled with high traffic levels, results increasingly in residents travelling by car even within the village. We are keen that developers pay proper regard to low-carbon connectivity, improving it wherever practicable.

3.16 The importance of public rights of way from a connectivity perspective has already been highlighted but they are also important from a health and recreation perspective. Paths that still meander through green village fields offer residents of all ages quick access to healthy traffic-free exercise. As a guide, where pedestrian paths and cycle routes are being upgraded, widths should be maximised to three metres alongside primary roads, and a minimum of two metres elsewhere. New footpath and cycleways should consider safety of users in their design, they should be overlooked and routes should avoid secluded locations. Where possible, they should also be well lit. Improvements to cycle infrastructure including appropriate crossings, signage and cycle storage would also be supported.

Policy BL4: Parking

- A. Residential development proposals resulting in a net-additional number of dwellings must make provision within the development site for up to:
 - one parking space (for dwellings of one bedrooms);
 - two parking spaces (for dwellings of two, three or four bedrooms); or
 - three parking spaces (for dwellings of five or more bedrooms).
- B. In addition, proposals must provide either within the site or at another convenient location to the site a minimum of 0.5 parking spaces per net-additional dwelling for shared visitor parking, as well as provision for cycle parking.
- C. Where garages are proposed they must be physically well related to the properties they serve and be of an appropriate size to accommodate modern vehicles. Parking courts will not normally be considered an appropriate alternative to provision on the plot.
- D. Proposals to alter or extend a dwelling that will lead to the loss of existing off-street parking capacity will not be supported.
- E. Proposals to improve parking that serves the village centre and at schools or other key locations that attract trips will be supported.
- F. Wherever possible, new and refurbished parking spaces must use only permeable surfacing and their design should incorporate sustainable drainage to successfully manage surface water flooding.

3.17 This modified policy (of former BL4 and BL5) refines adopted Local Plan Policy ESD15 by maintaining the approach to managing car parking in the village of the made plan. There is extensive data upon levels of car ownership in Bloxham and all point to the proportion of households with multiple vehicles being around twice the Cherwell and UK average. The provision matches that advised by the County Council in its latest Parking Standards (see Table 4(b): Car Parking Standards for the rest of Oxfordshire (Villages & Hamlets)).

3.18 Unsurprisingly on-street (or all too often on-pavement) parking presents a further major impediment to the safe flow of both traffic and pedestrians. Although maximum parking standards cannot be imposed, a sensible approach needs to be taken to manage its effects on local amenity, the streetscene and safety. This plan seeks that new developments offer on-plot parking that is commensurate with the evidenced levels of car ownership.

Policy BL5: Housing Mix

A. Proposals for major residential development schemes should comprise the following proportion of open market and affordable housing types unless it can be demonstrated it will lead to a scheme that will be either unviable or will be out of character with the local area:

- 30% 1-2 bedroom homes
- 60% 3 bedroom homes
- 10% 4+ bedroom homes

B. Where it is proposed to deliver First Homes as an affordable route to home ownership, this must be at a minimum discount of 40% below full market value.

3.19 This new policy refines adopted Local Plan Policy BSC4 by establishing the proportion of new home types in Bloxham that will best match the balance of its existing housing stock to maintain a sustainable community. It also sets the minimum discount level for any proposed First Homes to be delivered as part of the 30% affordable home ownership requirement of the adopted Local Plan.

3.20 The policy is evidenced by the Housing Needs Assessment report produced for the evidence base by experts, AECOM, in December 2024. In respect of housing types, the report drew no distinction between open market and affordable homes in maintaining a balanced housing stock in Bloxham. Given this is the latest local evidence, the policy articulates the District-wide provisions of the emerging Local Plan (Policy COM2).

3.21 The policy also allows for an applicant to show that the desired blend of housing types cannot be achieved without harming the character of the local streetscene by way of its existing dominant house type or scheme viability. However, in the latter case,

applicants will only be able to justify a scheme is unviable on the basis of abnormal development costs. Land values are relatively high in this area and developers should take account of the provisions of the development plan when acquiring an interest in land (per NPPF 59).

3.22 Neither the adopted or emerging Local Plans make specific provision for the First Home affordable home product and the NPPF no longer makes it a requirement for the product to form part of the affordable mix. However, it is possible that a developer may consider delivering them on a Bloxham scheme, in which case the evidence indicates that the default 30% discount will not be enough to make a difference, hence the 40% minimum requirement here.

Policy BL6: Adapting Homes to meet Demographic Change

Where practical, housing development proposals should comprise at least 10% of the total number of dwellings as bungalows that are designed specifically to meet the needs of households with older person and those with disabilities, including providing a layout and landscape scheme that confers a sense of space and privacy. Practical access from these dwellings to local facilities should be considered as part of plot layout for the overall site.

3.23 This modified policy (of former BL8) complements adopted Local Plan Policy BSC4 by maintaining the provisions of the made plan on encouraging the delivery of housing that meets the needs of older person households. It recognises that not every site is suited by way of its location and/or size/shape to delivering this form of lower density home but will give special weight to proposals that can deliver them.

3.24 In common with the rest of the UK Bloxham has an ageing population where mobility issues will become increasingly common. Sustainable communities enable older members of the community, and those with disabilities, to remain in 'mobility-friendly' homes for as long as practicable and the most economical way of achieving this is by designing it in at the outset

Policy BL7: Residential Amenity

Development proposals must not harm the residential amenity of neighbouring properties by way of their noise and light effects.

3.25 This modified policy (of part of former BL9) complements adopted Local Plan Policy ESD15 by restating the importance of planning decisions taking proper account of a village that comprises many small, narrow streets and higher densities of buildings in different uses.

3.26 The potential for amenity harm is therefore greater in Bloxham than in more modern villages and the matter needs to be addressed sensitively. Noise from traffic

accessing and parking at non-residential uses in the village can have an especially harmful effect.

Policy BL8: Local Infrastructure

All new development will be required to provide for the necessary on-site and, where appropriate, off-site infrastructure requirements arising from development proposals. In particular:

- I. **The design of new development schemes must include on site natural flood management measures in demonstrating that no additional harm will arise from surface water flooding in the adjoining area and must include a commitment to properly maintain those management measures in perpetuity;**
- II. **They should include Measures that will reduce the risk of surface water flooding beyond the site boundary will be attributed additional weight in decision-making;**
- III. **They must be able to demonstrate that there is adequate wastewater and water supply capacity to serve the new development and that existing capacity problems will not be worsened; and**
- IV. **Proposals for major housing development must demonstrate that there is sufficient capacity at the Bloxham CE Primary School and at local early years and secondary schools in the area to meet the needs of the assessed number of early years, primary and secondary school-aged children living in the completed scheme.**

3.27 This modified policy (of part of former BL9) refines adopted Local Plan Policy BSC9 by reflecting past and ongoing problems faced by the local community with the capacity and performance of the village's infrastructure. Although the Painters Farm allocation (in BL2) will deliver the majority of new homes and infrastructure improvements in the plan period there may be unplanned, 'windfall' schemes that must also understand and address local capacity issues.

3.28 The policy refers to very important local issues that have not been directly addressed in recent years by unplanned schemes, including surface water drainage, wastewater and water supply infrastructure. It also anticipates longer term capacity constraints at the primary school in years to come as the many homes already committed and planned for are occupied.

3.29 It is not expected that any such windfall schemes will be large enough to deliver on-site infrastructure, so other development plan policies will require financial contributions to the delivery of offsite improvements. The allocation of land in Policy BL2 for the expansion of the primary school does, however, provide a medium term solution that will shape the phasing of development. Buildings houses and forcing village children to access school places well beyond the village is not a desirable or sustainable alternative outcome.

3.30 The policy accepts that developers of new schemes cannot be compelled to make good current deficiencies, but new proposals should be expected not to make matters

worse. It is not easy to control the timing and scale of water infrastructure improvements, but the policy is intended to send a strong signal to the utility providers to plan ahead, rather than waiting for the problem to become acute before acting.

Policy BL9: General Design Guidance

The appearance, landscaping, layout, scale and design of development proposals must:

- i. **Relate in scale, massing and layout to neighbouring properties and the density of new housing development should be consistent and compatible with the existing and prevailing density and reflect the locally distinctive character of the locality in which the new development is proposed and should not usually exceed 30 dwellings per hectare;**
- ii. **Be in keeping with local distinctiveness and characteristics of the historic form of the village;**
- iii. **Make a positive contribution to the character of Bloxham and its rural feel;**
- iv. **Use materials in keeping with the distinctive character of our local brick or ironstone;**
- v. **Make good use of trees, garden space, hedgerows and green space to soften the street scene;**
- vi. **Preserve existing areas of open space and take every available opportunity to create new open space to help retain rural character;**
- vii. **Use smart, energy efficient lighting of public areas that accords with the recommendations of the Institute of Lighting Engineers recommendations on reduction of obtrusive light (or its successors) so as to convey a rural feel and avoid light pollution wherever possible;**
- viii. **Take account of the scale of any harm or loss that it might impose upon any non-designated historic assets; and**
- ix. **Take opportunities to protect and wherever possible enhance biodiversity and habitats.**

3.31 This modified policy (of former BL11) refines adopted Local Plan Policy ESD15 by retaining the key principles of 'rural character' of the made plan but with some minor modifications to improve their clarity. They are derived from community feedback over the last decade on what makes the village special, as well as the first and most recent Conservation Area Appraisals.

Policy BL10: Design in the Conservation Area

The siting, scale, massing, detailing, design, materials and landscaping of development proposals in the Bloxham Conservation Area, as shown on the Policies Map, and which affect its setting and those of its many other designated

and non-designated heritage

assets, must conserve and enhance their significance as defined in the adopted Conservation Area Appraisal.

3.32 This modified policy (of former BL10) complements adopted Local Plan Policy ESD15 to give the full weight of the development plan to the statement of significance of the heritage value of the Conservation Area, within which a significant part of the village is located. It operates alongside the general design principles of Policy BL9, which apply anywhere in the Parish.

3.33 The Conservation Area Appraisal has been updated and adopted by CDC in April 2025. It therefore provides an up-to-date and clearer definition of the character and appearance of each of the ten 'character areas' of the Conservation Area. Rather than attempt to extract and repeat the many components that make up the significance of each area, as well as the Conservation Area as a whole in the policy itself, it requires applicants to make clear (in their planning, heritage and design and access statements as relevant) how they have understood and responded to the Appraisal in their proposals. In that sense, the Appraisal is not simply another material consideration in the planning balance but instead forms a fundamental part of the neighbourhood plan and should be given the requisite weight.

Policy BL11: Key Streetscenes & Views

- A. Under the policy, Key Street Scenes are identified as shown on the Proposals Map and described in Appendix B as well as Key Views as described in Appendix B. The Key Street Scenes are:
- The area fronting the Bloxham School main buildings;
 - The Triangle of Pubs Character Zone; and
 - St Mary's Church (see Clause B).

"The Key Views are from Hobbs Hill and from Courtington Lane towards Hobbs Hill.

"Development proposals must ensure that key features of the identified street scenes and views can continue to be enjoyed and that any development has an acceptable impact in relation to the visual qualities that can be observed from public vantage points."

- B. The location, height and massing of new buildings must not obstruct or silhouette the spire of St. Mary's Church from any existing view from a public vantage point within the village or elsewhere in the Parish.

3.34 This modified policy (of former BL12) refines adopted Local Plan policies ESD13 and ESD15 by identifying on the Policies Map the key streetscene and views described (but not mapped) in the made plan. It does not seek to prevent development in the location of a streetscene or view but does require the design of the proposals to understand how they may have the potential to harm a view and to respond accordingly. A description of each view is included in Appendix B. It is acknowledged that the Key Views for Hobbs Hill will be affected by the development at Painters Farm.

3.35 The policy now draws special attention to the role played by the almost 60 metres

church spire in defining the identity of Bloxham. Not only is it one of the tallest in the country, it is also "one of the grandest in the country" (Buildings of England: Oxfordshire, Pevsner). The spire can be seen in views from roads, footpaths and public spaces throughout the village and at points well before the village is entered from the main roads.



Image courtesy of 'St. Mary's Church, Bloxham: A Guide & History of the Church' by Yvonne Huntriss MBE, 2007

Policy BL12: Employment Land

- A. Development proposals that will result in the loss of land or buildings with an established commercial, business or service use (Class E) will not be supported unless it can be demonstrated that, in addition to meeting the marketing requirements set out in Policy SLE 1 of the Cherwell Local Plan 2011-2032 Part 1:
- i. there is no realistic prospect of the land or buildings serving another Class E or Local Community or Learning use (Classes F1 or F2) within five years; and
 - ii. to take account of any new demand for employment land later in the plan period there are alternative locations elsewhere within the Settlement Boundary that would be suitable in principle for a Class E use.
- B. Proposals for new live-work development combining living and small-scale employment space within the Bloxham Settlement Boundary will be supported, provided they will not:
- i. result in the loss of a retail unit (Class E(a)) or Classes F1 and F2 use;
 - ii. adversely affect the amenity of any adjoining residential properties; and
 - iii. have a severe adverse impact on the local highway network by way of additional traffic movements to and from the site and of additional parking
- C. Proposals for a type of business or office use (Class E(g)) within the

defined Settlement Boundary will be supported, provided they are in a location and are of

a use and scale that will not significantly adversely affect the character of the local area or the amenity of any adjoining residential property.

3.36 This modified policy (of former BL13 and BL14) complements adopted Local Plan SLE1 in seeking to protect precious employment land in this growing village. It makes reference to specific types of use that form part of the commercial, business and service use class and community and learning use categories as set out in the Use Class Order 2020. There is no specifically designated unused employment land in Bloxham although Banbury, some four miles away, has land available. In the interests of sustainability, we should at least seek to protect what little land there is associated with employment.

3.37 Bloxham has a dynamic and successful mix of micro-businesses mostly operating from homes or from Bloxham Mill Business Centre. In the interest of sustainability, we will encourage spaces that foster start-up and expansion of such businesses provided these do not negatively impact neighbouring residential dwellings. The Business Centre is an especially important source of local, high value-added commercial activity whose location on the edge of the village creates few amenity issues. The revised Settlement Boundary of Policy BL1 to accommodate the full extent of the Centre's operational area will enable it to plan positively for the future.

Policy BL13: Village Centre

Within the Bloxham Village Centre as shown on the Policies Map, proposals for new commercial, business and service uses (Classes E(a), (b) and (c)) will be supported, provided:

- I. that they accord with national and local policies to conserve and enhance heritage assets and their setting; and**
- II. the impact of any additional traffic generated and parking has been satisfactorily mitigated and will not adversely affect the highway network and pedestrian safety.**

3.38 This modified policy (of former BL16) supplements adopted Local Plan Policy SLE2 by highlighting the importance of the village centre in serving the needs of the village and surrounding smaller rural settlements. The centre is focused on the combination of shops, cafe and local services clustered either side of the High Street (A361) as a critical mass of activity serving not just residents but also passing trade travelling through the village.

3.39 'Village centres' are not defined in the adopted Local Plan as a policy entity but its future is vital to the sustainability of the village, especially as its population continues to grow. Although there are now permitted development rights and changes of use that no longer require planning permission, some of the buildings in the village centre are listed (in which case that permitted development right does not apply). In addition, in

determining a 'prior approval' application for a change of use of a ground floor use, CDC can take into account the evidence and rationale of this Neighbourhood Plan in measuring the impact on the character or sustainability of the Conservation Area within which the whole of the village centre lies.

3.40 Village expansion has placed the High Street and Church Street shops and services out of walking range for much of the village. Increasingly customers arrive by car where their attempts to park contribute to village traffic congestion. In consequence, many drive on into Banbury where they can park near the shops with relative safety. An additional retail hub(s) near the village periphery is advocated by some but others fear it would prompt High Street closures, reducing overall sustainability and detracting from the rural aspect. No agreement has been forthcoming upon this other than that any expansion plans for businesses in the High Street or Church Street should demonstrate how they would avoid or mitigate increased traffic congestion and pedestrian safety issues.

Policy BL14: Broadband & Mobile Communications

- A. Where it is practicable to do so, broadband connections should be made by way of suitable ducting to enable one or more service providers to provide a fibre connection to individual properties from a connection chamber or chambers located on the public highway, or else from an alternative connection point available to different service providers.**
- B. Proposals for new or improved mobile phone infrastructure will be supported, providing that the proposals do not adversely affect the surrounding built or natural environment (including without limitation the setting of heritage assets and key views). Overhead wires should not be used in the Conservation Area and its setting.**

3.41 This retained policy (of former BL15) complements adopted Local Plan Policy BSC9 in continuing to address the quality of mobile networks coverage and the speed and variability of broadband, which remain an impediment to business.

Policy BL15: Local Green Spaces & Other Amenity Spaces

- A. The Neighbourhood Plan designates Jubilee Park, the David Tyrrell Recreation Ground and Slade Nature Reserve, as shown on the Policies Map, as Local Green Spaces. New development on land designated as Local Green Space shall be consistent with national Green Belt policy..**
- B. Development on other open spaces and sports and recreational land including those areas designated for amenity use through planning permissions, as shown on the Policies Map, will not be supported unless it can be demonstrated the loss would be replaced by equivalent or better provision in a suitable location.**

3.42 This modified policy (of former BL17) refines adopted Local Plan Policy ESD17 in retaining the Local Green Spaces designated in the made plan. Some preceding policies seek to protect certain spaces with the aim of preserving important views or landscapes or to recognise the important contribution space makes to the rural character of Bloxham. This policy focuses upon additional areas that should be protected specifically because they have traditionally offered residents access to land important for village recreation or nature conservation.

3.43 The contribution of garden space to the overall visual impact should not be ignored and to prevent a potential cumulative loss of openness proposed development of gardens will not in general be supported.

Jubilee Park and The David Tyrrell Recreation Ground

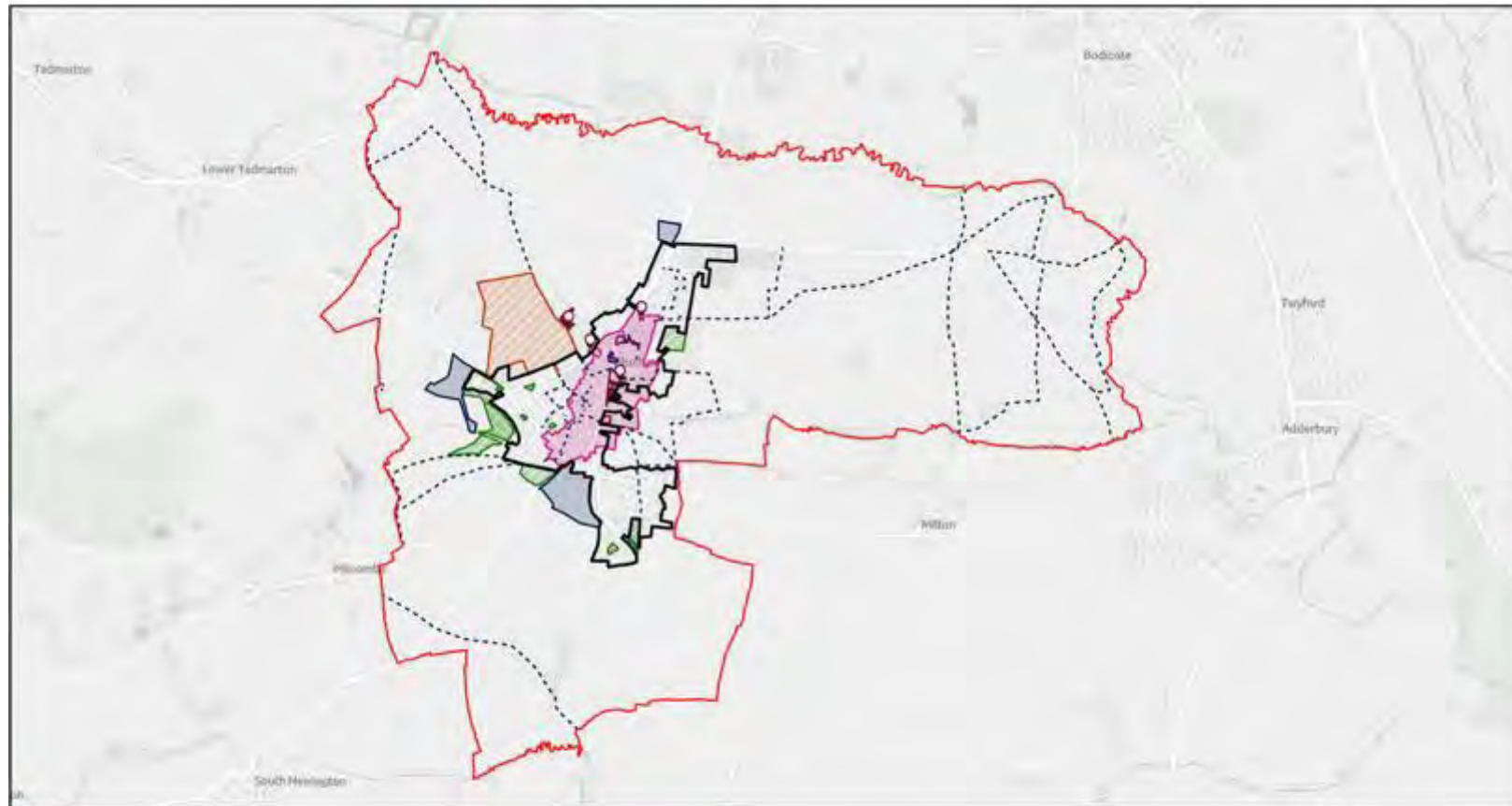
3.44 The village has two recreation areas, one at either end of the village: The David Tyrrell Recreation Ground and the Jubilee Park. They are close to the community they serve and are demonstrably special in terms of their recreational value. Both are run by Trustees that are currently actively working with the Parish Council to improve the overall quality of recreational provision in the village. They provide children with play areas along with the only publicly accessible village sports pitches. The David Tyrrell Recreation Ground also confers a welcome soft-edge to the southern village gateway.

The Slade

3.45 This is a longstanding nature conservation area that the Parish Council acquired in July 2015. It is used by naturalists, schools and families and is demonstrably special for its tranquillity and wildlife: 96% of residents are in favour of protecting this area from any development and we propose Local Green Space status.

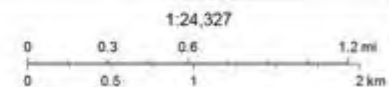
Bloxham Neighbourhood Plan Policies Map – SYMBOLS FOR KEY VIEWS TO BE DELETED

Bloxham: Designated Neighbourhood Area

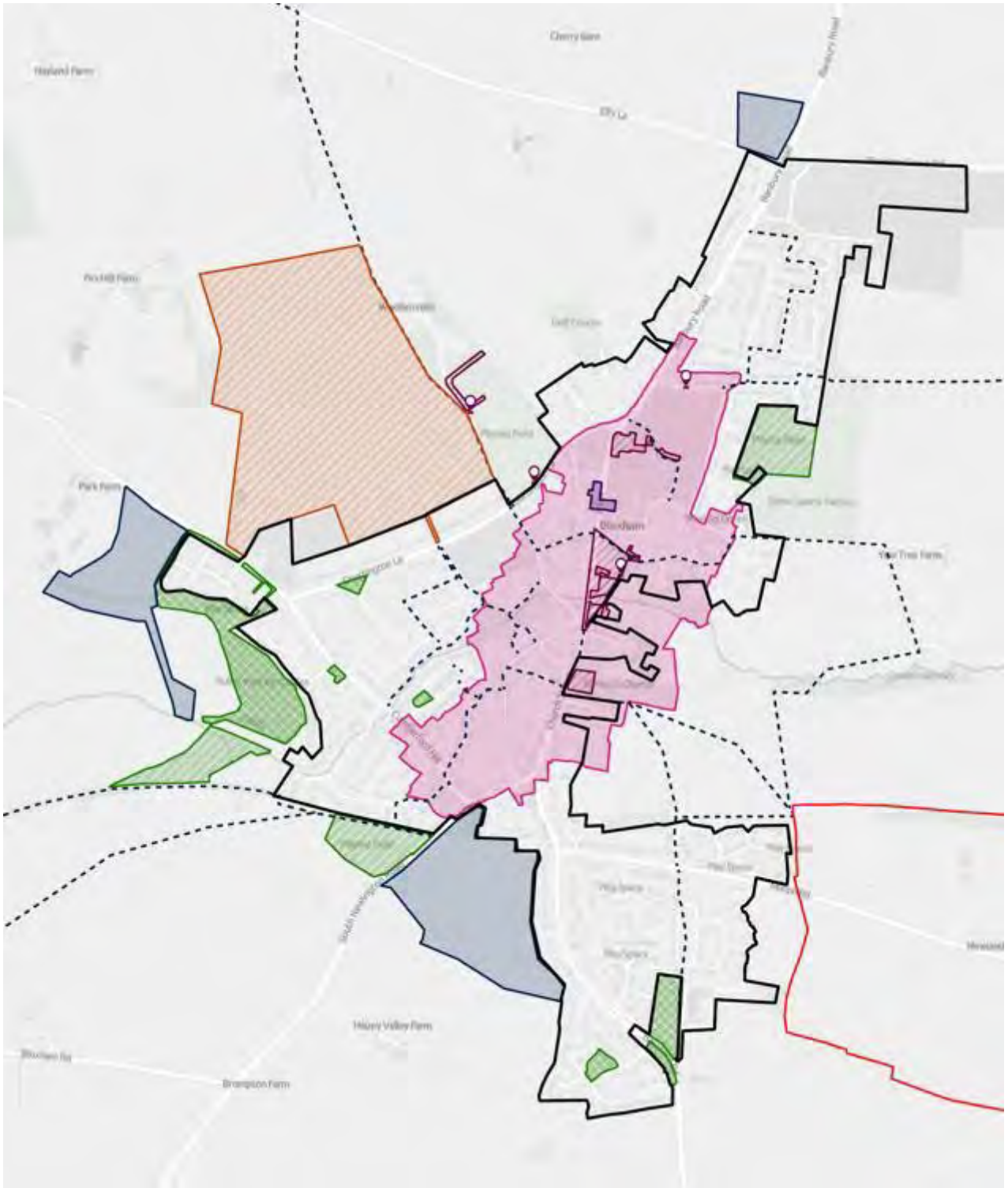


10/2/2025

- Designated Neighbourhood Area
- BL1 Settlement Boundary
- BL1 Consented sites
- BL2 Land East of Tadmarton Road ('Painters Farm')
- BL3 Footpaths
- 📍 BL11 Key Views
- BL11 Key Street Scenes
- BL13 Village centre
- BL15 Local Green Spaces
- BL15 Amenity Green Spaces
- BL10 Conservation Area

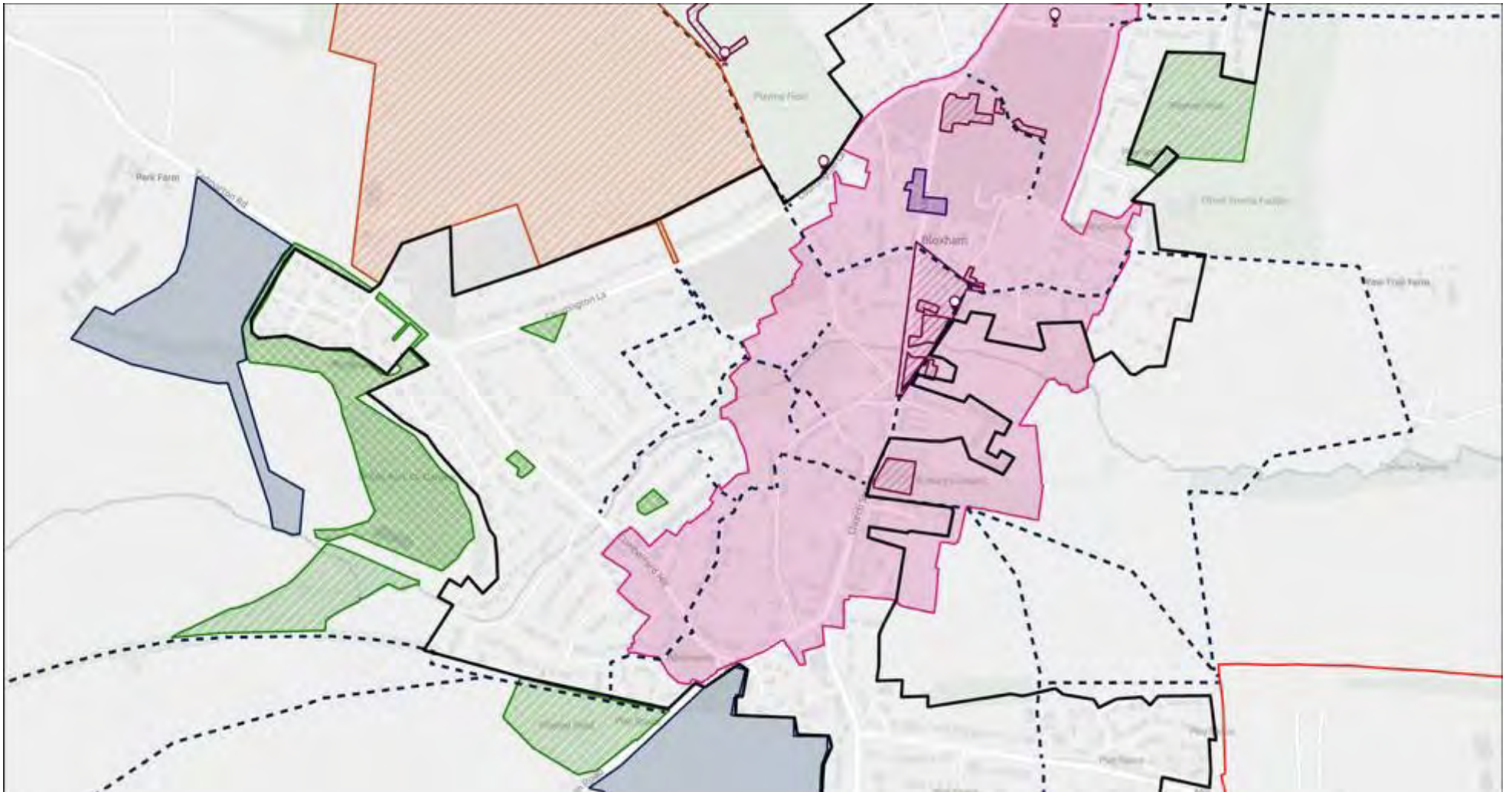


Confirms OS data © Crown Copyright and Database right 2025. Contains data from OS Zoomstack

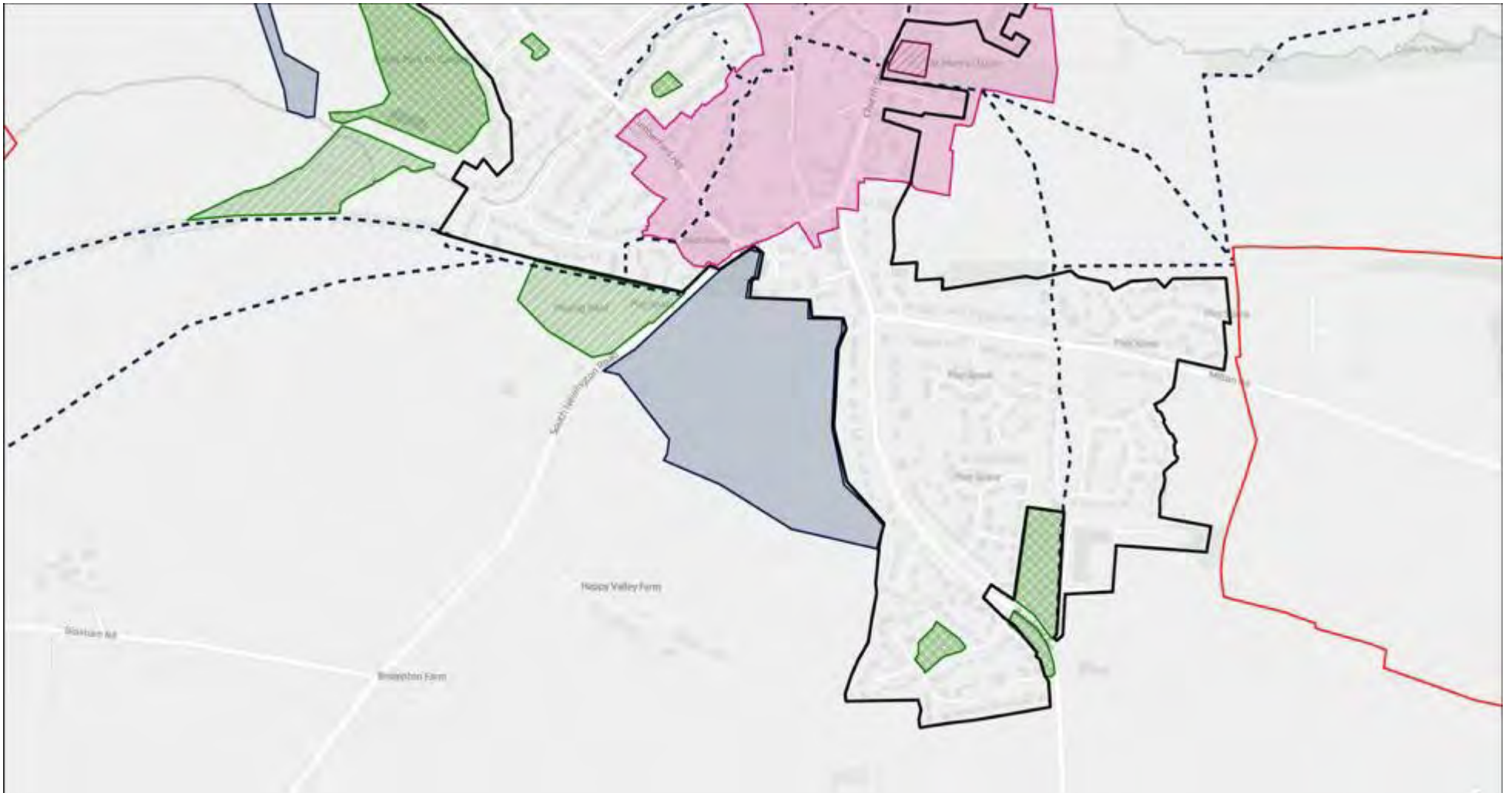


Inset One: Site Settlement Boundary

Inset Three: Mid Bloxham



Inset Four: South Bloxham



5. INFORMATION

Bloxham Parish Council has referred to the following documents as its evidence to support the policies of the Neighbourhood Plan:

- Community Engagement Report
- Strategic Environmental Site Assessment (SEA) Report
- Housing Needs Assessment (HNA) Report

The policies of the Bloxham Neighbourhood Plan will be implemented by Cherwell District Council in its determination of planning applications in Bloxham and by Bloxham Parish Council.

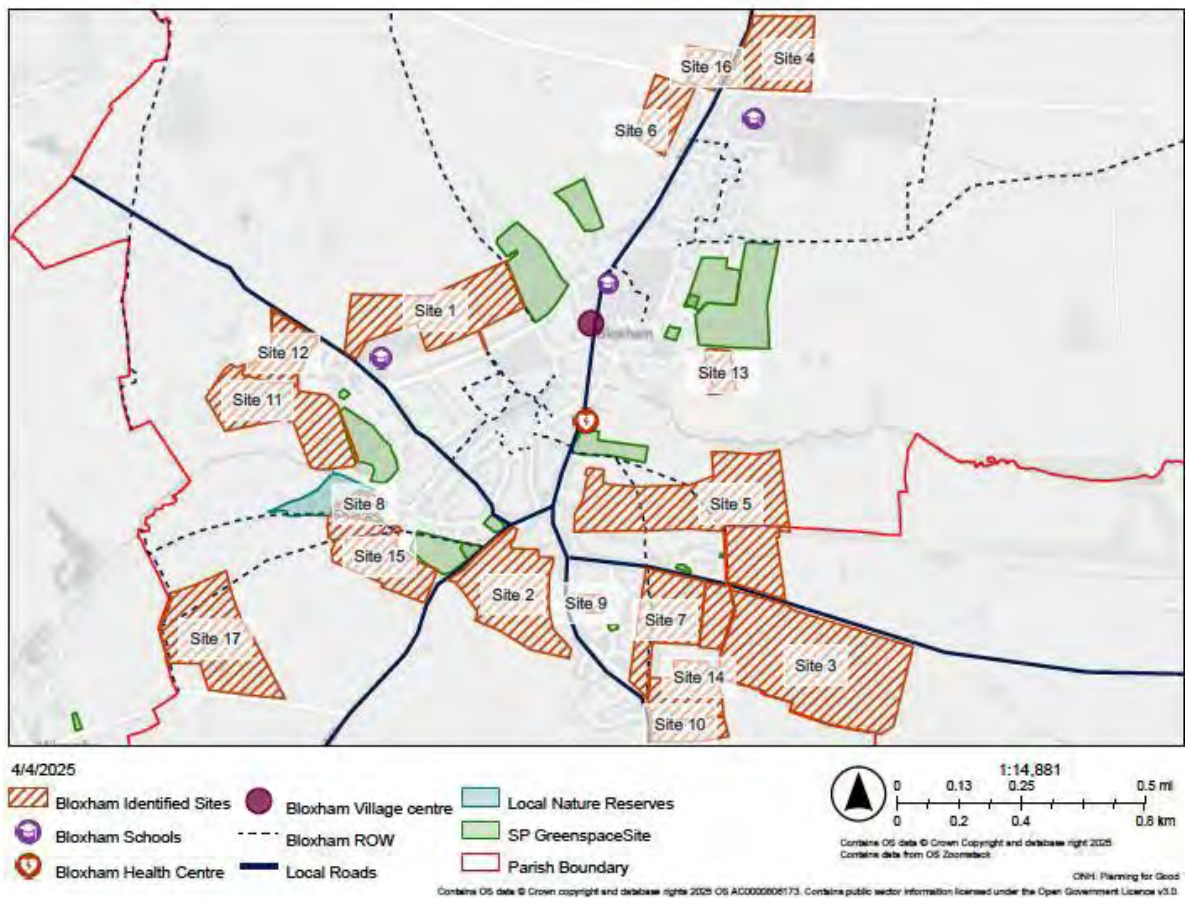
APPENDIX A: SITE ASSESSMENT & SELECTION

Introduction

1. This note summarises the process adopted by the Parish Council in assessing and selecting sites for allocation in the Modified Neighbourhood Plan (NP2), and its integration with the parallel Strategic Environmental Assessment (SEA) process.

Site Assessment

2. The assessment process began in February 2025 and comprised firstly using the 2024 HELAA output from CDC to generate a long list of 17 potential sites in the Parish, which included one site adjoining the village but in neighbouring Milton Parish (Site 3; HELAA096). The sites are shown on Plan A below with their NP site numbers. There was no need for a new 'call for sites' as the CDC data was considered sufficiently up to date and comprehensive in its coverage. Where some HELAA site boundaries overlapped they have been simplified into a single site.



Plan A: Long List of Sites for Assessment

No.	HELAA No.	Site Name
1	094	E of Tadmarton Road
2	467	E of South Newington Road
4	097	N of Bloxham
5	518	N/S of Milton Road
6	099	S of Ells Lane
8	291	Brookside Way
9	357	Orchard House
10	464	E of Barford Road 1
11	474	W of Tadmarton Road 1
12	475	W of Tadmarton Road 2
13	503	Ridgeway House
14	504	E of Barford Road 2
15	534	W of South Newington Road
17	188	Oak View Milcombe

3. The long list was then filtered to delete sites that had secured planning permission since then (Sites 7 and 16) as they will be counted by the NP as existing commitments in the plan period and would not require an allocation.

4. The filtered list of 14 sites was sent to AECOM in April 2025 to carry out a 'site options assessment'. Site 3 was not included as it lies outside the plan boundary for this purpose, but the Parish Council remains mindful that its scale and location could have affected its site selection decision later in the process.

5. The site options assessment concluded that ten sites were potentially suitable for allocation. The four sites AECOM considered unsuitable were sites 8, 11, 13 and 17 and the Parish Council had no evidence to dispute that assessment and of those 10 sites, one site (Site 2) has since secured planning consent for 130 homes and so has also been discounted from further consideration.

6. The focus was then on understanding the basis of the AECOM assessment and recommendations by correcting any assumptions and by supplementing them with additional information. This information comprised the Parish Council's published 'Community Benefits List' of 2023, its initiative to anticipate the effect of new housing development on the village's social and transport infrastructure. Six of those benefits could be delivered as legitimate planning policy requirements (by allocating land and/or using S106 financial contributions):

- Future expansion of Bloxham Primary School on Tadmarton Road (including access to additional parking land in the interim)
- Traffic management works along High Street
- Improvements to school parking at Grove Road
- Provision of a new library
- Additional burial ground and allotments land
- Additional public sports pitches land

7. At that time, it was not considered important to prioritise these benefits. But, with events in the last year meaning that the village has to accommodate another significant increase in new homes and population, the Parish Council has judged that increasing the capacity of the village primary school was its most important priority.

8. The Parish Council also invited the land interests of the nine sites to submit any further information on their site development ideas or proposals, so that it could also take that into consideration for delivering these benefits, as well as to deliver mitigation measures.

9. This additional information has qualified and supplemented the AECOM report in the following ways:

- Site 1 – importantly, two adverse effects it identified can be corrected: the land interest has committed to providing land for the future expansion of the school so there will be no prejudicing of that potential, and to connecting the site with the adjoining PRow, which will mean all the developable land will lie within a safe and convenient 400m walking distance of the village centre. The land interest has also offered land for a burial ground and for a potential future community use of the existing barn (once its established agricultural use has ended), as well as the creation of a new public vantage point at Hobb Hill with significant woodland and other planting to manage the sensitive landscape transition and to re-route the overhead power cables.
- Site 4 – the land interest has not proposed any additional benefits to the 100 homes proposed and the means of containing the harmful locational and landscape effects appear difficult to overcome. It has not indicated if it would be willing to provide a new public car park for the schools opposite.
- Site 5 – the land interest has submitted additional information that addresses a number of the effects identified by AECOM and proposes a total of approx. 230 homes, perhaps with a first phase of 90 homes. Importantly, it also proposes the delivery of three listed benefits on site – land for a burial ground, allotments/orchard and a new community facility (e.g library).
- Site 6 – there has been no additional information provided by the land interest to show if and how landscape and access mitigation measures will be delivered.
- Site 9 – this is a small PDL site within the settlement boundary and so can come forward without an allocation in the plan
- Site 10 – there has been no additional information provided and it is noted the site is not part of the planning application submitted for Site 14, on which the report considers it depends as a coherent extension to the village.
- Site 12 – the planning application for 55 homes has now been approved.
- Site 14 – the planning application for 100 homes has been submitted. It makes provision for attenuation land to address flood risk and some boundary landscaping but is neither large enough nor well located to deliver a community benefit.
- Site 15 – the land interest has proposed 100 homes for the site but no other community benefit. Whilst it may be possible to address the flood, landscape and

access issues, the site has only the most tenuous visual connection to the village form (on the opposite side of the recreation ground) and is likely neither large enough nor well located to deliver a community benefit.

10. The AECOM report assumed that the capacity of the larger sites should be lowered in order to fall within the Local Plan 75 homes indicative figure. For the reasons outlined below, this assumption has been disregarded in the site selection process and the fact that some sites have been made available for a larger number has not put them at a disadvantage. However, the Parish Council has assessed the extent to which a proposal can deliver benefits directly on site as opposed to making financial contributions to the delivery of the benefit elsewhere.

Site Selection

11. The Parish Council has been placed in a difficult position by the number of major housing proposals that have been, and continue to be, made on land around the village over the last two years, prompted by CDC's struggle to maintain an up to date Local Plan and five year housing land supply position. It has also had to be mindful that the housing requirement figure (HRF) per NPPF 69 proposed for the village in the emerging Local Plan (75 homes) had already been overtaken by events and is yet to be examined.

12. It therefore needs to exert its planning judgement in a way that plans positively for future housing growth in the village over the next decade or more on the one hand, but on the other that reflects the village status in the settlement hierarchy; its location very close to the largest town in CDC – Banbury; its infrastructure capacity limitations; and its essential, special historic and rural character. Importantly, the Parish Council wished to stay in step with the spatial strategy and housing supply proposals of the emerging Local Plan.

13. At the draft NP2 stage, the Parish Council was mindful of the impact of the new Standard Method for calculating housing supply at the CDC level. It did not seek to propose using the Method to counter the emerging Local Plan HRF but did look to show how allocating a site for housing development would give NP2 longevity over the next decade. This approach confused many stakeholders and so is no longer cited here.

14. From the assessment work summarised above the sites can be divided into three types: those that will directly deliver one or more community benefits; those that cannot by way of their size and/or location; and those that are relatively inconsequential and only worthy of further consideration if their housing capacity is needed to achieve the indicative figure.

15. The first type comprises Site 1 and Site 5. Both would enable the village to grow and at the same time deliver the kind of step change in infrastructure capacity that this growth (and recent growth) will require to maintain a sustainable village that is not exporting students, patients and those seeking community facilities to access local services.

16. Site 1 would enable an important social infrastructure issue to be addressed – the expansion of the school, for which S106 funds are already being collected from approved schemes. Delivering a new primary school in Bloxham would only be necessary if the village were to double in size, which is neither appropriate nor planned for the foreseeable future. Land has been made available for a new burial ground and for another community use once the barn is no longer needed for its agricultural use. A well-designed scheme at the foot of Hobb Hill that assimilates the scheme into the village fabric and connects to the PRow network and village centre nearby will deliver these benefits and 125 homes.

17. Site 5 would also deliver some benefits on the list – a new community facility, allotments and burial space – and would continue the eastern expansion of the village along Milton Road. However, it will ultimately need to supply 230 homes in return for those benefits, using some development parcels well beyond a 400m walk from the village centre. And again, the scheme could help fund primary school expansion but could not deliver it and would place greater pressure on catchment area places. Its homes would enable the plan period to be extended to 2042.

18. The second type of site comprises Sites 4, 12 and 14. It is possible that each could deliver new homes and some mitigation to meet the immediate needs of the schemes themselves and provide financial contributions to other infrastructure improvements. With the indicative housing figure already met by approved schemes, the Parish Council has instead prioritised local infrastructure improvement. None of the sites offer on-site solutions to improving that infrastructure, only financial contributions to off-site improvements.

19. The third type of site comprises Sites 6, 9, 10 and 15. Their location and their size means that they have the least to contribute to a sustainable vision of Bloxham. None would be required to meet the indicative figure if one or two of any of the first or second type of sites are selected.

20. It was therefore concluded that only Sites 1 and 5 could be considered reasonable alternatives and they were assessed as such by the separate SEA, also carried out by AECOM as part of the wider assessment of the draft policies. The SEA indicated both sites have the potential for positive and adverse effects that could be mitigated through allocation policy requirements.

21. The Parish Council chose to allocate Site 1 as it judged it would deliver important benefits and important range of community benefits.

APPENDIX B: KEY STREETSCENES AND VIEWS

Key views 1: The area fronting the Bloxham School main buildings

The CPRE Consultation comment states, 'Few other villages have such a statement of arrival.' It has dominated the northern approach for around 150 years and regularly appears on school marketing materials. It is an area significant for its beauty and holds an important place in the history of the village. With the possible exception of the parish church, its visual impact is unsurpassed. We would expect any future development would show great sensitivity to preserving the overall visual impact.

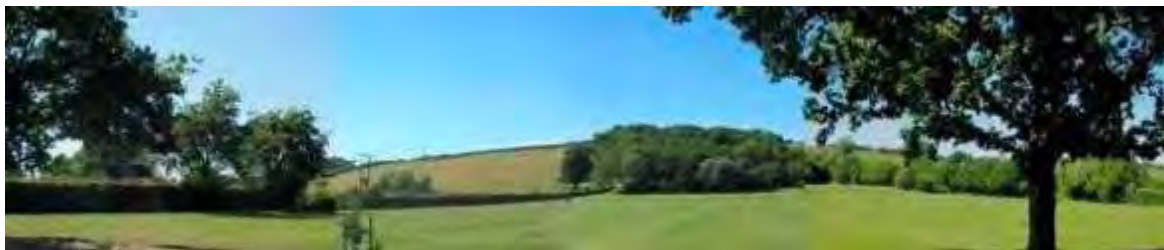


Key views 2: Hobb Hill

From Courtington Lane, within the very heart of the village, are views across Bloxham School rugby grounds to open countryside up onto Hobb Hill. Again, we would expect any future development to show great sensitivity to preserving the overall visual impact.

From the public footpath a public right of way runs along the far side of the hedge shown in the left of the previous panoramic view. It is regularly used because of its convenient

central location and because the footpath is the only place offering such stunning panoramic views of the village in its verdant setting. We seek to preserve these views for present and future residents.



Key views and street scenes 3: The Red Lion Garden

The construction of the A361 circa 1815 led to loss of the village green. The area remaining consisted of a piece of land hosting the war memorial and what became the

current Red Lion garden which has long been used for open-air community activities such as outdoor plays, village fetes and festivals.

The pub is already registered as a community asset and the pub garden is the subject of a current heritage status bid. This whole compact triangle between the Red Lion pub, the 17th century Elephant and Castle coaching inn and the 16th century Joiners Arms is an area of highly distinctive character. We do not seek to inhibit appropriate improvements to the Pub or its outbuildings but will not support development on the Red Lion garden.



APPENDIX C: MODIFICATION STATEMENT

The Parish Council considers that its proposed modifications change the nature of the made Bloxham Neighbourhood Plan. Those modifications can be summarised as:

Made Policy	Draft Modified Policy	Subject	Modification Type & Outcome
BL1	BL2	Painters Farm	Type: Deleted and replaced with new housing site allocation. Outcome: changes the nature of the plan.
BL2	BL1	Sustainable Development	Type: Deleted and content moved to new BL1 and modified. Outcome: changes the nature of the plan.
BL3	BL3	Connectivity	Type: Modified and with inclusion of BL17 text on public rights of way. Outcome: does not change the nature of the plan.
BL4	BL4	Parking	Type: Modified and with inclusion of BL5 text. Outcome: does not change the nature of the plan.
BL5	BL4	Parking	Type: Deleted and moved to new BL4. Outcome: does not change the nature of the plan.
BL6	-	Adaptation to Climate Change	Type: Deleted. Covered by Local Plan/NPPF. Outcome: does not change the nature of the plan.
BL7	-	Adaptation to Climate Change	Type: Deleted. Covered by Local Plan/NPPF. Outcome: does not change the nature of the plan.
BL8	BL6	Adaptable Housing	Type: Modified to improve clarity. Outcome: does not change the nature of the plan.
BL9	BL7	Residential Amenity	Type: Modified and part moved to new BL8 on local infrastructure for clarity. Outcome: does not change the nature of the plan.
BL10	BL10	Conservation Area	Type: Modified to improve clarity. Outcome: does not change the nature of the plan.

BL11	BL9	Rural Character/General Design Guidance	Type: Retained but retitled. Outcome: does not change the nature of the plan.
BL12	BL11	Streetscenes & Views	Type: Modified with text on open spaces moved to BL15. Outcome: does not change the nature of the plan.
BL13	BL12	Employment Land	Type: Modified to improve clarity and to include text on new businesses from former BL14. Outcome: does not change the nature of the plan.
BL14	BL12	New Businesses	Type: Deleted and text moved to BL12. Outcome: does not change the nature of the plan.
BL15	BL14	Digital Communication	Type: Retained. Outcome: does not change the nature of the plan.
BL16	BL13	Retail/Village Centre	Type: Modified to improve clarity and to define a Village Centre on High Street. Outcome: does not change the nature of the plan.
BL17	BL15	Recreation Spaces/Local Green Spaces	Type: Modified with public rights of way provision moved to BL3 and text on open spaces added from former BL12. No new spaces. Outcome: does not change the nature of the plan.
BL18	-	Jubilee Village Hall	Type: Deleted. Completed. Outcome: does not change the nature of the plan.
-	BL1	Spatial Plan	Type: New. Defines settlement boundary and sets out how proposals inside and outside the boundary should be considered. Also establishes a housing supply position. Outcome: changes the nature of the plan.
-	BL5	Housing Mix	Type: New. Proposes default mix of housing type and affordable tenure. Outcome: changes the nature of the plan.
-	BL8	Local Infrastructure	Type: New but comprises modified text from former BL9 for clarity. Outcome: does not change the nature of the plan

This report is public	
Response to Council Motion: Keep Cherwell Tidy	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Portfolio Holder for Housing and Greener Communities, Councillor Ian Middleton
Date Portfolio Holder agreed report	3 June 2026
Report of	Executive Director Neighbourhood Services, Kristian Aspinall

Purpose of report

The report outlines the response to the motion submitted to Full Council in March 2026 calling for a campaign to “Keep Cherwell Tidy”.

As the motion fell within the remit of the Executive powers, it was referred to the Executive.

1. Recommendations

The Executive resolves:

- 1.1 To note the response.
- 1.2 To endorse the extensive efforts already underway to keep Cherwell tidy.
- 1.3 To endorse development of a series of campaigns throughout the year on keeping communities tidy, rather than a single campaign in March. This will better reflect the different needs of rural environments throughout the year.

2. Executive Summary

- 2.1 Neighbourhood Services, through the Environment Service, continually works to keep Cherwell tidy throughout the year. This includes social media campaigns, support for local community groups to take action in their neighbourhood, a focused month of action with community groups in March / April, and new equipment to better tackle perpetrators of fly tipping.

Implications & Impact Assessments

Implications	Commentary			
Finance	<p>All actions contained within this report will be implemented within existing budgets.</p> <p>Michael Furness, Assistant Director Finance (S151 Officer), 13 May 2026</p>			
Legal	<p>The report does not involve any decision-making and is intended solely to provide an overview of the current position as regards to the motion. It sets out the steps that are presently being undertaken within the relevant services and reflects work already in progress. On this basis, there are no legal implications arising at this stage.</p> <p>Shiraz Sheik, Assistant Director Law and Governance & Monitoring Officer, 8 June 2026</p>			
Risk Management	<p>The proposal presents a low level of risk as they build on existing service delivery. Any potential risks can be effectively mitigated through clear communication, ongoing monitoring, and alignment with available resources. The continued use of targeted enforcement and campaigns will help manage operational delivery, ensuring potential risks remain proportionate and well controlled. These and any further risks identify in the future will be managed and monitored through the service operational risk and escalated to the Corporate Risk Register as and when deemed necessary.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 13 May 2026</p>			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		X		<p>There is no impact to Equality, Diversity or Inclusion as a direct consequence of this report. All proposals are developed in line with the council's Equality, Diversity and Inclusion Framework, in compliance with the Equality Act 2010.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 13 May 2026</p>
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?		X		N/A

B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		X		N/A
Climate & Environmental Impact		X		N/A
ICT & Digital Impact		X		
Data Impact		X		N/A
Procurement & subsidy		X		N/A
Council Priorities	Community Leadership, Environmental stewardship			
Human Resources	N/A			
Property	N/A			
Consultation & Engagement	N/A			

Supporting Information

3. Background

3.1 The motion proposed at Full Council on 16 March 2026 by Councillor Rebecca Biegel was as follows:

“Cherwell is a district that members are proud to represent and we want the best for our communities.

We recognize and value the significant work already undertaken by Cherwell District Council to investigate, take enforcement action and clear incidents of fly-tipping and littering,

However, we also acknowledge that towns and villages from Banbury to Bicester and Kidlington continue to suffer from litter-strewn verges and streets, public litter bins being filled with household waste and repeated fly-tipping in hotspots.

Litter and fly-tipping harms the environment and wildlife, degrades our shared spaces and imposes costs on our taxpayers to clean up.

While strong enforcement action and prompt clearance is essential, we can further prioritize prevention with a campaign to increase awareness and encourage behaviour change.

This Council therefore resolves to:

1. Strengthen prevention with a Keep Cherwell Tidy district-wide awareness campaign

Including targeted messaging, signage in hotspot areas, and clear communication about enforcement outcomes and working in partnership with parish councils, schools, businesses and community groups to foster civic pride and shared responsibility for maintaining a clean and welcoming district

2. Maintain robust enforcement action against and prompt clearance of fly-tipping
Ensuring accountability for offenders while protecting public spaces and countryside.

3. Consider providing help and support for Keep Cherwell Tidy clean-up days
Work with partners to facilitate Keep Cherwell Tidy community clean up days and provide equipment, promotion and waste collection support where possible.”

- 3.2 Having been proposed, seconded (by Councillor Mark Cherry) and responded to by the Leader, the motion was referred to Executive.

4. Details

- 4.1 The council delivers several key programmes throughout the year to keep the district clean, safe and tidy. “Promoting environmentally conscious communities” is an explicit goal of the Annual Delivery Plan, and addresses the points raised through this motion including:
- 4.2 The annual community litter pick campaign takes place every March / April, where groups from across Cherwell are given free supplies and support to help make their neighbourhoods cleaner.
- 4.3 In order to better reflect the different needs of communities in rural areas, we will develop campaigns for different communities throughout the year when more appropriate, to support those residents in keeping their neighbourhoods tidy.
- 4.3 We support community groups in Banbury and Bicester who collect litter throughout the year, and welcome other community groups who want to do the same.
- 4.4 In March we launched a new communications campaign to dispose of litter responsibly, and throughout the year we will promote other campaigns on keeping Cherwell clean and tidy.
- 4.5 The council works with the district’s Parish councils in keeping Cherwell tidy. Where Parish councils prioritise funding additional cleansing services or purchasing of litter bins, the council works closely with them to ensure the funding and resources are best used to make their local area clean and welcoming.

- 4.5 The council is procuring re-deployable cameras with enhanced detection capabilities, that will be able to move around the borough targeting any fly-tipping hotspot, increasing our ability to prosecute and make fly-tippers pay.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Stop activity

These activities are already planned as part of the annual service delivery Environmental services. Stopping them would make the district less tidy and dirtier and prevent us from tackling perpetrators of fly-tipping and making them pay.

6 Conclusion and Reasons for Recommendations

- 6.1 The Council is already undertaking the activities outlined in the council motion, and therefore it is recommended that we continue delivering this vital programme through Environmental services.

Decision Information

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	All

Document Information

Appendices	
Appendix 1	None
Background Papers	None
Reference Papers	None
Report Author	Kristian Aspinall, Executive Director Neighbourhood Services
Report Author contact details	Kristian.aspinall@cherwell-dc.gov.uk

Executive Director Approval (unless Executive Director or Statutory Officer report)	Report of Executive Director
--	------------------------------

This report is public	
Response to Motion: Consultation on three-weekly collections	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Portfolio Holder for Neighbourhood Services, Councillor Alisa Russell
Date Portfolio Holder agreed report	6 June 2026
Report of	Executive Director Neighbourhood Services, Kristian Aspinall

Purpose of report

The report outlines the response to the motion submitted to Full Council in March 2026 requesting clarity on any consultation on changes to our waste collection service.

As the motion fell within the remit of the Executive powers, it was referred to the Executive.

1. Recommendations

The Executive resolves:

- 1.1 To note the response and endorse the commitment to extensive consultation on any proposed changes.
- 1.2 To note there is no decision to proceed with three weekly collections, and this response outlines how any consultation on any proposed significant changes to the service would be conducted in the future.

2. Executive Summary

- 2.1 The 2026/27 budget includes a commitment to research and investigate the impact of moving to a three weekly collection cycle, as part of the wider changes to waste collection that include kerb-side glass recycling and other improvements.
- 2.2 Any changes to collections would be consulted on extensively and thoroughly and include the wider range of improvements that have been made and are proposed for the future of environmental services, as outlined within.
- 2.3 No decision has been made on moving to three weekly collections.

Implications & Impact Assessments

Implications	Commentary			
Finance	<p>Any engagement and consultation undertaken will need to be funded from within existing budgets.</p> <p>Michael Furness, Assistant Director – Finance (S151 Officer), 13 May 2026</p>			
Legal	<p>The report does not involve any decision-making and is intended solely to provide an overview of the current position as regards to the motion. It sets out the steps that are presently being undertaken within the relevant services and reflects work already in progress. On this basis, there are no legal implications arising at this stage.</p> <p>Shiraz Sheik, Assistant Director Law and Governance & Monitoring Officer, 8 June 2026</p>			
Risk Management	<p>A strong and proactive consultation and communications strategy will be implemented to ensure residents are well informed and able to shape the proposals, supporting positive engagement and maintaining public confidence. Any potential service impacts will be effectively addressed through careful planning, benchmarking against other authorities, and incorporating feedback into service design. Overall, the approach aims to provide a robust framework to minimise risk and support a smooth transition. Related risks will be monitored and managed through the service operational risk and escalated to the Corporate Risk Register as and when deemed necessary.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 13 May 2026</p>			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		X		<p>The proposal has been developed in line with our Equalities, Diversity and Inclusion framework. A full Equalities Impact Assessment has been completed as part of this proposal.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 13 May 2026</p>
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?		X		No evidence on any specific equality impact

B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		X		Should the Executive decide to change waste frequency following this consultation, based on evidence from other areas where this has been introduced, it would not have a material impact on residents.
Climate & Environmental Impact		X		This report outlines the principles of any consultation of changes to waste collection. Should the bi-weekly residual waste collection move to three weekly collections it would increase levels of recycling in the borough, reducing our carbon footprint and increasing our progress towards becoming a net neutral council.
ICT & Digital Impact		X		N/A
Data Impact		X		N/A
Procurement & subsidy		X		N/A
Council Priorities	Environmental stewardship			
Human Resources	N/A			
Property	N/A			
Consultation & Engagement	Report outlines the principles of any consultation for changes to waste collection and the wider environmental services			

Supporting Information

3. Background

3.1 The motion proposed at Full Council on 16 March 2026 by Councillor Eddie Reeves was as follows:

“This Council considers that its plans to move to three-weekly bin collections from as early as April 2027 have, on balance, been poorly communicated to members of the public.

“Mindful of the need for public support for such a significant change in a vital public service, this Council resolves to undertake a wider public consultation exercise than first envisaged, including but not limited to writing to all Town and Parish clerks with a view to more fully explaining the environment and commercial benefits of the policy to residents.

Given this authority's aspiration to be a "listening Council", it further resolves to listen to, and properly take on board, residents' views surrounding any proposed change to current bin collections."

- 3.2 Having been proposed, seconded (by Councillor David Rogers) and responded to by the Leader, the motion was referred to Executive.

4. Details

- 4.1 Any change to 3-weekly collections would involve significant and extensive public consultation. This would include a minimum of 12 weeks consultation, community engagement events, and direct communication to every key stakeholder – including town and parish councils, business organisations, major statutory partners etc.
- 4.2 Such consultation would be part of a wider engagement on our overall approach to collecting waste locally, and further improvements following the introduction of kerb-side glass recycling ahead of the national requirement and other measures. It will include the benefits that three weekly collections would deliver, including substantial improvements to our recycling rates, lower carbon footprint, and potential commercial improvements that would deliver better value for money for Cherwell residents.
- 4.3 Any proposal would include benchmarking information and comparisons to other areas across England & Wales that have implemented similar changes.
- 4.4 Effective service changes and redesign are only delivered when done with the resident at the heart of planning, and a meaningful consultation will ensure that any changes are the best option for Cherwell and take into account our residents needs and preferences on both waste and wider climate change and environmental sustainability.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Do minimal consultation

The executive has committed to thorough and meaningful consultation on this area, with a commitment to “listening to residents” as a core principle throughout the council’s work. Only conducting a minimal consultation would not meet the expectations set by Executive for Cherwell, and as such is not a recommended option.

Option 2: No consultation

Doing no consultation would not only fail to meet the Executives commitment to “listening to residents but would also expose the council to legal challenge on any significant changes to the service. This would increase costs, delay implementation, and not provide best value for money for the council.

6 Conclusion and Reasons for Recommendations

- 6.1 The council has committed to a thorough and meaningful consultation on any large-scale changes to waste collection and environmental services, including moving to three weekly collections.
- 6.2 This is the only option that both meets the Executive's commitment to "listening to residents" and delivers best value for money when making any changes. It also ensures that future services are designed with residents at the heart of what we do.

Decision Information

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	All

Document Information

Appendices	
Appendix 1	None
Background Papers	None
Reference Papers	None
Report Author	Executive Director Neighbourhood Services, Kristian Aspinall
Report Author contact details	Kristian.aspinall@cherwell-dc.gov.uk
Executive Director Approval (unless Executive Director or Statutory Officer report)	Report of Executive Director

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This report is public	
Banbury Public Spaces Protection Order (PSPO) Variation	
Committee	Executive
Date of Committee	16 June 2024
Portfolio Holder presenting the report	Portfolio Holder for Safer Communities, Councillor Nicola Borkmann
Date Portfolio Holder agreed report	Awaiting agreement (agreed by previous Portfolio Holder on 26 March 2026, prior to portfolio changes at Annual Council)
Report of	Head of Regulatory Services and Community Safety, Tim Hughes

Purpose of report

A consultation was undertaken on a proposal to apply a variation to the current Public Spaces Protection Order (PSPO) for Banbury town centre. This paper provides the Executive with the background to the variation, a summary of the consultation undertaken and the feedback from key stakeholders and details of the change to the scope of the order. The paper provides the executive with the opportunity to decide whether to proceed with the proposed variation to the PSPO.

1. Recommendations

The Executive resolves:

- 1.1 To consider and agree to the introduction of the proposed variation to the PSPO for Banbury town centre.

2. Executive Summary

- 2.1 Since the implementation of the Banbury PSPO in April 2025 the Council's Community Safety Team have been working closely with Thames Valley Police on enforcing the current prohibitions. Feedback, alongside reports since the implementation, have suggested there is still an issue with groups street drinking and causing anti-social behaviour (ASB) which is having an impact on businesses.
- 2.2 The view of our community safety team is that certain ASB being reported in the town centre could be dealt with more robustly by adding in the variation which would allow them to ask those committing, or have the potential to commit, ASB to leave the area for 24 hours. This is reflective of a prohibition in the Bicester PSPO that has been working effectively.

Implications & Impact Assessments

Implications	Commentary			
Finance	<p>The variation of the Public Spaces Protection Order (PSPO) in Banbury will be met by existing budget.</p> <p>Kelly Wheeler, Finance Business Partner, 19 March 2026</p>			
Legal	<p>The report sets out in detail the statutory framework for a PSPO in section 4, including the statutory tests/conditions for whether a PSPO can be put into effect (see 4.10 of the report). A PSPO will be in place for a period of no more than 3 years in accordance with the legislation.</p> <p>Careful consideration should be given to whether these tests have been met before approving the PSPO.</p> <p>S72 of the 2014 Act referred to in the report sets out the required consultation process to follow before making the order, and the report indicates that the required consultation requirements have been followed.</p> <p>S59.5 of the 2014 Act, set out in full in paragraph 4.10 of this report notes that the restrictions within the PSPO should be reasonable in order to prevent the detrimental effect identified from continuing, occurring or recurring, or to reduce that detrimental effect or to reduce the risk of its continuance, occurrence or recurrence.</p> <p>The committee should be satisfied that the restrictions are reasonable in order to achieve the desired objectives before continuing.</p> <p>Denzil – John Turbervill, Head of Legal, 25/03/2026</p>			
Risk Management	<p>There are no risk implications arising directly from this report. Any related risks arising in the future will be managed through the service operational risk and escalated to the Leadership Risk Register as and when deemed necessary.</p> <p>Celia Prado-Teeling, Performance Team Leader, 19 March 2026</p>			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		x		<p>There are no equalities nor inclusion implications arising from this report. All proposals and projects developed by the council are done in line with our</p>

			Equalities, Diversity and Inclusion Framework, an Equalities Impact Assessment related to this proposal has been completed to ensure compliance with the Equality Act 2010. Celia Prado-Teeling, Performance Team Leader, 19 March 2026
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?		x	
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		x	
Climate & Environmental Impact		x	N/A
ICT & Digital Impact		x	N/A
Data Impact		x	N/A
Procurement & subsidy		x	N/A
Council Priorities	The recommendations within the report will support the council priority 2 - Community leadership – to strengthen community collaboration and resilience and to promote health and wellbeing with a focus on inequality.		
Human Resources	N/A Anna Thornicroft, Trainee HR Business Partner, 19 March 2026		
Property	N/A Mona Walsh, Assistant Director Property, 21 March 2026		
Consultation & Engagement	A public consultation has been carried out. No further consultation required.		

Supporting Information

3. Background

- 3.1 PSPOs are intended to provide a means of preventing individuals or groups committing anti-social behaviour in a public space where the behaviour is having, or is likely to have, a detrimental effect on the quality of life of those in the locality, is persistent or continuing in nature, and is unreasonable. The PSPO imposes conditions on the use of the area which apply to everyone.
- 3.2 A PSPO restricts what people can do in an area and how they behave. As such it is important to ensure that any such restrictions are focussed on problem behaviours, are proportionate to the detrimental impact that the behaviour is having or could cause and are considered necessary to prevent it continuing, occurring or reoccurring. The restrictions and requirements included in a PSPO may be comprehensive or targeted on specific behaviours by groups and/or at specified times.
- 3.3 A PSPO can be in force for any period up to a maximum of three years and can be extended for a further period of up to 3 years at any time before expiry. Before introducing a PSPO the council is required to conduct consultation with relevant parties on the scope of the PSPO. While a PSPO is in place there is the option to vary the order if considered appropriate and is supported by the public and other stakeholders.

4. Details

Anti-Social Behaviour in Banbury Town Centre & surrounding areas

- 4.1. The table below shows Police recorded offences within Banbury Town centre between 1 April 2025 and 29 December 2025.

Type of offence	No. of Offences Recorded
Affray	4
Common Assault or battery	285
ABH	133
5 Wounding (GBH)	5
ASB	140
Total	567

- 4.2 Between 1 April and 29 December, a total of 2,216 crimes were reported to TVP. This represents a 5% reduction since the introduction of the PSPO in April 2025, indicating that the implementation of the PSPO has had a positive overall impact on crime levels within the town centre. However, the figures presented in the table suggest that further action is needed to achieve greater reductions in this area. It is

anticipated that introducing the proposed variation will help to support and contribute to a continued decrease in crime.

Benefits of introducing a variation to the Banbury Public Spaces Protection Order

- 4.4 Introducing a variation to the PSPO that authorises Community Wardens and PCSO/PC officers to require individuals who are causing, or are likely to cause, anti-social behaviour (ASB) to leave a designated area for up to 24 hours will strengthen our preventative approach.

This power is already included within the current Bicester PSPO, where it has proven to be an effective tool in preventing ASB and reducing escalation. The Community Safety Team considers that extending this provision will be particularly beneficial during events in the town centre where data indicates an increase in ASB, such as Banbury Fair.

If the variation is agreed and introduced the Community Safety Team would continue with the existing approach to engage and advise first but would provide an option for an immediate resolution.

The Legal Framework for a PSPO

- 4.7 Local authorities have the power to create PSPOs under the Anti-Social Behaviour, Crime and Policing Act 2014 ('the Act'). In deciding to make a PSPO, the Act requires that the local authority must have regard to the rights of freedom of expression and freedom of assembly set out in the Human Rights Act 1998.
- 4.8 The two issues which must be addressed for every proposed restriction in the PSPO are whether the statutory criteria are met and whether the restrictions proposed are proportionate having regard to the legitimate aim of preserving the quality of life for everyone who lives or works in, or who visits, the town centre.
- 4.9 A local authority can make a PSPO in respect of any public space within its administrative boundary. The definition of public space is wide and includes any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission.
- 4.10 Section 59 of the Act sets out the basis on which local authorities may make a PSPO. It provides as follows:
- (1) A local authority may make a public spaces protection order if satisfied on reasonable grounds that two conditions are met.
 - (2) The first condition is that:
 - (a) activities carried on in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality, or
 - (b) it is likely that activities will be carried on in a public place within that area and that they will have such an effect.
 - (3) The second condition is that the effect, or likely effect, of the activities:
 - (a) is, or is likely to be, of a persistent or continuing nature,
 - (b) is, or is likely to be, such as to make the activities unreasonable, and

(c) justifies the restrictions imposed by the notice.

(4) A PSPO is an order that identifies the public place referred to in subsection (2) (“the restricted area”) and

- (a) prohibits specified things being done in the restricted area,
- (b) requires specified things to be done by persons carrying on specified activities in that area, or
- (c) does both of those things.

(5) The only prohibitions or requirements that may be imposed are ones that are reasonable to impose in order:

- (a) to prevent the detrimental effect referred to in subsection (2) from continuing, occurring or recurring, or
- (b) to reduce that detrimental effect or to reduce the risk of its continuance, occurrence or recurrence.

- 4.11 In establishing a PSPO, appropriate signage must be displayed in accordance with the requirements of the Act and details of the PSPO must be published.
- 4.12 A breach of the PSPO can be dealt with through the issuing of a Fixed Penalty Notice of up to £100, a level 3 fine of up to £1000 on conviction, or £500 upon conviction for consuming alcohol in breach of the Order.

Consultation

- 4.13 Before introducing, extending, varying or discharging a PSPO local authorities are obliged to consult with the local chief officer of police; the Police and Crime Commissioner; owners or occupiers of land within the affected area where reasonably practicable, and appropriate community representatives.
- 4.14 A 4-week public consultation on the proposed variation to the current Banbury PSPO was undertaken between 30 January and 20 February 2026. This consultation included the full variation which is as follows:

No person shall loiter in the restricted area either as an individual or in a group if they are causing or likely to cause anti-social behaviour.

If asked to disperse by a Police Constable, PCSO, or an authorised officer of the Council that person must not return to the restricted area for a period of 24 hours.

This consultation included an online survey promoted by a press release and on the council’s social media platform and face-to-face engagement with visitors to the town centre.

- 4.15 A full analysis of the responses to this consultation is attached. Initial analysis identifies that there were 16 responses to this consultation. In response to the question the answers were as follows:

In this area have you seen people behaving in a way that caused alarm or distress or concern for safety in the last 12 months? 15 said yes, 1 said no.

Should CDC seek to add a variation to the current PSPO to deter ASB caused by groups including removing them from the area for 24 hours? 11 said yes, 4 said no.

Thames Valley Police formally responded to the consultation in support of the variation of the PSPO.

5. Alternative Options and Reasons for Rejection

5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Not to vary the PSPO.

This option is not recommended. The information gathered to support the variation of the PSPO for Banbury town centre demonstrates that there is a continuing problem with ASB occurring in and around Banbury town centre. The consultation outcomes show strong support for the variation of the PSPO to continue to tackle this problem.

6 Conclusion and Reasons for Recommendations

6.1 The results of the consultation show support for the variation to the current PSPO in Banbury Town Centre from the public and stakeholder organisations. Therefore, the Executive is recommended to approve the variation to the current PSPO in Banbury Town Centre

Decision Information

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

Document Information

Appendices	
Appendix 1	Map of area covered by Banbury PSPO
Appendix 2	PSPO Consultation Summary Report for Banbury 2026
Appendix 3	Current PSPO Order
Background Papers	None
Reference Papers	None

Report Author	Katey Humphris, Community Safety Team Leader
Report Author contact details	katey.humphris@cherwell-dc.gov.uk 01295 227989
Executive Director Approval (unless Executive Director or Statutory Officer report)	Kristian Aspinall, Executive Director of Neighbourhood Services

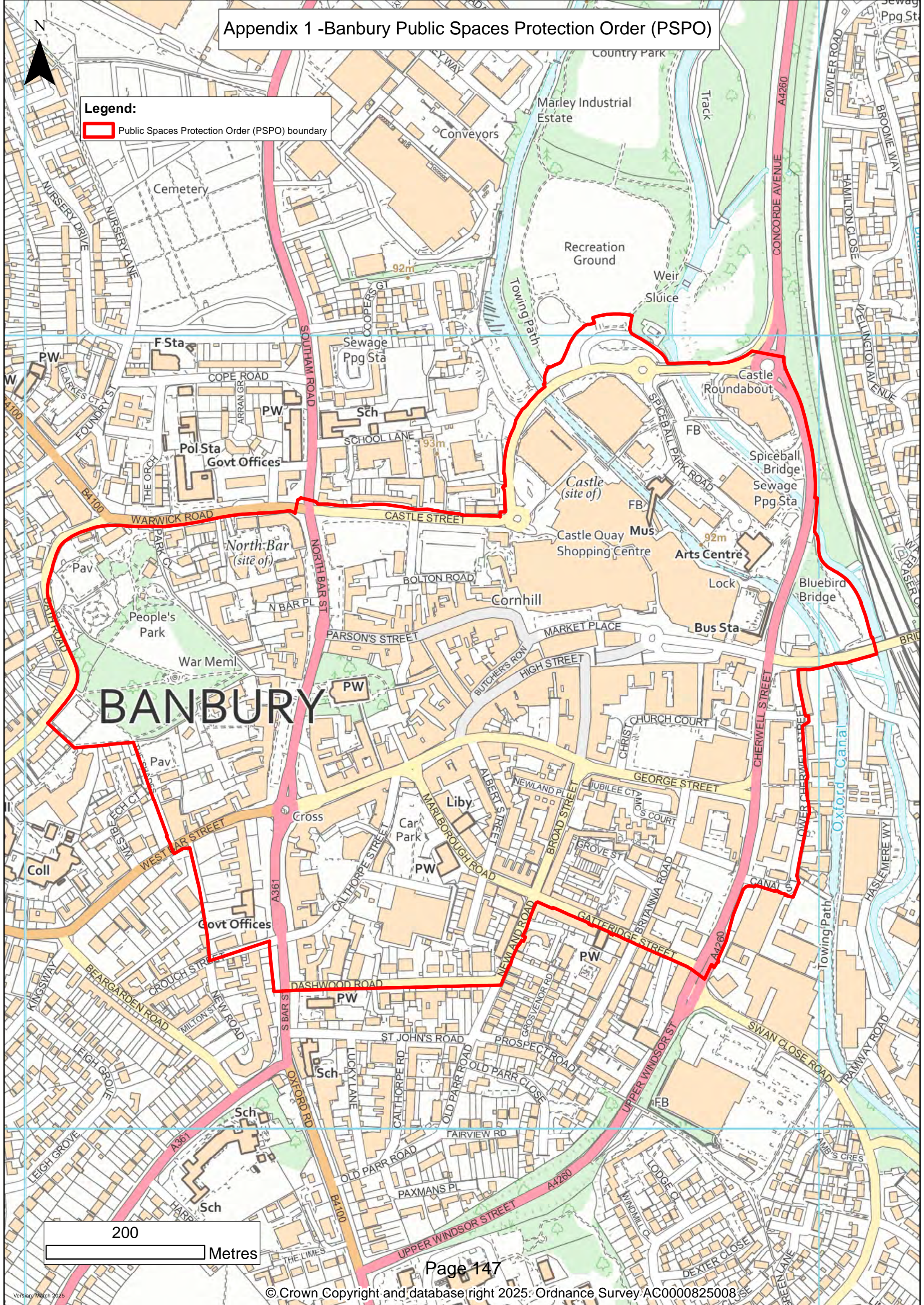
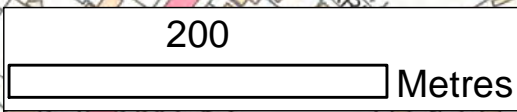
Appendix 1 -Banbury Public Spaces Protection Order (PSPO)



Legend:

 Public Spaces Protection Order (PSPO) boundary

BANBURY



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Public Spaces Protection Order Variation Consultation - Banbury 2026

<https://cherwell.citizenspace.com/communications-strategy-and-insight/9fa4bd53>

Created: Monday 23 February 2026 at 14:16

The activity ran from 30/01/2026 to 20/02/2026

Responses to this survey: **16**

This activity was completed at the time of this report. Data, for the purpose of this summary, was divided into each of the questions, and will accurately reflect the correct distribution of responses vs analysis in this summary report.

Taking that the number of responses to this survey was: **16** (according to our survey system), also valid responses, please, see them explained below. The following analysis is based on the data received and the aspect of the question vs value or potential value, and alignment or not, if the case, with compliance of consultation principles, laws and regulations.

Please, take time to consider comments and suggestions integrated into this report, for better understanding.

1: Please tell us where you live

Please select one option

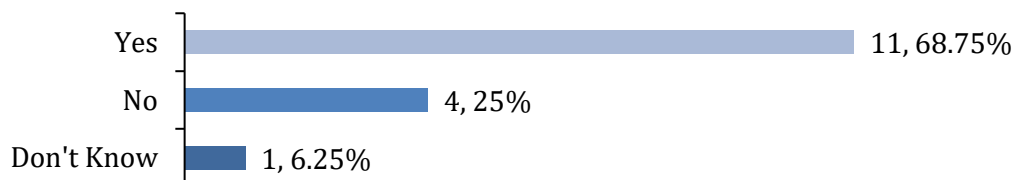


2: Cherwell District Council and Thames Valley Police are looking to add a variation to the current PSPO to reduce anti-social behaviour caused by groups. This includes them behaving in a way that causes or is likely to cause, alarm or distress or concern for safety to another person in a public place.

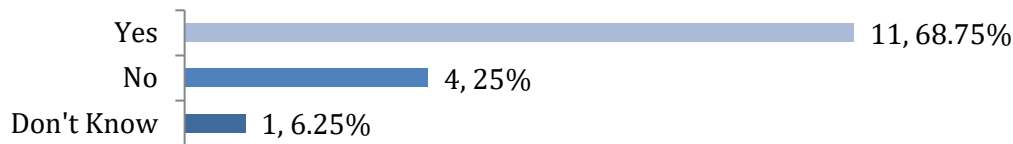
Please select one response for each question - In this area have you seen people behaving in a way that caused alarm or distress or concern for safety in the last 12 months?



Please select one response for each question - Have you been negatively affected by the issue in the last 12 months?



Please select one response for each question - Should CDC seek to add a variation to the current PSPO to deter ASB caused by groups including removing them from the area for 24 hours?



3: Do you have any further comments regarding the possible variation to the current Public Spaces Protection Orders (PSPO)?

Please be brief and to the point

Seeing begging/people getting drunk in groups becomes intimidating for anyone walking around in the town
Adding speculative variations to a PSPO could be regarded a misguided and confusing to the public.
There are already laws in place whereby if groups are causing alarm or distress to another person the police have such powers in which to act and these should be used under the law and by decriminalising them under a PSPO puts others at risk and could potentially just push the problem elsewhere.
It's clear that CDC have motive to move the problem out of Castle Quay rather than look to fund and provide a safe space for young people where they can come together and have funded activities which would prevent many of these issues and allow the authorities to build better relationships with young people, it's know intervention is a successful method to reducing crime and antisocial behaviour.
I am a mature female often walking home from work in the dark alone and I am intimidated by any group of three or more children or teenagers I come across as they often shout out insults or try and bump into me (at least I hope that is all they are trying to do). I will often take a longer route just to avoid walking near them.
Use a wider area of Banbury to include some Residential housing Estates
Seems like something to put in place when a situation occurs rather than preventing the situation from happening in the first place
N/a
The southern limit should be extended to St Johns Road to account for groups who gather on and around the bench outside St Johns Church
It seems like the focus is on the symptoms of a larger issue, and we should avoid criminalising youth as much as possible. We all have a social responsibility to our shared spaces and of course this includes the youth, but what we are witnessing is the result of continued cuts in funding of youth policies.
There is no point in having a public spaces protection order if there are not the police on the street to enforce it.
Police need to patrol round the town on foot. They need to respond to things they see not driving past. They need to integrate with people.
Its not nice to walk through town at anytime of the day anymore as there are quite often groups / gangs around who make you feel wary, especially when on your own.
It's shocking and is only going to get worse if not handled with.
More things inplace to make streets safer
I work in the town and groups of the same people are still hanging about. They can be intimidating and I've seen alcohol drinking and drug taking and dealing

Addiction support and recovery should be prioritised over policing. Every pound not invested in getting people out of addiction later needs to be spent on support for their families.

We should invest more into addition support and recovery than policing. Every pound not spent to get people out of addiction later has to go to support the families of those affected.

4: Further Comments

The open-ended feedback provided a range of views reflecting concerns about safety, enforcement, underlying causes of anti-social behaviour (ASB), and suggestions for wider community support. Key themes emerging from the comments include:

1. Concerns

- Many respondents described feeling intimidated by groups gathering in the town centre, particularly when alcohol or drug use was visible.
- Several noted increased worry when walking alone, especially at night, with some altering their routes to avoid groups.
- Concerns were raised that adding speculative variations to the PSPO may be confusing or could displace problems rather than resolve them.

2. Safety

- Multiple respondents highlighted that Banbury town centre “does not feel nice to walk through at any time of day,” citing behaviour from groups that causes fear or discomfort.
- Individuals expressed concern that the situation is “shocking” and is likely to worsen without intervention.
- Some suggested that the southern boundary of the PSPO should be extended to cover specific areas where groups frequently gather.

3. Issues Not Covered Elsewhere in the Survey

- Respondents raised the need for more visible policing, including officers patrolling on foot and actively engaging with residents.
- Comments emphasised that without adequate enforcement, the PSPO would have limited effect.
- Others mentioned specific local hotspots (e.g., St John’s Church) not explicitly referenced in the consultation questions.

4. Patterns and Trends

- A common sentiment was that the behaviours seen are symptoms of broader social issues, particularly lack of youth provision and cuts to community services.
- Repeated references were made to the presence of the same individuals or groups engaging in ASB over time, suggesting ongoing and unresolved issues.

5. What Works and What Doesn’t

Cherwell District Council

- Respondents questioned the effectiveness of relying solely on a PSPO without sufficient police presence to enforce it.
- They also noted that punitive approaches alone may not prevent ASB and risk criminalising young people unnecessarily.
- Some felt that existing laws already provide adequate powers if used appropriately.

6. Suggestions for Improvement

- Calls for greater investment in youth services, safe spaces, and structured activities to prevent ASB and support relationship-building with authorities.
- Recommendations to prioritise addiction support and recovery services over additional policing measures.
- Requests for a broader PSPO coverage area to include residential estates and specific known gathering points.
- Suggestions for improved community policing, including more foot patrols and proactive engagement.

Summary

The collected data shows that residents are concerned about anti-social behaviour in Banbury, particularly relating to groups whose behaviour causes fear, discomfort, or intimidation. Public sentiment reflects support for action but mixed views on whether varying the PSPO is the right approach, with some feeling existing laws are sufficient if properly enforced. Recurring concerns include a lack of visible policing, fear when walking alone, and issues such as alcohol and drug use in the town centre. Respondents also highlighted broader social factors—such as reduced youth services and limited addiction support—as underlying causes that need attention alongside enforcement.

Conclusion

Overall, the consultation feedback indicates that while residents recognise the need to address anti-social behaviour in Banbury, there is no clear consensus that varying the PSPO is the most effective solution. Respondents emphasised that any enforcement-based approach must be supported by improved police visibility and engagement, alongside investment in youth services and addiction support to tackle the underlying causes. A balanced strategy—combining proportionate enforcement with preventative community measures—would therefore be the most appropriate response to the issues raised.

Next Steps (in comparison with neighbouring councils)

To align with best practice seen across Oxfordshire, the next steps should include a structured review and decision-making process similar to those undertaken by Oxford City Council, West Oxfordshire District Council, and Cherwell's neighbouring PSPO consultations. Oxford regularly reviews PSPOs on a three-year cycle and conducts targeted consultations before renewing or varying an order, ensuring measures remain proportionate and rights-compliant. West Oxfordshire follows a similar model, undertaking public consultation, equality impact assessment, and detailed evidence reviews prior to introducing or extending a PSPO, with decisions taken at Executive level and clear community-focused justifications published publicly. Cherwell's own

Cherwell District Council

approach in Bicester—with high-volume public consultation, evidence-based assessment of ASB, and strong public support for continuation—also demonstrates the value of transparent consultation and clear communication of enforcement intentions. Based on this, the recommended next steps for Banbury are: review the consultation findings against statutory criteria, benchmark the variation proposal against the approaches of neighbouring councils, conduct any further targeted engagement (e.g., police, town centre businesses, youth services), and prepare a formal decision report with a clear enforcement and communications plan.

End of document

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CHERWELL DISTRICT COUNCIL
ANTI-SOCIAL BEHAVIOUR CRIME AND POLICING ACT 2014
PUBLIC SPACES PROTECTION ORDER No1 of 2025 (the "ORDER")

This Order may be cited the as Banbury Town Public Spaces Protection Order No 1 of 2025.

Cherwell District Council in the exercise of their powers under Section 59 of the Anti-Social Behaviour Crime and Policing Act ("the Act") and under all the enabling powers hereby make the Order as follows:

1. Order shall come into force on *01/04/2025* and shall have effect for 3 years from that date unless extended by any further order made pursuant to the Council's statutory powers.
2. The Order relates to area shown edged red and attached to the plan (restricted area)
3. The Council are satisfied that the condition set out in Section 59(2) of the Act has been met namely, that activities have been carried out in the restricted area which have had a detrimental effect on the quality of life of those in the locality.
4. The Council are satisfied that the condition set out in Section 59(3) of the Act has been met namely that the activities is, or is likely to be, of a persistent or continuing nature and that these activities are unreasonable and justify the prohibitions imposed in this Order.
5. The effect of the Order is to impose the prohibitions specified below on the use of restricted area

PROHIBITIONS

- a) No person shall beg within 10 meters of a cash or payment machine.
- b) No person shall beg in a manner which is aggressive or intimidating.
- c) No person shall consume alcohol in the restricted area (other than in residential premises or premises specified in Section 62(1) of the Act) in a manner which is aggressive or intimidating.
- d) No person shall continue to consume alcohol following a verbal warning by an authorised person to stop

- e) No person shall cause harassment, alarm of distress to any other person by the use of offensive or abusive language; or acting in a manner that is aggressive or violent.

Save as to;

The prohibition obtained in paragraphs d of this Order does not apply to any place specified in Section 62 of the Act as a place where a prohibition in a Public Spaces Protection Order on consuming alcohol does not apply.

OFFENCES

- 1. In accordance with Section 63 of the Act a person who fails without reasonable excuse to comply with a requirement imposed on him/her under Section 63(2) of the Act, namely;
 - a) Consuming alcohol in breach of the Order; or
 - b) Failing to surrender alcohol or a container of alcohol when required to do so by a Police Constable or a person authorised for the purposes of Section 63 of the Act commits an offence and is liable on summary conviction to a fine not exceeding Level 2 on the standard scale.
- 2. In accordance with Section 67 of the Act a person who breaches the Order (other than consuming alcohol in breach of the Order or failing to surrender alcohol to Constable or authorised person) commits an offence and is liable on summary conviction to a fine not exceeding Level 3 on the standard scale.
- 3. In accordance with Section 68 of the Act a Police Constable or authorised officer may issue a Fixed Penalty Notice.

THE COMMON SEAL OF
CHERWELL DISTRICT COUNCIL

Was hereunto affixed

In the presence of:

Authorised Officer:

Name: SL1703 Sheikh
~~Authorised Officer:~~



CDC 21507

Date: 3 April 2025

This report is public	
Housing Civil Penalties Policy	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Portfolio Holder for Housing and Greener Communities, Councillor Ian Middleton
Date Portfolio Holder agreed report	27 May 2026
Report of	Assistant Director Wellbeing and Housing, Nicola Riley

Purpose of report

To seek approval for the new Housing Civil Penalties Policy.

1. Recommendations

The Executive resolves:

- 1.1 To approve the new Housing Civil Penalties Policy.

2. Executive Summary

- 2.1 The Renters' Rights Act 2025 introduces a range of new landlord obligations and places significant new duties on the Council to enforce the Landlord Legislation through the imposition of civil penalties or prosecution. The Act introduces a substantially expanded civil penalty framework and includes new compliance requirements and enhanced penalties for repeat or serious non-compliance. New guidance sets out the Government's expectations for how local authorities are to enforce these provisions consistently, robustly and proportionately. To meet these requirements, the Council must ensure its relevant policies are fully aligned with the new legislative framework.
- 2.2 The updated Housing Civil Penalties Policy is based on model policies developed nationally with the aims of increasing consistency of enforcement and helping local authorities defend decisions against legal challenge. The other Oxfordshire district and city councils are using these model policies as the basis for their revised policies, which provides a sound basis for the policy change, considering Local Government Reorganisation.
- 2.3 The approach to determining penalties under this revised Housing Civil Penalties Policy is broadly similar to the current policy approved in 2025, but adjusted to efficiently cover the expansive range of new breaches and offences.

Implications & Impact Assessments

Implications	Commentary			
Finance	<p>This report does not have any financial implications.</p> <p>Kelly Wheeler, Finance Business Partner, 23 March 2026</p>			
Legal	<p>The proposed Housing Civil Penalties Policy has been reviewed from a legal perspective and is considered to be legally robust. The policy reflects the Council's statutory powers and duties under the Housing Act 2004 and incorporates relevant updates arising from recent legislative developments, including the Renters' Rights Act 2025.</p> <p>Gurnam Bains, Solicitor (Litigation), 25 March 2026</p>			
Risk Management	<p>There are no direct risk implications arising from this report. The proposal, however, serves to mitigate potential risks associated with failing to properly reflect the statutory duty to enforce under Section 107, as well as the risk of diverging from established practice among our English counterparts. It also reduces the likelihood of ambiguity for officers, landlords and tenants, and helps guard against increased prospects of legal challenge, policy failure under scrutiny, and reputational damage stemming from ineffective implementation of the Renters' Rights Act.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 24 March 2026</p>			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		X		<p>There is no overall impact to Equality as a consequence of this proposal. The policy has been developed in line with our Equalities, Diversity and Inclusion, in compliance with the Equalities Act 2010, including completion of a full Equalities and Climate Impact Assessment.</p> <p>Celia Prado-Teeling, Performance & Insight Team Leader, 24 March 2024</p>
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?	x			<p>Poorer rental properties are concentrated in areas of deprivation. More consistent and robust enforcement of poor property conditions through this policy should have a positive impact to some of our more vulnerable residents in within those areas.</p>

B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		x		
Climate & Environmental Impact		x		Not applicable
ICT & Digital Impact		x		Not applicable
Data Impact		x		Not applicable
Procurement & subsidy		x		Not applicable
Council Priorities	Quality housing and place making			
Human Resources	Not applicable			
Property	Not applicable			
Consultation & Engagement	Not applicable			

Supporting Information

3. Background

- 3.1 The Council's existing Housing Civil Penalty Policy was developed prior to the introduction of the Renters' Rights Act and does not reflect the suite of new offences or amendments to penalty or evidential thresholds. Without updated policies, there is a risk of inconsistent enforcement, legal challenge to decisions and reduced ability to demonstrate compliance with statutory guidance and best practice. Updating these policies is essential to ensure the Council can meet its statutory obligations from 1 May 2026.
- 3.2 The Council's current Housing Standards Enforcement Policy was developed within a regulatory framework where local authorities retained broad discretion to resolve non-compliance through informal or advisory action, reflecting the principles of the Regulators' Code. That approach assumed enforcement was generally discretionary and that informal resolution would often be appropriate as a first response. This framework underpins much of the Council's existing regulatory practice. The Renters' Rights Act (RRA) represents a fundamental shift from that position. Section 107 of the RRA places a statutory duty on local housing authorities to enforce landlord legislation, altering the balance between informal action and formal enforcement. Where breaches of the defined 'landlord legislation' are identified, the Council must now actively consider enforcement action to meet this

duty, rather than defaulting to advice or informal resolution in the first instance. As a result, the Regulators Code can no longer be relied upon to justify informal action as the starting point for compliance under the Renters' Rights Act.

- 3.3 Historically, enforcement of private rented sector legislation has varied significantly between local housing authorities. Differences in local policy frameworks, penalty setting mechanisms and approaches to escalation have led to what is termed as a 'postcode lottery' for landlords, where similar breaches may result in markedly different enforcement outcomes depending on the authority involved. This inconsistency risks undermining confidence in the regulatory system, creates uncertainty for landlords operating across multiple areas and increases the likelihood of challenge to enforcement decisions. This also results in discrepancies to the level of tenant protections. In response to these concerns, the voluntary group, Association of Chief Environmental Health Officers (ACEHO) has developed a suite of national model policies, including a Civil Penalty Policy and an Enforcement Policy, with a further policy on Civil Penalty Debt Recovery policy currently in development. These policies are intended to promote greater consistency, transparency and robustness in local authority enforcement approaches, while allowing for appropriate local discretion where appropriate.
- 3.4 Aligning the Council's policies with this nationally recognised framework supports a consistent and defensible approach to enforcement, reduces the risk of unfavourable outcomes to legal challenge, strengthens the Council's ability to meet its statutory duties under the Renters' Rights Act and puts the Council in a positive position moving towards Local Government Reorganisation.

4. Details

- 4.1 The Housing Civil Penalties Policy sets out in detail the factors and processes relevant to determining civil penalties.
- 4.2 Under the Renters' Rights Act, if a local housing authority suspects non-compliance with housing or landlord legislation, it must consider what proactive steps may be reasonably necessary to establish that a breach or offence has occurred. Where it is not possible to remove the non-compliance because for example tenants have already been illegally evicted from their home, the local housing authority must issue a civil penalty notice or start prosecution proceedings if it is satisfied that the necessary evidential threshold has been reached and proceeding is in the public interest.
- 4.3 Being based on the national model policy enables the Council to effectively enforce this new regulatory regime using an approach that is consistent with the other councils across Oxfordshire and further afield.
- 4.4 The overall approach to determining civil penalties under this revised Housing Civil Penalties Policy remains broadly similar to the existing policy approved in 2025. The main changes are the insertion of the new breaches and offences under the Renters' Rights Act, the incorporation of penalty starting points set by new statutory guidance, revised adjustment factors (e.g. landlord portfolio size), and revised aggravating and mitigating factors.

- 4.5 The model civil penalties policy only covered Housing Act 2004 and Renters' Rights Act 2025 offences. For simplicity and to avoid the need for separate policies we have included other relevant offences which we enforce (for example breaches of the Tenant Fees Act) into this proposed policy. These other breaches were included in our 2025 policy and have been updated so the approach is consistent with the rest of the policy.
- 4.6 Various other breaches and offences under the Renters' Rights Act are due to be commenced over the next year, and as this is such a new and significant area of law it is anticipated that there will be a need to make minor updates in response to updated regulations and caselaw.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Retain existing policy

This is an option that could be taken. However, it would have the following implications:

- Policies will not adequately reflect the statutory duty to enforce under section 107
 - Ongoing risk of inconsistency across England
 - Reduced clarity for officers, landlords and tenants
 - Higher likelihood of legal challenge and policy failure under scrutiny
 - Reputational risk for ineffectively implementing the Renters' Rights Act
- This option is therefore rejected.

6 Conclusion and Reasons for Recommendations

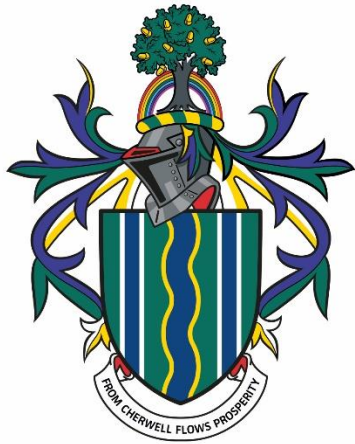
- 6.1 It is important that the Council has up to date policies and procedures for key service areas and it is important that they are legislatively and operationally sound.

Decision Information

Key Decision	Yes Community threshold met
Subject to Call in	Yes
If not, why not subject to call in	Not applicable
Ward(s) Affected	All wards

Document Information

Appendices	
Appendix 1	Housing Civil Penalties Policy
Appendix 2	ECIA – Housing Civil Penalties Policy
Background Papers	None
Reference Papers	None
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Executive Director Approval (unless Executive Director or Statutory Officer report)	Kristian Aspinall – Executive Director Neighbourhood Services, 25 March 2026



Cherwell

DISTRICT COUNCIL
NORTH OXFORDSHIRE

Housing Civil Penalties Policy

**Civil penalties under the Renters' Rights Act 2025
and other housing legislation**

Document Control and Overview

Organisation(s)	Cherwell District Council
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Civil penalties under the Renters' Rights Act 2025 and other housing legislation

This policy applies once the Council commences civil penalty proceedings.

In this policy, the term 'landlord' should be read as including letting agents, managing agents, licensors, property owners, corporate landlords, directors of corporate landlords, registered providers of social housing and any other person involved in the letting or management of accommodation.

In this policy, the term 'corporate landlord' should be read as referring to a body corporate that meets the definition of 'landlord' above.

In this policy, the terms 'House in Multiple Occupation' or 'HMO' are defined by the Housing Act 2004.

The following breaches are subject to a civil penalty with a statutory maximum of £5,000:

- Requiring a relevant person to make a prohibited payment under section 1 or section 2 of the Tenant Fees Act 2019.
- Unlawfully retaining a holding deposit under schedule 2 of the Tenant Fees Act 2019.
- Failing to comply with a remedial notice under Regulation 6 of the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 (as amended).
- Letting a substandard property under Regulation 23 of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015.
- Registering false or misleading information on the PRS exemptions register under Regulation 36 of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015.
- Failing to comply with a Compliance Notice under Regulation 37 of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015.
- Failing to belong to a redress scheme for lettings agency work under Article 3 of the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014.
- Failing to belong to a redress scheme for property management work under Article 5 of the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014.

The following breaches are subject to a civil penalty with a statutory maximum of £7,000:

- Failure to give a written statement of terms and any other prescribed information under section 16D of the Housing Act 1988.

- Attempting to let a property for a fixed term under section 16E of the Housing Act 1988.
- Attempting to end a tenancy by service of a notice to quit under section 16E of the Housing Act 1988.
- Attempting to end a tenancy orally or requiring that it is ended orally under section 16E of the Housing Act 1988.
- Serving an eviction notice that attempts to end a tenancy outside the prescribed section 8 process under section 16E of the Housing Act 1988.
- Relying on a ground where the landlord does not reasonably believe that the landlord is/will be able to obtain possession under section 16E of the Housing Act 1988.
- Failing to provide a tenant with prior notice that a ground which requires it may be used under section 16E of the Housing Act 1988.
- Failure to give an existing tenant prescribed information about changes made by the Renters' Rights Act 2025 in the prescribed form and timeframe under paragraph 7(2) of schedule 6 to the Renters' Rights Act 2025.
- Discrimination relating to children in the lettings process under section 33 of the Renters' Rights Act 2025.
- Discrimination relating to benefits in the lettings process under section 34 of the Renters' Rights Act 2025.
- Failure to specify proposed rent within a written advertisement or offer under section 56 of the Renters' Rights Act 2025.
- Inviting, encouraging or accepting any offer of rent greater than the stated rate under section 56 of the Renters' Rights Act 2025.

The following offences are subject to a civil penalty with a statutory maximum of £30,000:

- Conduct giving rise to liability under section 8, where within the preceding five years the landlord or letting agent has either (i) had a relevant penalty (under s8 for breach of s1 or s2 of the Tenant Fees Act 2019) imposed for a different breach of the same section and the final notice has not been withdrawn, or (ii) been convicted under s12 of an offence in respect of such a breach, under section 12 of the Tenant Fees Act 2019.

The following breaches are subject to a civil penalty with a statutory maximum of £40,000:

- Breach of duty under Regulation 3, 3B, 3C, and 3D of the Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 (as amended).

The following offences are subject to a civil penalty with a statutory maximum of £40,000:

- Unlawful eviction and harassment of occupier under section 1 of the Protection from Eviction Act 1977.
- Continuation of conduct subject to a relevant penalty (under s.16I or s.16K Housing Act 1988) after the 28-day period (or, if appealed, after conclusion of the appeal) where the final notice has not been withdrawn under section 16J of the Housing Act 1988
- Conduct giving rise to liability under s.16I, where within the preceding five years the landlord has either (i) had a relevant penalty (under s.16I or s.16K Housing Act 1988) imposed for different conduct and the final notice has not been withdrawn, or (ii) been convicted under s.16J for different conduct under section 16(J) of the Housing Act 1988.
- Relying on a ground knowing the landlord would not be able to obtain possession or being reckless as to whether they would under section 16J of the Housing Act 1988.
- Breach of restrictions relating to reletting (s16(E)(2) Housing Act 1988) or remarketing (s16(E)(3) Housing Act 1988) a property within restricted period after using Grounds 1 or 1A of Schedule 2 Housing Act 1988 under section 16J of the Housing Act 1988.
- Breach of a banning order under section 21 of the Housing and Planning Act 2016.
- Failure to comply with an Improvement Notice under section 30 of the Housing Act 2004.
- Contravention of an overcrowding notice under section 139 of the Housing Act 2004.
- Failure to obtain a selective licence under section 95 of the Housing Act 2004.
- Failure to obtain an HMO licence under section 72 of the Housing Act 2004.
- Knowingly permitting over-occupation of an HMO under section 72 of the Housing Act 2004.
- Failure to comply with management regulations in respect of HMOs under section 234 of the Housing Act 2004.
- Failure to comply with HMO licence conditions under section 72 of the Housing Act 2004.
- Failure to comply with selective licence conditions under section 95 of the Housing Act 2004.

If a landlord has committed multiple breaches or offences, a separate civil penalty may be imposed for each breach and offence. In each case, the level of any civil penalty imposed will be determined in accordance with this policy.

If multiple landlords have committed the same breach or offence at the same property, a separate civil penalty may be imposed on each offender. In each case, the level of civil penalty imposed on each offender will be in accordance with this policy.

This policy outlines the Council's methodology and mechanism for assessing and setting the level of a civil penalty at all stages where a civil penalty is under consideration, including the preparation of a notice of intent, and where a final decision has been made to impose a civil penalty.

When applying the civil penalties matrix, interim calculations at individual stages may result in figures that exceed the statutory maximum. Where the final amount reached following application of all relevant steps exceeds the statutory maximum, the civil penalty will be reduced to the applicable statutory maximum.

The Council considers the need for transparency and consistency to be of primary importance to ensure fairness in the discharge of its functions. The general objective of this policy is, therefore, to promote both transparency and consistency in the imposition of financial penalties so that those involved in the letting or management of accommodation (a) know how the Council will generally penalise relevant breaches and offences and (b) are assured that, generally, like cases will be penalised similarly, and different cases penalised differently.

The Council recognises that, despite its best efforts, landlords may operate unlawfully for a significant period without detection, and that only a proportion of those committing relevant breaches and offences will be identified. Accordingly, the Council seeks to ensure that civil penalties are set at a level that makes it clear to the landlord concerned and to others that operating unlawfully as a landlord is financially disadvantageous when compared to operating lawfully.

The Council has a duty to act fairly, transparently and consistently when assessing civil penalties. To maintain fairness between all landlords, the Council will not give weight to claims advanced as factors that might reduce the amount of a civil penalty unless those claims are supported by evidence that the Council reasonably considers to be relevant, reliable, credible, and sufficient in scope and detail to enable proper assessment of the claim, having regard to the nature of the claim, the information ordinarily available to the landlord, and the need for consistent and fair decision-making. Allowing inadequately evidenced assertions to influence outcomes would risk rewarding those who provide incomplete or misleading information and would create an unfair advantage over landlords who provide a full and properly evidenced account. Accordingly, the Council expects landlords against whom a civil penalty is being considered to provide all documents and records that would ordinarily exist if their account were accurate. Where such evidence is not provided, and no explanation that the Council considers adequate is given, the Council may draw an adverse inference.

Where claims are advanced without sufficient supporting evidence, the Council may request specified supporting material before determining whether to issue a final notice or whether any mitigation has been sufficiently evidenced so as to justify a lower civil penalty.

The further objectives of using financial penalties in particular as a means of enforcing the above breaches and offences are explained below.

Statutory Guidance

The Government has issued statutory guidance entitled “Civil penalties under the Renters' Rights Act 2025 and other housing legislation”, and “Tenant Fees Act 2019 statutory guidance for enforcement authorities”. The Council has regard to this guidance in the exercise of their functions in respect of civil penalties.

The Council has considered the following factors in developing this civil penalty policy to help ensure that the civil penalty is set at an appropriate level.

Severity of the breach or offence. The more serious the breach or offence, the higher the penalty should be.

Culpability and track record of the offender. A higher penalty will be appropriate where the offender has a history of failing to comply with their obligations and/or their actions were deliberate and/or they knew, or ought to have known, that they were in breach of their legal responsibilities.

The harm caused to the tenant. This is a very important factor when determining the level of penalty. The greater the actual harm or the potential for harm, principally to the tenant but also potentially the local community, the higher the penalty should be.

Punishment of the offender. The penalty should, in a way that is fair, both punish the offender and demonstrate the consequences of not complying with their responsibilities.

Deter the offender from repeating breaches or offences. The ultimate goal is to prevent any further offending and help ensure that the offender fully complies with all of their legal responsibilities in future. The level of the penalty should therefore be set at a level that it is likely to have a very significant deterrent effect.

Deter others from committing similar breaches or offences. While the fact that someone has received a civil penalty may not be in the public domain, the civil penalty policy itself will be and local authorities should consider how their formal enforcement activity can be effectively publicised.

An important part of deterrence is the realisation on the part of landlords that the local housing authority is proactive in levying civil penalties where the need to do so exists and the civil penalty will be set at a high enough level such that operating lawfully will be the sensible financial choice.

Remove any financial benefit the offender may have obtained as a result of committing the breach or offence. The principle here is that it should not be in the offender's financial interest to commit a breach or offence rather than comply, for example that the penalty for breaching licensing conditions in respect of occupancy of a property is less than the additional rent received as a result of the over-crowding. The absence of any financial benefit to the landlord does not mean though that the penalty should be reduced.

Civil Penalties Matrix

In determining the level of a civil penalty, officers will have regard to the matrix set out below. The matrix consists of the following sequential steps:

1. Determining the starting point based on the seriousness of the breach or offence.
2. Adjustment for factors relating to the type of landlord; size and type of portfolio controlled, owned or managed; experience of the landlord (“Landlord Type”)
3. Mitigating and aggravating factors the Council deems significant including, but not limited to, factors relating to the track record and culpability of the landlord and the actual or potential harm to the occupants.
4. Financial considerations.
5. Applying the totality principle.

Starting point based on seriousness of the breach or offence

The Ministry of Housing, Communities & Local Government has provided statutory guidance that prescribes starting points for all breaches and offences based on the seriousness of the breach or offence. The exception to this prescription is for breaches of licensing conditions under sections 72(3) and 95(2) of the Housing Act 2004, where the Council has determined its own starting levels based on the seriousness of the specific licence condition or type of licence condition that has not been complied with.

Adjustment for factors relating to the type of landlord; size and type of portfolio controlled, owned or managed; experience of the landlord (“Landlord Type”)

While all landlords are expected to comply fully with their legal obligations, the Council considers that a higher standard of professionalism and regulatory awareness is reasonably expected of landlords who operate at greater scale, who have greater experience, or who are involved in more complex forms of letting. Where such landlords fail to comply with their obligations, this will ordinarily justify a higher civil penalty.

In particular, a higher degree of professionalism is expected of landlords who:

- Control, own, or manage a significant portfolio of properties;
- Have significant experience in the letting or management of property;
- Are or have been involved in the letting or management of Houses in Multiple Occupation (HMOs);
- Are corporate landlords; or
- Are or have been directors of corporate landlords.

An upward adjustment of 20% of the applicable starting point will be applied where the landlord meets any one or more of the following criteria:

- The landlord has, at any point in time, controlled, owned, or managed six or more properties. These properties need not have been held concurrently or at the time civil penalty proceedings are brought.
- The landlord has, at any point in time, controlled, owned, or managed three or more properties that operated as HMOs, whether or not concurrently.
- The landlord is, or has previously been, a director of a corporate landlord.
- The landlord is a corporate landlord.
- The landlord has, in the Council's assessment and by reference to the available evidence, significant experience in the letting or management of property.

A downward adjustment of 20% of the applicable starting point will be applied only where all of the following criteria are met:

- The landlord has, at any point in time, controlled, owned, or managed no more than two properties.
- The landlord has controlled, owned, or managed no more than one property that has operated as an HMO, at any point in time.
- The landlord has, in the Council's assessment and by reference to the available evidence, very limited experience in the letting or management of property.

Mitigating and aggravating factors the Council deems significant including, but not limited to, factors relating to the track record and culpability of the landlord and the actual or potential harm to the occupants

To promote fairness and consistency in the administration of civil penalties, the Council will apply a structured and consistent framework when determining the extent to which mitigating and aggravating factors affect the quantum of any civil penalty.

General approach

Each breach or offence may have offence-specific mitigating and/or aggravating factors, which will be considered alongside the generic factors set out below.

Where multiple civil penalties are issued under this policy against the same landlord at the same time, and except where expressly stated otherwise, mitigating and aggravating factors will be considered and applied separately to each civil penalty when determining the quantum of each penalty.

Mitigating factors

The Council may reduce the level of a civil penalty by up to 20% of the applicable starting point to reflect the presence of mitigating factors.

Only in exceptional circumstances may the Council depart from the application of this policy in respect of mitigating factors and apply a reduction in excess of 20%. Exceptional circumstances are rare and unusual and are not established merely by the presence of multiple mitigating factors.

Within the framework of this policy, the Council has not sought to provide an exhaustive list of mitigating factors, recognising that a wide range of circumstances may potentially give rise to mitigation. However, the following generic mitigating factors will be considered in respect of each breach or offence:

Steps taken to remedy the basis of the breach or offence

Non-exhaustive examples include:

- Promptly remedying all elements of the breach or offence after receiving communication from the Council.
- Promptly remedying all the significant elements of the breach or offence leaving only less significant elements of the breach or offence.

A high level of cooperation

Non-exhaustive examples include:

- Proactive provision of significant information the Council reasonably considers relevant beyond that required by statutory notice.

Acceptance of liability

Non-exhaustive examples include:

- Accepting liability before or within the period for representations.

Where a landlord relies on a reasonable excuse defence or otherwise contests liability, this mitigating factor will not usually apply.

Health circumstances

Non-exhaustive examples include:

- A serious health condition or medical incident experienced by the landlord during, or in the period immediately preceding, the breach or offence, where there is clear and reliable evidence that the condition had a direct and material impact on the landlord's ability to comply with the relevant legal obligation. Examples may include, but are not limited to, a heart attack, stroke, cancer diagnosis, or other acute or serious medical event causing significant incapacity or impairment.

Diminished culpability (limited responsibility)

Non-exhaustive examples include:

- A joint landlord who has evidenced that compliance arrangements for the subject property were directed and controlled by another joint landlord, and not by them.

- A landlord who became involved only after an unforeseen change in circumstances (such as the death of the previous landlord) and who committed the breach or offence only for a limited period while putting their affairs in order.

The instruction of a managing or letting agent, or reliance on an agent's actions or omissions, will not of itself constitute diminished culpability.

Aggravating factors

The Council may increase the level of a civil penalty by up to 20% of the applicable starting point to reflect the presence of aggravating factors.

Only in exceptional circumstances may the Council depart from the application of this policy in respect of aggravating factors and apply an increase in excess of 20%. Exceptional circumstances are rare and unusual and are not established merely by the presence of multiple aggravating factors.

The following generic aggravating factors will be considered in respect of each breach or offence:

Previous history of non-compliance.

Non-exhaustive examples include:

- Previous successful prosecutions (including relevant spent convictions), previous civil penalties, previous rent repayment orders, previous works in default, previous simple cautions.

Concurrent investigations or proceedings relating to other civil penalties, prosecutions, or rent repayment orders will not be treated as previous non-compliance.

Non-cooperation with the Council.

Non-exhaustive examples include:

- Failure to comply with notices issued under section 16 of the Local Government (Miscellaneous Provisions) Act 1976, section 235 of the Housing Act 2004, or section 114 of the Renters' Rights Act 2025.
- Failing to provide a substantive response to a letter of alleged offence.
- Failing to attend previously agreed meetings.

Where the Council has prosecuted, or is pursuing a prosecution, in respect of the same act or omission involving failure to provide legally required information (including failure to comply with a statutory notice), that conduct will not also be treated as an aggravating factor for the purposes of setting the civil penalty, in order to avoid double counting.

Where multiple civil penalties are imposed against the same landlord at the same time, this aggravating factor will be applied only to the civil penalty with the highest starting point, unless there is a clear and reasoned basis for applying it differently.

Deliberate intent or negligence when committing the offence.

Non-exhaustive examples include:

- Knowledge that the breach or offence was occurring.
- Continuation of offending after communication from the Council.
- Premeditation or planning, including steps taken to prevent detection or effective investigation.
- Providing false or misleading information to the Council.
- Applying pressure to occupants to deter cooperation with the Council.

The number of occupants affected.

Non-exhaustive examples include:

- 3-5 occupants affected.

Duration of non-compliance.

Non-exhaustive examples include:

- The offence or breach occurred over a 3–6 month period.

Vulnerability of occupants

Non-exhaustive examples include children and young adults, persons vulnerable by reason of age, disability or sensory impairment, persons with drug or alcohol dependency, victims of domestic abuse, children in care, persons with complex health needs, persons who do not speak English as a first language, victims of trafficking or sexual exploitation, refugees, asylum seekers, and pregnant women.

Financial considerations

The Council will review the quantum of the civil penalty and consider whether it is sufficient to act as an effective deterrent to future non-compliance. Where the Council has evidence that it considers to be sufficiently reliable regarding rental income and/or asset value from the landlord, it may determine that an increase in the level of the penalty is appropriate in order to achieve effective deterrence.

It is essential that, as an absolute minimum, landlords do not financially benefit from their offending behaviour.

Financial circumstances will ordinarily be considered after any written representations have been received and as part of the determination of any final notice.

Where a landlord seeks to rely on a strained or limited financial position as a basis for reducing the level of a civil penalty, that position must be supported by appropriate and verifiable evidence sufficient to enable the Council to assess the landlord's financial position consistently, objectively, and transparently. Unsupported assertions, partial disclosure, or selective provision of information will not be given weight.

At a minimum, and where such information exists, the following should be provided as part of any written representations:

- The last three full tax years full self-assessment tax returns filed with HMRC, including all additional and supplemental pages;
- The last three full tax years' SA302 documents & tax year overviews;
- The last three months' payslips;
- The last three years P60 certificates;
- The last twelve months' Universal Credit payment statements;
- A list of all property assets owned or jointly owned (not limited to rental properties), together with corresponding Land Registry title documents;
- A list of all property assets owned, or held on a long lease, by any corporate entity in which the landlord has a beneficial interest, together with corresponding Land Registry documentation;
- The most recent annual mortgage statement for each property, or the last twelve months' mortgage statements where the mortgage has been in place for less than twelve months;
- Valuation statements for all ISAs held;
- Statements from any cryptoasset exchange accounts showing balances and valuations;
- A list of all shareholdings;
- Recent bank statements for any account holding a balance in excess of £5,000;
- Recent statements for all secured and unsecured loans;
- Bankruptcy orders and official notifications of bankruptcy.

Where the Council is not satisfied that it has been provided with sufficiently reliable, complete, and accurate information to assess the landlord's financial position, the Council may draw the inference that the landlord is able to pay the civil penalty as imposed.

A claimed inability to pay will not, of itself, outweigh the need to ensure effective deterrence or to remove any financial benefit obtained as a result of the breach or offence.

The totality principle

The Council will have regard to the totality principle to ensure that the overall outcome of its enforcement action is just and proportionate. In exceptional cases, and having regard to the particular circumstances of the case, the Council may take account of totality at an earlier stage by deciding not to pursue a civil penalty in respect of a specific breach or offence where doing so would render the overall outcome disproportionate.

In general, however, the application of the totality principle will form the final step in the Council's decision-making process, undertaken after any written representations have been considered and before final notices are issued, once the level of each individual civil penalty has been assessed in accordance with this policy.

As a final step before issuing final notices, the Council will consider whether multiple civil penalties being imposed under this policy against the same landlord at the same time result in an aggregate amount that is just and proportionate. Where the Council

concludes that the aggregate amount would not be just and proportionate, it will consider whether a proportionate reduction of the penalties is appropriate.

The totality principle does not operate across different legal persons who are separately liable in law, nor does it operate across civil penalties imposed at different times. In general, it applies only to multiple civil penalties imposed under this policy on the same person at the same time. Where, however, legislation provides that an officer of a body corporate, or a person concerned in its management, may be separately liable in relation to the same conduct as the body corporate, and that officer also holds a shareholding interest in the body corporate, the Council will, where civil penalties are imposed at the same time on both the body corporate and the officer arising from that same conduct, consider whether the combined outcome results in punitive duplication and is therefore not just and proportionate.

Where a reduction is applied under the totality principle, the Council will ordinarily do so by applying a uniform percentage reduction across all relevant civil penalties being issued at the same time, being those civil penalties that form part of the same totality assessment. Where, however, the application of the totality principle is required to address punitive duplication arising from a shared economic interest between a body corporate and an officer, the Council may apply a differential adjustment to ensure that the overall outcome is just and proportionate.

This approach reflects the statutory guidance on the application of the totality principle and is intended to promote consistency, transparency, and proportionality, while avoiding arbitrary or selective adjustment of individual penalties.

In accordance with the statutory guidance, any rent repayment orders made in respect of the same breach or offence will be disregarded for the purposes of assessing the totality of civil penalties under this policy.

Offences and breaches where a civil penalty may be levied and relevant considerations as to the level of that penalty

Protection from Eviction Act 1977 offences

Unlawful eviction and harassment of occupier - section 1 of the Protection from Eviction Act 1977

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£35,000	£40,000	£28,000	£35,000	£42,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Violence or threats of violence.
- Disposal of possessions or threats to dispose of possessions.
- Breach or evasion of an injunction or undertaking.
- Loss of home.

Housing Act 1988 breaches and offences

Failure to give a written statement of terms and any other prescribed information - section 16D of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- Provision of some of the required terms and prescribed information within the required period.

Offence-specific aggravating factors:

- None.

Attempting to let a property for a fixed term - section 16E(1)(a) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Attempting to end a tenancy by service of a notice to quit - section 16E(1)(b) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Tenant vacates property within four months of the date of vacation or equivalent specified in the notice to quit.

Attempting to end a tenancy orally or requiring that it is ended orally - section 16E(1)(c) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Tenant vacates property within four months of the date of vacation or equivalent specified in the notice to quit.

Serving a possession notice that attempts to end a tenancy outside the prescribed section 8 process - section 16E(1)(d) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Tenant vacates property within four months of the date of vacation or equivalent specified in the notice to quit.

Relying on a ground where the person does not reasonably believe that the landlord is, will, or may be able to obtain possession on that ground and the tenant(s) surrendered the tenancy within the period of four months beginning with the date of the contravention, without an order for possession of the dwelling-house being made - section 16E(1)(e) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failing to provide a tenant with prior notice that a ground which requires it may be used - section 16E(1)(f) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£7,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failure to give an existing tenant prescribed information about changes made by the Renters' Rights Act 2025 in the prescribed form and timeframe - paragraph 7(2) of schedule 6 to the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- Provision of some of the required prescribed information within the required period.
- Provision of prescribed information but not in the prescribed form.

Offence-specific aggravating factors:

- None.

Continuation of conduct subject to a relevant penalty (under s.16I or s.16K Housing Act 1988) after the 28-day period (or, if appealed, after conclusion of the appeal) where the final notice has not been withdrawn — section 16J(3) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Double the starting level for the two constituent	£40,000	Dependent on the constituent breaches	Dependent on the constituent breaches	Dependent on the constituent breaches

breaches added together				
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Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Conduct giving rise to liability under s.16I, where within the preceding five years the person has either (i) had a relevant penalty (under s.16I or s.16K Housing Act 1988) imposed for different conduct and the final notice has not been withdrawn, or (ii) been convicted under s.16J for different conduct – section 16(J)(4) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Double the starting level for the two constituent breaches added together	£40,000	Dependent on the constituent breaches	Dependent on the constituent breaches	Dependent on the constituent breaches

Offence-specific mitigating factors:

- Dependent on the most recent conduct giving rise to liability to a civil penalty under section 16I of the Housing Act 1988.

Offence-specific aggravating factors:

- Dependent on the most recent conduct giving rise to liability to a civil penalty under section 16I of the Housing Act 1988.

Relying on a ground where the person knows that the landlord would not be able to obtain an order for possession on that ground, or being reckless as to whether the landlord would be able to do so and the tenant(s) surrendered the tenancy within the period of four months beginning with the date the ground was relied on, without an order for possession of the dwelling-house being made – section 16J(1) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£30,000	£40,000	£24,000	£30,000	£36,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Breach of restrictions relating to reletting (s16(E)(2) Housing Act 1988) or remarketing (s16(E)(3) Housing Act 1988) a property within restricted period after using Grounds 1 or 1A of Schedule 2 Housing Act 1988 - section 16J(2) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount		Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000		£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Housing and Planning Act 2016 offences

Breach of a banning order - section 21(1) of the Housing and Planning Act 2016

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£35,000	£40,000	£28,000	£35,000	£42,000

Offence-specific mitigating factors:

- A single, isolated incident.

Offence-specific aggravating factors:

- Concealment or evasion.

Renters Rights Act 2025 breaches

Discrimination relating to children in the lettings process – section 33(1) of the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Discrimination relating to benefits in the lettings process – section 34(1) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failure to specify proposed rent within a written advertisement or offer – section 56(2) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£7,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Inviting, encouraging or accepting any offer of rent greater than the stated rate – section 56(3) of the Renters’ Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 breach of duties

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (3)(b), (3)(d), (3)(e). Regulation 3D: (a), (b), (c), (f)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£5,000	£40,000	£4,000	£5,000	£6,000

Offence-specific mitigating factors:

- The report or record evidences that the electrical installations were compliant at all points.

Offence-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (1)(a), (1)(b), (1)(c), (3)(a), (3)(c), (3)(ca), (5)(b), (5)(c). Regulation 3B: (1)(a), (1)(b), (1)(c). Regulation 3C: (1), (2)(a). Regulation 3D: (d), (e)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£40,000	£10,000	£12,500	£15,000

Offence-specific mitigating factors:

- The report or record evidences that the electrical installations were compliant at all points.

Offence-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (4), (5a), (6). Regulation 3C: (2)(b), (4)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Housing Act 2004 offences

Failure to comply with an improvement notice - section 30(1) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- The nature and extent of hazard(s) that are present once the deadline for compliance has passed.
- Whether the property is unoccupied once the deadline for compliance has passed.
- Access to the property was prevented by the actions or refusal of the occupant(s) and a landlord can evidence that they took steps to obtain access to the property for the purpose of carrying out the required works, but those steps fell short of establishing a reasonable excuse for non-compliance.

Offence-specific aggravating factors:

- The nature and extent of hazard(s) that are present once the deadline for compliance has passed.

Failure to comply with an overcrowding notice - section 139(7) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The level of overcrowding present.

Failure to obtain an HMO licence - section 72(1) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£17,000	£40,000	£13,600	£17,000	£20,400

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The landlord has knowledge or experience of licensing requirements.
- The condition of the unlicensed property.

Knowingly permitting over-occupation of an HMO - section 72(2) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- There are suitable amenity and space provisions in the HMO.

Offence-specific aggravating factors:

- The level of over-occupation present.

Failure to Comply with The Management of Houses in Multiple Occupation [England] Regulations 2006 and The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 – section 234(3) of the Housing Act 2004

The Management of Houses in Multiple Occupation (England) Regulations 2006 impose duties on the persons managing HMOs in respect of:

- Providing information to occupiers [Regulation 3]
- Taking safety measures, including fire safety measures [Regulation 4]
- Maintaining the water supply and drainage [Regulation 5]
- Supplying and maintaining gas and electricity, including having these services/appliances regularly inspected [Regulation 6]
- Maintaining common parts [Regulation 7]
- Maintaining living accommodation [Regulation 8]
- Providing sufficient waste disposal facilities [Regulation 9]

The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 impose duties on the persons managing HMOs as defined by Section 257 Housing Act 2004 in respect of:

- Providing information to occupiers [regulation 4]
- Taking safety measures, including fire safety measures [regulation 5]
- Maintaining the water supply and drainage [regulation 6]

- Supplying and maintaining gas and electricity, including having these services/appliances regularly inspected [regulation 7]
- Maintaining common parts [regulation 8]
- Maintaining living accommodation [regulation 9]
- Providing sufficient waste disposal facilities [regulation 10]

Where there are multiple breaches of a single Management Regulation at a single HMO, a single civil penalty will be imposed which will cover all the breaches of that Management Regulation.

Where multiple Management Regulations have been breached at a single HMO, a separate civil penalty will be imposed for each Management Regulation that has been breached.

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to provide information to occupier	£3,000	£40,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- The nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The nature and extent of offences within the specific regulation
- The landlord has refused to provide any outstanding contact information more than 48 hours after it has been requested by an occupant or on behalf of an occupant.

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to take safety measures	£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain water supply and drainage	£10,000	£40,000	£8,000	£10,000	£12,000

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to supply and maintain gas and electricity	£12,000	£40,000	£9,600	£12,000	£14,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain common parts, fixtures, fittings and appliances	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain living accommodation	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty to provide waste disposal facilities	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The nature and extent of offences within the specific regulation
- The lack of sufficient refuse and/or litter containers either inside and/or outside the property has been previously reported
- The refuse and/or litter that requires disposal includes hazardous materials

Breach of licence conditions – Section 72(3) Housing Act 2004

All granted HMO licences impose a set of conditions on the licence holder. It is important that the licence holder of a licensed property complies with all imposed conditions, but the Council recognises that a failure to comply with certain licence conditions is likely to have a much bigger impact on the safety and comfort of residents than others.

The starting levels for each different type of licence condition breach is set out below based on the seriousness of the offence. Where a licence condition could be interpreted to fall within two different potential starting levels, the higher starting level will be chosen.

Where multiple licence conditions have been breached at a single property, a separate civil penalty will be imposed for each licence condition that has been breached.

Failure to comply with licence conditions related to:

- **Signage or the provision of information for tenants**
- **Provision of written terms of occupancy for tenants**
- **Procedures regarding complaints**
- **Procedures regarding vetting of incoming tenants**
- **Compliance with deposit protection legislation**
- **The recording and provision of information regarding rent payments**
- **Procedures relating to rent collection**
- **The provision of information regarding occupancy of the property**
- **The provision of information regarding change of managers or licence holder details**
- **The provision of information related to changes in the property**
- **Requirements relating to the sale of the property**
- **Attending training courses**
- **Requirements to hold insurance**
- **The provision of insurance documentation**
- **The provision of or obtaining of suitable references**
- **The provision of keys and alarm codes**
- **Security provisions for access to the property**
- **The provision of suitable means for occupiers to regulate temperature**
- **Carrying out items on a schedule of works not otherwise mentioned in the HMO licence conditions section of this policy, relating to non-compliance with items on a schedule of works**

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£40,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- **Procedures and actions regarding Inspections**
- **Procedures regarding Repair issues**
- **Maintenance and use of common parts (including gardens, outbuildings and property exterior) and living areas**
- **Safeguarding occupiers and minimising disruption during works**
- **The provision of information regarding alterations and construction works**
- **Procedures regarding emergency issues**
- **Waste and waste receptacles, pests, minor repairs, alterations or decoration.**
- **Giving written notice prior to entry**
- **Allowing access for inspections**

- **Minimising risk of water contamination**
- **The compliance of furnishings or furniture with fire safety regulations**
- **Carrying out items on a schedule of works in relation to provision of mechanical extraction or electrical sockets**

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- **The provision of documentation regarding energy performance certificates, fire detection and prevention, emergency lighting, carbon monoxide detection, fire risk assessments, gas installations, electric installations and appliances**
- **Notification of legal proceedings, contraventions and other relevant information that may affect a fit and proper person status**
- **Procedures and actions regarding ASB**
- **Carrying out items on a schedule of works in relation to the provision of personal hygiene facilities, kitchen facilities or heating**
-

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£40,000	£10,000	£12,500	£15,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- **Minimum floor areas**
- **Occupancy rates**
- **Occupancy of rooms or areas that are not to be used as sleeping accommodation**
- **Limits on number of households allowed to occupy the property or part of the property**

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- **The condition or existence of smoke alarms, carbon monoxide alarms, emergency lighting, gas installations, electric installations and appliances, fire detection or other fire safety features or requirements**
- **The provision and maintenance of safe means of escape, including requirements to keep escape routes and exits free from obstruction**
- **Carrying out items on a schedule of works in relation to fire safety or the provision of a carbon monoxide detector**
-

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Tenant Fees Act 2019 breaches and offences

Requiring a relevant person to make a prohibited payment under section 1 or section 2 of the Tenant Fees Act 2019

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£5,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Failure to pay tenant back or the amount paid of the excess fees charged.

Unlawfully retaining a holding deposit under schedule 2 of the Tenant Fees Act 2019

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£5,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Failure to pay tenant back or the amount paid of the excess fees charged.

Conduct giving rise to liability under section 8, where within the preceding five years the landlord or letting agent has either (i) had a relevant penalty (under s8 for breach of s1 or s2 of the Tenant Fees Act 2019) imposed for a different breach of the same section and the final notice has not been withdrawn, or (ii) been convicted under s12 of an offence in respect of such a breach, under section 12 of the Tenant Fees Act 2019

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£30,000	£10,000	£12,500	£15,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Failure to pay tenant back or the amount paid of the excess fees charged.

Smoke and Carbon Monoxide Alarm (England) Regulations 2015 (as amended) breaches

Failing to comply with a remedial notice under Regulation 6 of the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 (as amended)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£5,000	£3,000	£4,000	£5,000

Offence-specific mitigating factors:

- Access to the property was prevented by the actions or refusal of the occupant(s) and a landlord can evidence that they took steps to obtain access to the property for the purpose of carrying out the required works, but those steps fell short of establishing a reasonable excuse for non-compliance.

Offence-specific aggravating factors:

- The number of alarms not working or missing.

Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 breaches

Privately rented properties must meet minimum energy efficiency standards as determined by the Energy Performance Certificate (EPC). These regulations allow the Council to issue civil penalties and/or impose a “publication penalty” which means publishing details of the breach on the PRS exemption register for a minimum period of 12 months. Where the Council imposes civil penalties on a landlord in relation to multiple regulation breaches at the same time, the total penalty must not exceed £5,000.

Letting a substandard property under Regulation 23 of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 for less than three months

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£2,000	£2,000	£1,600	£2,000	£2,000 plus 2-year Publication Penalty

Offence-specific mitigating factors:

- How far below the minimum energy efficiency standard the property fell.

Offence-specific aggravating factors:

- How far below the minimum energy efficiency standard the property fell.

Letting a substandard property under Regulation 23 of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 for three months or more

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£4,000	£3,200	£4,000	£4,000 plus 4-year Publication Penalty

Offence-specific mitigating factors:

- How far below the minimum energy efficiency standard the property fell.

Offence-specific aggravating factors:

- How far below the minimum energy efficiency standard the property fell.

Registering false or misleading information on the PRS exemptions register under Regulation 36(2) of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£1,000	£1,000	£800 plus 1-year Publication Penalty	£1,000 plus 2-year Publication Penalty	£1,000 plus 4-year Publication Penalty

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failing to comply with a Compliance Notice under Regulation 37(4)(a) of the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£2,000	£2,000	£1,600	£2,000	£2,000 plus 2-year Publication Penalty

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014 breaches

Failing to belong to a redress scheme for lettings agency work under Article 3 of the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£5,000	£5,000	£4,000	£5,000	£6,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failing to belong to a redress scheme for property management work under Article 5 of the Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£5,000	£5,000	£4,000	£5,000	£6,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Process for imposing a civil penalty and the right to make written representations

Notice of intent

Before imposing a civil penalty on a landlord, the Council will give the landlord a notice of intent. The notice of intent will set out:

- The amount of the proposed civil penalty
- The reasons for proposing to impose the civil penalty
- Information about their right to make written representations

Right to make written representations

A landlord who is given a notice of intent may make written representations to the Council about the proposal to impose a civil penalty. Any representations must be made within a period of 28 days beginning with the day after the date on which the notice of intent was given.

Decision after the representations period

After the end of the period for representations the Council will:

- Decide whether to impose a civil penalty on the landlord; and

- If it decides to impose a civil penalty, decide the amount of the penalty. This amount can be higher or lower than the amount stated in the notice of intent.

A landlord's rectification of the identified breach or offence during the representations period will rarely, of itself, lead the Council to conclude that the imposition of a civil penalty is inappropriate. However, compliance at that stage will usually be relevant to the assessment of mitigating factors that may reduce the level of any civil penalty imposed.

Similarly, an admission of liability will rarely, of itself, lead the Council to conclude that the imposition of a civil penalty is inappropriate. An admission of liability will, however, usually be relevant to the assessment of mitigating factors that may reduce the level of any civil penalty imposed.

Final notice

If, following the receipt of written representations and/or the expiry of the time period to make written representations, the Council decides to impose a civil penalty on the landlord, it will give the landlord a final notice imposing that penalty.

The final notice will set out:

- The amount of the civil penalty
- The reasons for imposing the penalty
- Information about how to pay the penalty
- The period for payment of the penalty
- Information about rights of appeal
- The consequences of failure to comply with the notice

Discount for prompt payment

Where a civil penalty imposed by a final notice is paid in full within the period specified in that notice (normally 28 days beginning with the day after the final notice is given), the Council will apply a discount of 15% to the amount of the civil penalty.

The availability of the discount is conditional upon full payment being received within the specified period. The discount period will not be extended or suspended by the bringing of an appeal. A landlord who chooses to appeal may still benefit from the discount by paying the civil penalty in full within the specified period; however, where payment is not made within that period, the discount will not apply.

Illustrative example of the application of the discount

The landlord of an HMO property fails to obtain a licence. They only operate two HMO properties and there are no other relevant factors or aggravating features. The starting point for the offence under the Council's civil penalties matrix is £17,000.

Following the issue of a notice of intent proposing a civil penalty of £17,000, the landlord makes written representations. Having considered those representations,

the Council determines to impose a civil penalty of £16,000, as set out in the final notice.

If the landlord pays the civil penalty in full within the payment period specified in the final notice, a 15% prompt payment discount is applied, resulting in a discounted payment of £13,600.

Appeals

A landlord who is given a final notice may appeal to the First-tier Tribunal (Property Chamber) against the decision to impose a civil penalty and/or the amount of the civil penalty. Any appeal must be made within 28 days beginning with the day after the date on which the final notice was given.

Where an appeal is brought, the final notice is suspended until the appeal is finally determined or withdrawn.

An appeal to the First-tier Tribunal is by way of a re-hearing of the Council's decision. In determining an appeal, the Tribunal may have regard to matters of which the Council was unaware at the time the decision to impose the civil penalty was made.

The Tribunal may dismiss an appeal if it is satisfied that the appeal is frivolous, vexatious, an abuse of process, or has no reasonable prospect of success.

The First-tier Tribunal may invite the parties to consider mediation or another form of alternative dispute resolution. The Council will not generally agree to mediation in relation to the level of a civil penalty, as civil penalties are determined by reference to this Policy to promote fair, consistent, and proportionate outcomes. Agreeing reductions outside the Policy framework would risk undermining consistency and the Council's enforcement objectives.

On determination of an appeal, the Tribunal may:

- Confirm the civil penalty
- Vary the amount of the civil penalty (whether by increase or reduction)
- Cancel the civil penalty

Where the Tribunal varies a civil penalty by increasing its amount, it may do so only up to the applicable statutory maximum for the relevant breach or offence.

A party to the appeal may apply for permission to appeal the decision of the First-tier Tribunal to the Upper Tribunal (Lands Chamber).

Policy review and updates

To ensure this policy stays up to date with changes in legislation and relevant caselaw, this policy authorises the Assistant Director for Wellbeing and Housing Services, in consultation with the Portfolio Holder for Housing to approve updates to this policy where such changes are consistent with the overall policy approach.



Cherwell District Council
Equality and Climate Impact Assessment

Housing Civil Penalties Policy

Appendix 2

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Section 1: Summary details

Directorate and Service Area	Wellbeing and Housing – Housing Services
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Housing Civil Penalties Policy
Is this a new or existing function or policy?	Revised policy to cover existing and expanded service function
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>The Council recognises that effective regulation of the private rented sector is vital for helping to improve standards, combating poor performing landlords, and improving the health and wellbeing of Cherwell’s residents. The Renters’ Rights Act 2025 places significant new duties on the Council to enforce an expanded range of landlord obligations through the imposition of civil penalties or prosecution. This policy seeks to ensure we can undertake our statutory duties efficiently, effectively and lawfully.</p> <p>Through our housing enforcement activities under this policy, we also seek to:</p> <ul style="list-style-type: none"> • Ensure that accommodation is safe and operated appropriately and responsibly • Enhance the safety, health, and wellbeing of residents and contribute to reducing inequalities through improved housing conditions. • Contribute to tackling fuel poverty and climate change by improving the energy efficiency of rented homes in the district through enforcement.
Completed By	David North
Authorised By	Richard Smith

Date of Assessment	March 2026
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Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>The Renters’ Rights Act introduces a significantly expanded civil penalty framework and places new duties on the Council to enforce a broader range of landlord obligations. This includes new compliance requirements, enhanced penalties for repeat or serious non-compliance, and clearer expectations that enforcement activity is fair, consistent and proportionate. To meet these requirements, the Council must ensure its relevant policies are fully aligned with the new legislative framework.</p> <p>The Councils existing Civil Penalty and Enforcement Policies were developed prior to the introduction of the Renters’ Rights Act and do not reflect the suite of new offences or amendments to penalty or evidential thresholds.</p> <p>Without updated policies, there is a risk of inconsistent enforcement, legal challenge to decisions and reduced ability to demonstrate compliance with statutory guidance and best practice. Updating these policies is essential to ensure the Council can meet its statutory obligations as of 1 May 2026.</p> <p>The Council’s current Enforcement Policy was developed within a regulatory framework where local authorities retained broad discretion to resolve non-compliance through informal or advisory action, reflecting the principles of the Regulators’ Code. That approach assumed enforcement was generally discretionary and that informal resolution would often be appropriate as a first response. This framework underpins much of the Council’s existing regulatory practice.</p> <p>The Renters’ Rights Act represents a fundamental shift from that position. Section 107 places a statutory duty on local housing authorities to enforce landlord legislation, altering the balance between informal action and formal enforcement. Where breaches of the defined ‘landlord legislation’ are identified, the Council must now actively consider enforcement action to meet this duty, rather than defaulting to advice or informal resolution in the first instance. As a result, the Regulators Code can no longer be relied upon to justify informal action as the starting point for compliance under the Renters’ Rights Act.</p>
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	<p>Historically, enforcement of private rented sector legislation has varied significantly between local housing authorities. Differences in local policy frameworks, penalty setting mechanisms and approaches to escalation have led to what is termed as a ‘postcode lottery’ for landlords, where similar breaches may result in markedly different enforcement outcomes depending on the authority involved. This inconsistency risks undermining confidence in the regulatory system, creates uncertainty for landlords operating across multiple areas and increases the likelihood of challenge to enforcement decisions. This also results in discrepancies to the level of tenant protections.</p> <p>In response to these concerns, the voluntary group, Association of Chief Environmental Health Officers (ACEHO) has developed a suite of national model policies, including a Civil Penalty Policy and an Enforcement Policy, with a further policy on Civil Penalty Debt Recovery currently in development. These policies are intended to promote greater consistency, transparency and robustness in local authority enforcement approaches, while allowing for appropriate local discretion where appropriate. Aligning the Council’s policies with this nationally recognised framework supports a consistent and defensible approach to enforcement, reduces the risk of unfavourable outcomes to legal challenge and strengthens the Council’s ability to meet its statutory duties under the Renters’ Rights Act.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>It ensures that the Council can meet its statutory duties under the Renters’ Rights Act 2025 section 107. It provides a clear and consistent framework for enforcement decision making and supports alignment.</p> <p>This option minimises risk of legal challenge, ensures that the Council is implementing the Renters’ Rights Act effectively and that the intended tenant protections are driven forwarded.</p> <ul style="list-style-type: none"> • Full compliance with the Renters’ Rights Act 2025 • Clear officer guidance and defensible enforcement outcomes • Reduces legal challenge and reputational risks
<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service users and stakeholders etc, that</p>	<p>Historically, enforcement of private rented sector legislation has varied significantly between local housing authorities. Differences in local policy frameworks, penalty setting mechanisms and approaches to escalation have led to what is termed as a ‘postcode lottery’ for landlords, where similar breaches may result in markedly different enforcement outcomes depending on the authority involved. This inconsistency risks undermining confidence in the</p>

<p>supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>regulatory system, creates uncertainty for landlords operating across multiple areas and increases the likelihood of challenge to enforcement decisions. This also results in discrepancies to the level of tenant protections.</p> <p>In response to these concerns, the voluntary group, Association of Chief Environmental Health Officers (ACEHO) has developed a suite of national model policies, including a Civil Penalty Policy and an Enforcement Policy, with a further policy on Civil Penalty Debt Recovery currently in development. These policies are intended to promote greater consistency, transparency and robustness in local authority enforcement approaches, while allowing for appropriate local discretion where appropriate. Aligning the Council’s policies with this nationally recognised framework supports a consistent and defensible approach to enforcement, reduces the risk of unfavourable outcomes to legal challenge and strengthens the Council’s ability to meet its statutory duties under the Renters’ Rights Act.</p>
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>The following alternative options have been identified and rejected for the reasons as set out below.</p> <p><u>Option 1:</u> Retain existing policies with minor amendments only.</p> <p>Make limited amendments to the current Enforcement and Civil Penalty Policies to reference the Renters’ Rights Act, without adopting a revised framework linked to civil penalties.</p> <p>Implications:</p> <ul style="list-style-type: none"> • Policies will not adequately reflect the statutory duty to enforce under section 107 • Ongoing risk of inconsistency across England • Reduced clarity for officers, landlords and tenants • Higher likelihood of legal challenge and policy failure under scrutiny • Reputational risk for ineffectively implementing the Renters’ Rights Act <p>This option is therefore rejected</p>

Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A

Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Carers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Poorer rental properties are concentrated in areas of deprivation. More consistent and robust enforcement of poor property conditions through this policy should have a positive impact.	N/A	N/A	N/A

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Other Council Services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Increased enforcement activity is likely to increase workload for legal services. Having a clear and robust policy will help to enable cases to be defended and determined more quickly and easily.	N/A	N/A	N/A
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Social Value ¹	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 3: Impact Assessment - Climate Change Impacts

OCC and CDC aim to be carbon neutral by 2030. How will your proposal affect our ability to reduce carbon emissions related to

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Energy use in our buildings or highways	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Our fleet	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Staff travel	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Purchased services and products (including construction)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Maintained schools	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A

We are also committed to enable Cherwell to become carbon neutral by 2030 and Oxfordshire by 2050. How will your proposal affect our ability to:

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Enable carbon emissions reduction at district/county level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Through its enforcement activities the Council can require energy efficiency improvement works be undertaken to rented properties.	N/A	N/A	N/A

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	2029
Person Responsible for Review	Housing Grants and Standards Manager
Authorised By	Head of Housing

This report is public	
Housing Enforcement Policy	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Portfolio Holder for Housing and Greener Communities – Councillor Ian Middleton
Date Portfolio Holder agreed report	27 May 2026
Report of	Assistant Director - Wellbeing and Housing – Nicola Riley

Purpose of report

To seek approval for the new Housing Enforcement Policy.

1. Recommendations

The Executive resolves:

- 1.1 To approve the new Housing Enforcement Policy.

2. Executive Summary

- 2.1 The Renters' Rights Act 2025 introduces a range of new landlord obligations and places significant new duties on the Council to enforce the Landlord Legislation through the imposition of civil penalties or prosecution. The Act introduces a substantially expanded civil penalty framework and includes new compliance requirements and enhanced penalties for repeat or serious non-compliance. New guidance sets out the Government's expectations for how local authorities are to enforce these provisions consistently, robustly and proportionately. To meet these requirements, the Council must ensure its relevant policies are fully aligned with the new legislative framework.
- 2.2 The updated Housing Enforcement Policy is based on model policies developed nationally with the aims of increasing consistency of enforcement and helping local authorities defend decisions against legal challenge. The other Oxfordshire district and city councils are using these model policies as the basis for their revised policies, which provides a sound basis for the policy change, considering Local Government Reorganisation.
- 2.3 This revised Housing Enforcement Policy sets out the new, much stronger enforcement approach that Local Housing Authorities are required to adopt under the Renters' Rights Act. This is a notable change from previous policy approaches.

Implications & Impact Assessments

Implications	Commentary
Finance	<p>This report does not have any financial implications.</p> <p>Kelly Wheeler, Finance Business Partner, 23 March 2026</p>
Legal	<p>The proposed Housing Enforcement Policy has been reviewed from a legal perspective and is considered to provide a sound and lawful framework for the exercise of the Council’s enforcement functions.</p> <p>The policy appropriately reflects the Council’s statutory powers and duties under relevant housing legislation, including the Housing Act 2004, the Protection from Eviction Act 1977, and other applicable regulatory provisions. It also takes account of recent legislative developments, including the Renters’ Rights Act 2025, and is consistent with the evolving legal framework governing the private rented sector.</p> <p>The policy demonstrates due regard to established public law principles, including proportionality, consistency, transparency, and reasonableness. It provides a clear basis for determining when enforcement action is appropriate and ensures that decisions are capable of being justified, both in terms of evidential sufficiency and procedural fairness.</p> <p>The range of enforcement options available to the Council is accurately reflected, including informal action, statutory notices, civil penalties, prosecutions, and other regulatory interventions. The policy supports a graduated and risk-based approach to enforcement, which is consistent with relevant statutory guidance and good regulatory practice.</p> <p>No significant legal risks have been identified in respect of the adoption of the policy. However, it is noted that the implementation of the Renters’ Rights Act 2025 and any associated legislation or guidance may require the policy to be kept under periodic review to ensure continued compliance.</p> <p>Overall, the policy provides a robust legal framework for the enforcement activity and is suitable for adoption.</p> <p>Gurnam Bains, Solicitor (Litigation), 25 March 2026</p>
Risk Management	<p>There are no direct risk implications arising from this report. The proposal, however, serves to mitigate potential risks associated with failing to properly reflect the statutory duty to enforce under Section 107, as well as the risk of diverging from established practice among our English counterparts. It also reduces the likelihood of ambiguity for officers, landlords and tenants, and</p>

	helps guard against increased prospects of legal challenge, policy failure under scrutiny, and reputational damage stemming from ineffective implementation of the Renters' Rights Act. Celia Prado-Teeling, Performance & Insight Team Leader, 24 March 2026			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		X		There is no overall impact to Equality as a consequence of this proposal. The policy has been developed in line with our Equalities, Diversity and Inclusion, in compliance with the Equalities Act 2010, including completion of a full Equalities and Climate Impact Assessment. Celia Prado-Teeling, Performance & Insight Team Leader, 24 March 2024
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?	x			Poorer rental properties are concentrated in areas of deprivation. More consistent and robust enforcement of poor property conditions through this policy should have a positive impact to some of our more vulnerable residents in within those areas.
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		x		
Climate & Environmental Impact		x		Not applicable
ICT & Digital Impact		x		Not applicable
Data Impact		x		Not applicable
Procurement & subsidy		x		Not applicable
Council Priorities	Quality housing and place making			
Human Resources	Not applicable			
Property	Not applicable			
Consultation & Engagement	Not applicable			

Supporting Information

3. Background

- 3.1 The Council's existing Housing Enforcement Policy was developed prior to the introduction of the Renters' Rights Act and does not reflect the suite of new offences or amendments to penalty or evidential thresholds. Without updated policies, there is a risk of inconsistent enforcement, legal challenge to decisions and reduced ability to demonstrate compliance with statutory guidance and best practice. Updating these policies is essential to ensure the Council can meet its statutory obligations from 1 May 2026.
- 3.2 The Council's current Housing Standards Enforcement Policy was developed within a regulatory framework where local authorities retained broad discretion to resolve non-compliance through informal or advisory action, reflecting the principles of the Regulators' Code. That approach assumed enforcement was generally discretionary and that informal resolution would often be appropriate as a first response. This framework underpins much of the Council's existing regulatory practice. The Renters' Rights Act (RRA) represents a fundamental shift from that position. Section 107 of the RRA places a statutory duty on local housing authorities to enforce landlord legislation, altering the balance between informal action and formal enforcement. Where breaches of the defined 'landlord legislation' are identified, the Council must now actively consider enforcement action to meet this duty, rather than defaulting to advice or informal resolution in the first instance. As a result, the Regulators Code can no longer be relied upon to justify informal action as the starting point for compliance under the Renters' Rights Act.
- 3.3 Historically, enforcement of private rented sector legislation has varied significantly between local housing authorities. Differences in local policy frameworks, penalty setting mechanisms and approaches to escalation have led to what is termed as a 'postcode lottery' for landlords, where similar breaches may result in markedly different enforcement outcomes depending on the authority involved. This inconsistency risks undermining confidence in the regulatory system, creates uncertainty for landlords operating across multiple areas and increases the likelihood of challenge to enforcement decisions. This also results in discrepancies to the level of tenant protections. In response to these concerns, the voluntary group, Association of Chief Environmental Health Officers (ACEHO) has developed a suite of national model policies, including a Civil Penalty Policy and an Enforcement Policy, with a further policy on Civil Penalty Debt Recovery policy currently in development. These policies are intended to promote greater consistency, transparency and robustness in local authority enforcement approaches, while allowing for appropriate local discretion where appropriate.
- 3.4 Aligning the Council's policies with this nationally recognised framework supports a consistent and defensible approach to enforcement, reduces the risk of unfavourable outcomes to legal challenge, strengthens the Council's ability to meet its statutory duties under the Renters' Rights Act and puts the Council in a positive position moving towards Local Government Reorganisation.

4. Details

- 4.1 The Housing Enforcement Policy sets out our approach to investigation and decision-making of housing and landlord legislation breaches and offences.
- 4.2 Under the Renters' Rights Act, if a local housing authority suspects non-compliance with housing or landlord legislation, it must consider what proactive steps may be reasonably necessary to establish that a breach or offence has occurred. Where it is not possible to remove the non-compliance because for example tenants have already been illegally evicted from their home, the local housing authority must issue a civil penalty notice or start prosecution proceedings if it is satisfied that the necessary evidential threshold has been reached and proceeding is in the public interest.
- 4.3 Being based on the national model policy enables the council to effectively enforce this new regulatory regime using an approach that is consistent with the other councils across Oxfordshire and further afield.
- 4.4 Various other breaches and offences under the Renters' Rights Act are due to be commenced over the next year, and as this is such a new and significant area of law it is anticipated that there will be a need to make minor updates in response to updated regulations and caselaw.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Retain existing policy

This is an option that could be taken. However, it would have the following implications:

- Policies will not adequately reflect the statutory duty to enforce under section 107
 - Ongoing risk of inconsistency across England
 - Reduced clarity for officers, landlords and tenants
 - Higher likelihood of legal challenge and policy failure under scrutiny
 - Reputational risk for ineffectively implementing the Renters' Rights Act
- This option is therefore rejected.

6 Conclusion and Reasons for Recommendations

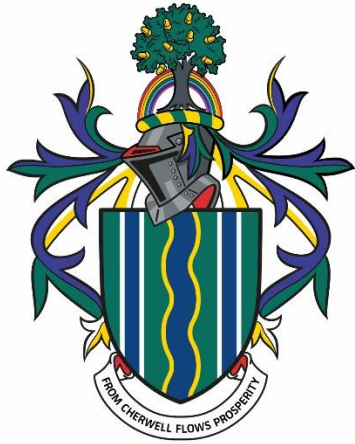
- 6.1 It is important that the Council has up to date policies and procedures for key service areas and it is important that they are legislatively and operationally sound.

Decision Information

Key Decision	Yes Community threshold met
Subject to Call in	Yes
If not, why not subject to call in	Not applicable
Ward(s) Affected	All wards

Document Information

Appendices	
Appendix 1	Housing Enforcement Policy
Appendix 2	ECIA – Housing Enforcement Policy
Background Papers	None
Reference Papers	None
Report Author	Richard Smith – Head of Housing
Report Author contact details	richard.smith@cherwell-dc.gov.uk 01295 221640
Executive Director Approval (unless Executive Director or Statutory Officer report)	Kristian Aspinall, Executive Director Neighbourhood Services, 25 March 2026



Cherwell

DISTRICT COUNCIL
NORTH OXFORDSHIRE

Housing Enforcement Policy

**Enforcement of the Renters' Rights Act 2025 and
other housing legislation**

Document Control and Overview

Organisation(s)	Cherwell District Council
Policy Title	Housing Enforcement Policy
Author	Housing Grants and Standards Manager
Owner	Housing Grants and Standards Manager
Version	1.0
Document Reference	
Approval Date	June 2026
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Latest Review Date	June 2029

Document Revision History

Revision Date	Reviser	Previous Version	Description of Revision

Document Approvals

This document has been approved by:

Approval	Date
Executive	June 2026

Document Distribution

Name	Job Title

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Background

This policy sets out the Council's principles for enforcing and executing its duties as a Housing Authority under the relevant statute.

Section 3 of the Housing Act 2004 imposes a duty on Councils to keep housing conditions in their district under review with a view to identifying any action that may need to be taken by them.

Section 107 of the Renters' Rights Act 2025 imposes a duty on the Council to enforce the Landlord Legislation. The Landlord Legislation is comprised of the following:

- Chapters 3 and 6 of Part 1 of the Renters' Rights Act 2025,
- Part 2 of the Renters' Rights Act 2025,
- Sections 1 and 1A of the Protection from Eviction Act 1977, and
- Chapter 1 of Part 1 of the Housing Act 1988.

Section 110 of the Renters' Rights Act 2025 imposes a duty on the Council to report to the Secretary of State on the exercise of its functions under the Landlord Legislation.

In this policy, the term 'landlord' should be read as including letting agents, managing agents, licensors, property owners, directors of corporate landlords and any other person involved in the letting or management of privately rented accommodation.

In this policy, the terms 'House of Multiple Occupation' or 'HMO' are defined by the Housing Act 2004.

Aims of the Policy

The purpose of this enforcement policy is to provide guidance for Housing Authority officers to ensure enforcement action is taken in line with the provisions of the Renters' Rights Act 2025 and mandatory guidance to local authorities.

The Act and the 'Landlord Legislation' (as defined by S107) sit outside of the Regulators' Code, and its provisions do not apply.

Part 1 of the Housing Act 2004 is also outside of the code's scope.

Notwithstanding this, the following legislation and its enforcement does come within the Legislative and Regulatory Reform (Regulatory Functions) Order 2007 and is therefore within the scope of the Regulators Code and the principles of good regulation:

- Parts 8, 9 and 10 of the Housing Act 1985
- Part 8 of the Housing Act 1996
- Parts 2 to 5 of the Housing Act 2004

This policy document sets out what owners, landlords, their agents or any other person involved in the letting or management of privately rented accommodation, and tenants of private rented sector properties, can expect from officers when dealing with non-compliance.

All enforcement action taken will be in accordance with relevant statutory Codes of Practice, Council procedures and protocols, and official guidance from central and local government bodies.

As a public body under the Human Rights Act 1998, the Council will apply the principles of the European Convention for the Protection of Human Rights and Fundamental Freedoms.

Approach to Enforcement

The Council wants to support responsible landlords to raise housing standards. However, the Council expects landlords to have a good understanding of the housing standards and management issues that should be met in privately rented accommodation.

Section 5 of the Housing Act 2004 places a duty on Councils to take appropriate enforcement action where a Category 1 hazard exists.

Section 7 of the Housing Act 2004 gives Councils a discretionary duty to take action where a Category 2 hazard exists. The Council will usually take action where a Category 2 hazard exists.

In addition, Council officers will often investigate and identify the need to take enforcement action through a range of routes, including (but not limited to): proactive inspections of dwellings through licensing provisions; in response to a complaint or request for assistance; and referrals from other public bodies. All investigations will be carried out in accordance with the relevant statutory requirements. The Council will ensure that appropriate governance is in place to ensure that action is taken in accordance with appropriate policies.

The Council may commence enforcement with formal action instead of informal action in the first instance. In deciding whether to do so, the circumstances of the case will be taken into account. Relevant factors may include, but are not limited to:

- Where there is a risk to public health
- Where there is a blatant or deliberate contravention of the law
- Where there is history of non-compliance

The Council will usually take formal action in the first instance if there has been:

- Non-compliance with previous formal or informal action
- Offences in relation to the licensing of HMOs

The Council will take formal enforcement action in the first instance for breaches of the Landlord Legislation.

Investigatory Powers

In addition to the Council's informal and formal powers of enforcement, there are investigatory powers relating to the collection of information and relating to the entry of premises including, but not limited to, the powers detailed below.

Power to Investigate

Section 114 of the Renters' Rights Act 2025 gives the Council power to issue a notice to a relevant person to require the person to provide specified information to the Council.

This notice may be given to any person with an estate or interest in the land; the licensor; their agents; or a marketer of a property. It may be given in regard to any offence under the following Legislation:

- Sections 1 and 1A of the Protection from Eviction Act 1977;
- Chapter 1 of Part 1 of the Housing Act 1988;
- Section 83(1) or 84(1) of the Enterprise and Regulatory Reform Act 2013;
- Sections 21 to 23 of the Housing and Planning Act 2016;
- Chapter 3 of Part 1 and Part 2 of the Renters' Rights Act 2025.

Failure to comply with a Section 114 notice is an offence under Section 131 of the Renters' Rights Act 2025, as is being obstructive and intentionally or recklessly making false or misleading statements in response to a Section 113 notice.

Section 115 of the Renters' Rights Act 2025 permits the Council when it reasonably suspects a breach of the Rented Accommodation Legislation to issue a notice to any person requiring them to provide the information specified. This may only be done to investigate whether a breach has occurred under the Rented Accommodation Legislation, or to determine the amount of a penalty. For the purposes of this section, the Rented Accommodation Legislation means:

- Sections 1 and 1A of the Protection from Eviction Act 1977
- Chapter 1 of Part 1 of the Housing Act 1988
- Parts 1 to 4 and 7 of the Housing Act 2004
- Section 83(1) or 84(1) of the Enterprise and Regulatory Reform Act 2013
- Sections 21 to 23 of the Housing and Planning Act 2016
- Chapter 3 of Part 1 and Part 2 of the Renters' Rights Act 2025.

Where an individual has not complied with a S115 notice, Section 116 Renters' Rights Act 2025 enables the Council to make an application to the Court to enforce the provisions of the notice and seek reimbursement for the costs of the application.

Section 131 of the Renters' Rights Act provides that, in addition to the offence of non-compliance with a Section 114 notice, it is an offence for an individual without reasonable excuse to obstruct a Council officer seeking to exercise their powers. It is also an offence to fail without reasonable excuse to give an officer any additional assistance or information which they reasonably require.

Section 235 of the Housing Act 2004 allows the Council to issue a notice to relevant individuals, including occupiers, directing them to provide specified documents under their control for the purpose of exercising the Council's functions under Parts 1 to 4 of the Housing Act 2004, or investigating whether an offence has been committed

under Parts 1 to 4 or 7 of the Housing Act 2004 in relation to qualifying residential premises.

Section 16 of the Local Government (Miscellaneous Provisions) Act 1976 also permits the Council to issue a notice to an occupier, manager, or individual with an interest in the land to compel them to provide the Council with information on the nature of their interest and the names and addresses of current occupiers and of any others with an interest in the land.

Entry to Premises

Section 118 of the Renters' Rights Act 2025 permits Council officers to enter business premises of relevant people (including landlords, letting agents, and marketers) if it is necessary for the production or seizure of documents under s122-s123 Renters' Rights Act 2025. This power will be exercised without a warrant.

Section 121 of the Renters' Rights Act 2025 allows a Council officer named in a warrant to enter premises used for a rental sector business which is not mainly accommodation if there are documents on the premises which the officer could require under Section 122 or seize under Section 123. In addition, for this power to be exercised, one of the following conditions must be met:

- That access to the premises has been or is likely to be refused, and the Council has provided notice of their intention to apply for a warrant to the occupier;
- Those documents on the premises would likely be concealed or interfered with if notice of entry were to be given; or
- That no occupier is present, and waiting for their return might defeat the purpose of the entry.

Following a Section 118 or Section 121 Renters' Rights Act 2025 entry, Section 122 allows an officer at any reasonable time to require a relevant person on the premises to produce any documents relating to the business and to take copies of them. This may only be exercised to ascertain whether there has been a breach of the Rented Accommodation Legislation where an officer reasonably suspects there has been a breach or an offence; or to ascertain whether the documents may be required in evidence for proceedings regarding a breach or offence.

Following a Section 118 or Section 121 Renters' Rights Act 2025 entry, Section 123 authorises Council officers to seize and detain documents that the officer reasonably suspects may be required as evidence in proceedings relating to a breach of, or an offence under, the Rented Accommodation Legislation. When doing so, the officer will provide evidence of the officer's identity and authority if reasonably practicable. The officer will take reasonable steps to inform the person from whom documents have been seized that they have been seized, and will provide that person with a written record of what has been taken.

Section 126 of the Renters' Rights Act 2025 permits the Council to enter residential premises used for a tenancy at a reasonable time if the officer considers it necessary as part of an investigation into potential offences specified in subsection 1(b). Where

required, the Council will give at least 24 hours' notice of this entry to the occupier and individuals with an interest in the property as per subsection 1(c), detailing in writing why the entry is necessary and the suspected offences. Where there are occupiers found on the premises, the officer will provide evidence of the officer's identity and authority to at least one of the occupiers if reasonably practicable.

In addition, Section 239 of the Housing Act 2004 permits Council officers to enter, if necessary and at a reasonable time, a property in order to carry out a survey or examination. This may be done if any one of the following is met:

- to determine if any Part 1-4 or 7 enforcement functions should be exercised;
- the premises are part of an Improvement Notice or Prohibition Order;
- a management order is in force under Chapter 1 or 2 of Part 4 on the premises.

In certain circumstance the Council may obtain a warrant to enter, by force if necessary, under Section 240 of the Housing Act 2004.

Informal action

Informal action taken by the Council may be written or verbal advice. Additionally, a visit may be made at the outset by Council Officers in cases where the initial complaint or contact indicates that an immediate investigation by a Council officer is warranted.

In cases where officers visit an address, whether this is a result of a landlord's failure to adequately resolve a highlighted issue or as part of an audit or other investigation, written or verbal advice may be deemed sufficient should the inspection highlight only very minor deficiencies.

Where written advice is deemed appropriate by the Council and is provided, timescales will normally be included to undertake any specified work or actions.

While the Council will use its discretion on whether to carry out informal action for a Category 2 hazard, it does not need to provide written or verbal advice before commencing formal action.

Formal action

If formal action is considered appropriate, the following options are available to the Council.

Housing Act 2004 Part 1

- Issue an Improvement Notice in respect of any Category 1 hazards and any Category 2 hazards on the property. This requires the person to whom it is served to undertake the remedial action specified on the Notice within a given timeframe. The mandated work and the timeframe will be determined by the Council depending on the nature and scale of the work.
- Issue a Prohibition Order in respect of any Category 1 hazards and any Category 2 hazards on the property. This prevents occupation of whole or part

of the property, or can be used to limit occupant numbers, within a specified time frame.

- Issue a Hazard Awareness Notice in respect of any Category 1 hazards and any Category 2 hazards on the property. This makes the owner and occupiers aware of the hazards identified; however, it does not require remedial action. As a result, and because it does not secure risk-reducing works within a specified timeframe, a Hazard Awareness Notice will not usually be the most appropriate course of action where remedial works are necessary to reduce the risk of harm to occupiers or potential occupiers.
- Make an Emergency Prohibition Order. This immediately prohibits the use of all or part of a dwelling if there is an imminent risk of serious harm to the health or safety of the occupants or others.
- Where there is a Category 1 hazard present, Section 40 of the Housing Act 2004 allows the Council to undertake Emergency Remedial Action on the Category 1 hazard without prior notice.
- The Council also has the power to suspend action taken under Part 1 Housing Act 2004 in situations where it has the power or duty to take enforcement action through the service of an Improvement Notice or Prohibition Order. This will be at the Council's discretion and will normally be considered for the purpose of minimising inconvenience to the current occupiers.
- Demolition and Clearance are options for both Category 1 or Category 2 hazards.
- Section 30 of the Housing Act 2004 provides that failure to comply with an Improvement Notice is a criminal offence, which will normally be followed by prosecution or the issuing of a civil penalty.
- Section 32 of the Housing Act 2004 provides that failure to comply with a Prohibition Order is a criminal offence, which will normally be followed by prosecution.
- Other formal notices served by the Council may not relate to the landlord undertaking remedial works but may cover a range of other matters including, but not limited to, exercising a right of entry under Section 239 of the Housing Act 2004 and a request to provide information or the need to abate or avoid overcrowding.

Work in default

The enforcement options for non-compliance with formal Notices include the carrying out of works specified in the Notice. This power may be exercised in addition to other enforcement proceedings taken for non-compliance. The Council has no duty to undertake works in default and it will be at its discretion.

Emergency or suspended enforcement action

Where there is a Category 1 hazard present, Section 43 of the Housing Act 2004 permits the Council to issue an Emergency Prohibition Order. This immediately

prohibits the use of all or part of a dwelling if there is an imminent risk of serious harm to the health or safety of the occupants or others.

Section 40 of the Housing Act 2004 allows the Council to undertake Emergency Remedial Action on the Category 1 hazard without prior notice. The Council may then seek reimbursement of costs incurred on the work and the administration of the scheme.

HMO Licence Conditions

Conditions can be added to HMO licences to require work to meet specified standards or to address HMO Management Regulation requirements. In general, authorities should seek to identify, remove or reduce category 1 or category 2 hazards in the house by the exercise of Part 1 functions and not by means of licence conditions however this does not prevent the authority from imposing licence conditions relating to the installation or maintenance of facilities or equipment even if the same result could be achieved by the exercise of Part 1 functions. Failure to comply with these conditions is a criminal offence, which may result in prosecution or the issuing of a civil penalty.

Other Legislative alternatives

There may be other legislative alternatives available to remedy deficiencies that cause Category Two hazards which an authority may choose as a more appropriate enforcement approach.

Prosecution

Where a Civil Financial Penalty is an available alternative to prosecution, the Council will only consider using its power to prosecute under Part 1 Housing Act 2004 in more serious cases.

The decision to prosecute will be determined by the evidential strength of the Council's case and the relevant public interest factors set down by the Director of Public Prosecutions in the Code for Crown Prosecutors.

In many circumstances, where an offence is committed by a body corporate, legislation enables local authorities to pursue persons involved with the body corporate in addition to, or instead of, the body corporate. These include company officers and, where applicable, company members.

The Council will determine, on a case-by-case basis, whether to take enforcement action against any person or persons that they consider fall within the scope of this category in addition to prosecuting the body corporate.

Civil (Financial) Penalties for specified offences

The Council is empowered to discharge a wide range of housing law breaches and offences via the imposition of Civil (Financial) Penalties. The Council's approach to determining and issuing financial penalties operates according to the standalone Housing Civil Penalties Policy.

Rent Repayment Orders

Part 2 of the Housing and Planning Act 2016 permits the Council to seek a Rent Repayment Order (RRO) at the First-tier Tribunal (Property Chamber) to require the landlord of the property where the offence(s) has been committed to refund rent to the tenants or the Council. Section 48 of the Housing and Planning Act 2016 places a duty on the Council to consider applying for Rent Repayment Orders.

Where a landlord has been convicted or received a Civil Financial Penalty in respect of the offence, the Tribunal must award the maximum applicable amount, except in exceptional circumstances.

This power will be considered in response to all qualifying offences and where there is sufficient evidence for a successful application to the First Tier Tribunal.

The qualifying offences are:

- Unlawful eviction and harassment of occupier as defined under the Protection from Eviction Act 1997
- Failure to comply with an Improvement Notice [s30 Housing Act 2004]
- Offences in relation to unlicensed HMOs [s72(1) Housing Act 2004]
- Offences in relation to unlicensed houses [s95(1) Housing Act 2004]
- Failure to comply with an Improvement Notice [s30(1) Housing Act 2004]
- Failure to comply with a Prohibition Order [s32(1) Housing Act 2004]
- Breach of a Banning Order [s21 Housing and Planning Act 2016]
- Using Violence to secure entry [s6(1) Criminal Law Act 1977]
- Knowingly or recklessly misusing a possession ground [s16J(1) Housing Act 1988]
- Letting or marketing of a property within twelve months of using the 'moving in' or 'selling' ground of eviction [s16J(2) Housing Act 1988]
- Continuous breach of certain tenancy reform requirements [s16J(3) Housing Act 1988]

An application for an RRO may be in addition to other formal action, such as prosecution proceedings or the imposition of a Civil Penalty. Where the Council has issued a Civil Financial Penalty or pursued prosecution, it will usually apply for a Rent Repayment Order where public funds have been paid to a landlord who has committed a qualifying offence.

Section 49 of the Housing and Planning Act 2016 enables the Council to assist tenants in applying for Rent Repayment Orders. The Council will usually assist tenants by referring or signposting them to a relevant organisation.

Banning Orders

Part 2, Chapter 2 of the Housing and Planning Act 2016 permits a Council to apply for a Banning Order against a person who has been convicted of one or more of the relevant offences. This would prevent the landlord from:

- Letting housing in England;
- Engaging in English letting agency work;
- Engaging in English property management work; or
- Doing two or more of those things.

The Council may consider a Banning Order for the more serious offenders. It will take into account the seriousness of the offence(s), whether the landlord has committed other offences (or received any Civil Penalty in relation to a Banning Order offence) and any history of failing to comply with their obligations or legal responsibilities. It will also take into account other relevant factors, including but not limited to:

- The harm, or potential harm, caused to the tenant;
- The need to punish the offender;
- The need to deter the offender from repeating the offence;
- The need to deter others from committing similar offences.

Costs and Charges

The Council incurs costs in carrying out its functions. Where legislation allows, the Council will seek to recover reasonable costs and expenses associated with its enforcement, licensing and wider regulatory activity. This may include (non-exhaustively) costs arising from inspections, investigation, evidence gathering, notices and other statutory documentation, follow-up action, compliance monitoring, and works or other interventions.

Recovery may be pursued using all available lawful routes, which may include civil action, local land charges, and enforcement against the property.

Where permitted, interest may be applied to outstanding sums until paid.

Complaints

Contact may be made with the Council about any matters listed here by email at housing.standards@cherwell-dc.gov.uk or by post at 39 Castle Quay, Banbury, OX16 5FD.

A service user can still make a complaint in cases where the Council has instigated legal proceedings. However, making a complaint will not stop any impending legal action.

Where statutory notices have been served, making a complaint does not replace the statutory rights of appeal or the right to make representations. It also does not allow extra time to comply with any notice or order.

If a service user disagrees with a statutory notice, they should take action as specified in the notice or order to make an appeal, if any exists. Reference should be made to any notes that may accompany the notice or order for more detail.

Policy review and updates

To ensure this policy stays up to date with changes in legislation and relevant caselaw, the Assistant Director of Wellbeing and Housing Services, in consultation with the Portfolio Holder for Housing, can agree changes to the policy where such changes are consistent with the overall policy approach.

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Cherwell District Council
Equality and Climate Impact Assessment

Housing Enforcement Policy

Appendix 2

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Section 1: Summary details

Directorate and Service Area	Wellbeing and Housing – Housing Services
What is being assessed (e.g. name of policy, procedure, project, service or proposed service change).	Housing Enforcement Policy
Is this a new or existing function or policy?	Revised policy to cover existing and expanded service function
Summary of assessment Briefly summarise the policy or proposed service change. Summarise possible impacts. Does the proposal bias, discriminate or unfairly disadvantage individuals or groups within the community? (following completion of the assessment).	<p>The Council recognises that effective regulation of the private rented sector is vital for helping to improve standards, combating poor performing landlords, and improving the health and wellbeing of Cherwell’s residents. The Renters’ Rights Act 2025 places significant new duties on the Council to enforce an expanded range of landlord obligations through the imposition of civil penalties or prosecution. This policy seeks to ensure we can undertake our statutory duties efficiently, effectively and lawfully.</p> <p>Through our housing enforcement activities under this policy, we also seek to:</p> <ul style="list-style-type: none"> • Ensure that accommodation is safe and operated appropriately and responsibly • Enhance the safety, health, and wellbeing of residents and contribute to reducing inequalities through improved housing conditions. • Contribute to tackling fuel poverty and climate change by improving the energy efficiency of rented homes in the district through enforcement.
Completed By	David North
Authorised By	Richard Smith

Date of Assessment	March 2026
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Section 2: Detail of proposal

<p>Context / Background</p> <p>Briefly summarise the background to the policy or proposed service change, including reasons for any changes from previous versions.</p>	<p>The Renters’ Rights Act introduces a significantly expanded civil penalty framework and places new duties on the Council to enforce a broader range of landlord obligations. This includes new compliance requirements, enhanced penalties for repeat or serious non-compliance, and clearer expectations that enforcement activity is fair, consistent and proportionate. To meet these requirements, the Council must ensure its relevant policies are fully aligned with the new legislative framework.</p> <p>The Councils existing Civil Penalty and Enforcement Policies were developed prior to the introduction of the Renters’ Rights Act and do not reflect the suite of new offences or amendments to penalty or evidential thresholds.</p> <p>Without updated policies, there is a risk of inconsistent enforcement, legal challenge to decisions and reduced ability to demonstrate compliance with statutory guidance and best practice. Updating these policies is essential to ensure the Council can meet its statutory obligations as of 1 May 2026.</p> <p>The Council’s current Enforcement Policy was developed within a regulatory framework where local authorities retained broad discretion to resolve non-compliance through informal or advisory action, reflecting the principles of the Regulators’ Code. That approach assumed enforcement was generally discretionary and that informal resolution would often be appropriate as a first response. This framework underpins much of the Council’s existing regulatory practice.</p> <p>The Renters’ Rights Act represents a fundamental shift from that position. Section 107 places a statutory duty on local housing authorities to enforce landlord legislation, altering the balance between informal action and formal enforcement. Where breaches of the defined ‘landlord legislation’ are identified, the Council must now actively consider enforcement action to meet this duty, rather than defaulting to advice or informal resolution in the first instance. As a result, the Regulators Code can no longer be relied upon to justify informal action as the starting point for compliance under the Renters’ Rights Act.</p>
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	<p>Historically, enforcement of private rented sector legislation has varied significantly between local housing authorities. Differences in local policy frameworks, penalty setting mechanisms and approaches to escalation have led to what is termed as a ‘postcode lottery’ for landlords, where similar breaches may result in markedly different enforcement outcomes depending on the authority involved. This inconsistency risks undermining confidence in the regulatory system, creates uncertainty for landlords operating across multiple areas and increases the likelihood of challenge to enforcement decisions. This also results in discrepancies to the level of tenant protections.</p> <p>In response to these concerns, the voluntary group, Association of Chief Environmental Health Officers (ACEHO) has developed a suite of national model policies, including a Civil Penalty Policy and an Enforcement Policy, with a further policy on Civil Penalty Debt Recovery currently in development. These policies are intended to promote greater consistency, transparency and robustness in local authority enforcement approaches, while allowing for appropriate local discretion where appropriate. Aligning the Council’s policies with this nationally recognised framework supports a consistent and defensible approach to enforcement, reduces the risk of unfavourable outcomes to legal challenge and strengthens the Council’s ability to meet its statutory duties under the Renters’ Rights Act.</p>
<p>Proposals</p> <p>Explain the detail of the proposals, including why this has been decided as the best course of action.</p>	<p>It ensures that the Council can meet its statutory duties under the Renters’ Rights Act 2025 section 107. It provides a clear and consistent framework for enforcement decision making and supports alignment.</p> <p>This option minimises risk of legal challenge, ensures that the Council is implementing the Renters’ Rights Act effectively and that the intended tenant protections are driven forward.</p> <ul style="list-style-type: none"> • Full compliance with the Renters’ Rights Act 2025 • Clear officer guidance and defensible enforcement outcomes • Reduces legal challenge and reputational risks
<p>Evidence / Intelligence</p> <p>List and explain any data, consultation outcomes, research findings, feedback from service</p>	<p>Historically, enforcement of private rented sector legislation has varied significantly between local housing authorities. Differences in local policy frameworks, penalty setting mechanisms and approaches to escalation have led to what is termed as a ‘postcode lottery’ for landlords, where similar breaches may result in markedly different enforcement outcomes depending on the authority involved. This inconsistency risks undermining confidence in the</p>

<p>users and stakeholders etc, that supports your proposals and can help to inform the judgements you make about potential impact on different individuals, communities or groups and our ability to deliver our climate commitments.</p>	<p>regulatory system, creates uncertainty for landlords operating across multiple areas and increases the likelihood of challenge to enforcement decisions. This also results in discrepancies to the level of tenant protections.</p> <p>In response to these concerns, the voluntary group, Association of Chief Environmental Health Officers (ACEHO) has developed a suite of national model policies, including a Civil Penalty Policy and an Enforcement Policy, with a further policy on Civil Penalty Debt Recovery currently in development. These policies are intended to promote greater consistency, transparency and robustness in local authority enforcement approaches, while allowing for appropriate local discretion where appropriate. Aligning the Council’s policies with this nationally recognised framework supports a consistent and defensible approach to enforcement, reduces the risk of unfavourable outcomes to legal challenge and strengthens the Council’s ability to meet its statutory duties under the Renters’ Rights Act.</p>
<p>Alternatives considered / rejected</p> <p>Summarise any other approaches that have been considered in developing the policy or proposed service change, and the reasons why these were not adopted. This could include reasons why doing nothing is not an option.</p>	<p>The following alternative options have been identified and rejected for the reasons as set out below.</p> <p>Option 1: Retain existing policy</p> <p>This is an option that could be taken. However, it would have the following implications:</p> <ul style="list-style-type: none"> • Policies will not adequately reflect the statutory duty to enforce under section 107 • Ongoing risk of inconsistency across England • Reduced clarity for officers, landlords and tenants • Higher likelihood of legal challenge and policy failure under scrutiny • Reputational risk for ineffectively implementing the Renters’ Rights Act <p>This option is therefore rejected.</p>

Section 3: Impact Assessment - Protected Characteristics

Protected Characteristic	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Age	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Gender Reassignment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Marriage & Civil Partnership	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Pregnancy & Maternity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Race	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Sex	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Sexual Orientation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Religion or Belief	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A

Section 3: Impact Assessment - Additional Community Impacts

Additional community impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Rural communities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Armed Forces	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Carers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Poorer rental properties are concentrated in areas of deprivation. More consistent and robust enforcement of poor property conditions through this policy should have a positive impact.	N/A	N/A	N/A

Section 3: Impact Assessment - Additional Wider Impacts

Additional Wider Impacts	No Impact	Positive	Negative	Description of Impact	Any actions or mitigation to reduce negative impacts	Action owner* (*Job Title, Organisation)	Timescale and monitoring arrangements
Other Council Services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Increased enforcement activity is likely to increase workload for legal services. Having a clear and robust policy will help to enable cases to be defended and determined more quickly and easily.	N/A	N/A	N/A
Providers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Social Value ¹	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A

¹ If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area

Section 3: Impact Assessment - Climate Change Impacts

OCC and CDC aim to be carbon neutral by 2030. How will your proposal affect our ability to reduce carbon emissions related to

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Energy use in our buildings or highways	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Our fleet	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Staff travel	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Purchased services and products (including construction)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A
Maintained schools	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	N/A	N/A	N/A	N/A

We are also committed to enable Cherwell to become carbon neutral by 2030 and Oxfordshire by 2050. How will your proposal affect our ability to:

Climate change impacts	No Impact	Positive	Negative	Description of impact	Any actions or mitigation to reduce negative impacts	Action owner (*Job Title, Organisation)	Timescale and monitoring arrangements
Enable carbon emissions reduction at district/county level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Through its enforcement activities the Council can require energy efficiency improvement works be undertaken to rented properties.	N/A	N/A	N/A

Section 4: Review

Where bias, negative impact or disadvantage is identified, the proposal and/or implementation can be adapted or changed; meaning there is a need for regular review. This review may also be needed to reflect additional data and evidence for a fuller assessment (proportionate to the decision in question). Please state the agreed review timescale for the identified impacts of the policy implementation or service change.

Review Date	2029
Person Responsible for Review	Housing Grants and Standards Manager
Authorised By	Head of Housing

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This report is public	
Community Event Parking in Banbury and Bicester	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Portfolio Holder for Property & Assets, Councillor Pattenden
Date Portfolio Holder agreed report	1 June 2026
Report of	Assistant Director Property, Mona Walsh

Purpose of report

To seek Executive approval to delegate authority to the Assistant Director of Property, in consultation with the Portfolio Holder for Property and Assets, to approve the temporary closure or operational use of Council parking spaces or car park areas in Banbury and Bicester for civic, commemorative and community events.

The proposal relates to the temporary use of parking areas to facilitate the operation of events and does not constitute the provision of free parking for event attendees.

Recommendations

The Executive resolves:

- 1.1 To delegate authority to the Assistant Director of Property, in consultation with the Portfolio Holder for Property and Assets, to approve the temporary closure or operational use of District Council parking spaces or car park areas in Banbury and Bicester for civic, commemorative and community events where there is a **demonstrable public benefit**.
- 1.2 To confirm that commercial or profit-generating events will continue to be subject to the appropriate fees and charges in accordance with the Council's adopted schedule of fees and charges.

2. Executive Summary

- 2.1 This report seeks approval to delegate authority to the Assistant Director of Property, in consultation with the Portfolio Holder for Property and Assets, to approve the temporary closure or operational use of District Council parking spaces or car park areas for civic, commemorative and community events in Banbury and Bicester.
- 2.2 Historically, requests of this nature have been supported where there is clear public benefit, including events such as Armed Forces Day and Christmas Light Switch On

events. At present, each request requires separate Executive approval where parking income is foregone. This proposal establishes a proportionate governance framework that enables timely decision making while retaining appropriate Member oversight.

- 2.3 The proposal relates to the temporary use of parking areas to facilitate events taking place and does not provide free parking for attendees. Where approved, specific parking spaces or operational areas may be temporarily closed to allow event infrastructure, public gathering space, ceremonial activity or event management arrangements to be safely accommodated.
- 2.4 Organisers of established and new civic, commemorative and community events need to satisfy Council requirements i.e. to provide appropriate public liability insurance (minimum £10 million indemnity) and comply with the Council's public protection requirements.. (See 4. Details). For smaller events, organisers and charities are less likely to satisfy these requirements.

Implications & Impact Assessments

Implications	Commentary
Finance	<p>This will be carried out within agreed budgets.</p> <p>Rachel Ainsworth, Finance Business Partner, 13 May 2026</p>
Legal	<p>On the basis of the information set out at paragraph 3.3 of this report, this is a non-key decision to be made by the Executive.</p> <p>As clarified at paragraph 2.3 of the report, a decision to delegate authority not to charge for use of parking places within the Council's car parks is not itself a disposal. The decision will however set the framework within which terms may be agreed for short-term leases of the parking places to be made between the Council and the town councils [and others], which are disposals of an interest in land. The Council has the power to let the parking places on a free from charge basis, where there is a legitimate purpose for doing so, such as the civil and community events referenced in this report.</p> <p>Adrian Thompson, Principal Solicitor – Property , 13 May 2026</p>
Risk Management	<p>The principal risk is that, without a clear and consistent approach, the Council could be seen as applying support for community events unevenly, which may undermine confidence and partnership working locally. This will be mitigated through transparent eligibility criteria, proportionate decision records under the agreed delegation, and assurance that organisers meet required safety and insurance standards before any suspension is applied. This and any further arising risks will be managed through the service operational risk and escalated to the Corporate Risk Register as and when deemed necessary.</p>

				Celia Prado-Teeling, Performance & Insight Team Leader, 13 May 2026
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact	x			There are no impact to Equality, Diversity and Inclusion as a direct consequence of this report. Celia Prado-Teeling, Performance & Insight Team Leader, 13 May 2026
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?		x		The report formalises existing arrangements for the temporary operational use or closure of limited parking areas to facilitate civic, commemorative and community events. Event arrangements will continue to be managed through established Council processes, including consideration of accessibility, pedestrian movement, disabled parking provision and reasonable adjustments where required. The proposal supports inclusive participation in community events and does not restrict access to Council services or facilities for people with protected characteristics.
B Will the proposed decision has an impact upon the lives of people with protected characteristics, including employees and service users?		x		The proposal supports the delivery of inclusive community events and formalises existing operational arrangements for the temporary use or closure of parking areas where required to facilitate such events. Event organisers and the Council will continue to consider accessibility requirements, disabled access, pedestrian safety and reasonable adjustments through established event planning and Safety Advisory Group processes. No direct adverse impact on employees or service users with protected characteristics has been identified.
Climate & Environmental Impact		x		The report formalises existing arrangements for the temporary operational use or closure of limited parking areas to facilitate civic, commemorative and community events. These events are generally short in duration and limited in scale. In some cases, community events may have positive indirect impacts through increased town centre footfall, promotion of local activity and encouragement of pedestrian movement within town centres. Environmental considerations, including traffic management and public safety arrangements, will continue to be considered through the established event planning and Safety Advisory Group processes

ICT & Digital Impact				N/A
Data Impact				N/A
Procurement & subsidy				N/A
Council Priorities	Economic Prosperity. These Events promote and bring people into the respective Town Centres creating potential income for the Council's car parks and visitors will also in all likelihood go onto use shopping, leisure, food and drink outlets within the Town Centres.			
Human Resources	N/A			
Property	This report has been written by the Assistant Director Property and therefore no further comments are needed. Mona Walsh, Assistant Director Property 27 May 2026			
Consultation & Engagement	N/A			

Supporting Information

3. Background

- 3.1 Cherwell District Council has historically supported a small number of established civic, commemorative and community events organised by Banbury and Bicester Town Councils through the temporary closure or operational use of specific Council-operated parking spaces or car park areas.
- 3.2 These events are primarily military or civic in nature and align with the Council's commitments under the Armed Forces Covenant, together with longstanding town centre events such as the Banbury Christmas Light Switch On. In the case of the Christmas event, activities are programmed alongside the Banbury BID Winter Market, which is subject to the appropriate event charging structure, and contribute positively to town centre vitality and footfall.
- 3.3 The car park areas utilised for these events are limited in scale and duration, and the associated income foregone has historically been modest relative to overall parking income.
- 3.4 Examples of such events include Armed Forces Day, Battle of Britain commemorations, Remembrance Parades, Civic Services and Christmas Light Switch On events in Banbury and Bicester. This list is illustrative and not exhaustive.
- 3.5 To date, some community events, including Pride-related events, have not required the closure of parking spaces or car park areas. However, should future operational requirements arise, the Council would seek to support such events in accordance with the principles set out within this report.

4. Details

- 4.1 For each approved event, a formal event agreement will be put in place setting out the agreed terms of use. Event organisers are required to provide appropriate public liability insurance (minimum £10 million indemnity) and comply with the Council's public protection requirements.
- 4.2 Organisers must also submit a Safety Advisory Group (SAG) Event Notification Form and supporting documentation, including an Event Plan, site plan, risk assessment, emergency plan, details of responsible committee members and any required road closure orders. Events will only proceed once all necessary documentation and statutory requirements are satisfied.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been considered:

Option 1: Require full payment of parking charges for all events

This option was considered but rejected. Military and civic commemorative events are held in recognition of public service and align with the Council's commitments under the Armed Forces Covenant. Requiring payment in these circumstances would be inconsistent with established practice and could undermine the Council's visible support for such events.

In the case of town centre civic and community events, the temporary closure of limited parking areas is typically operational in nature and required to facilitate the safe delivery of the event itself. These arrangements support wider town centre vitality, footfall and community engagement.

Option 2: Continue to require separate Executive approval for each event

This option was also rejected as it results in unnecessary administrative delay and repeated reporting for a small number of established, recurring events. Delegated authority provides a proportionate governance approach while retaining appropriate Member oversight.

6 Conclusion and Reasons for Recommendations

- 6.1 The proposed delegation formalises the Council's longstanding approach to supporting established civic, commemorative and community events through the temporary operational use or closure of limited parking areas where required to facilitate event delivery. The proposal does not provide free parking for attendees but enables appropriate operational flexibility to support events which provide clear community and town centre benefit.
- 6.2 Granting delegated authority to the Assistant Director of Property, in consultation with the Portfolio Holder for Property and Assets, provides a proportionate governance framework. It removes the need for repeated Executive reports for recurring events while maintaining appropriate Member oversight and ensuring that commercial events remain subject to the Council's adopted fees and charges.

Decision Information

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	Banbury Cross and Neithrop Bicester East

Document Information

Appendices	
Appendix 1	None
Background Papers	None
Reference Papers	None
Report Author	Mona Walsh, Assistant Director of Property
Report Author contact details	mona.walsh@cherwell-dc.gov.uk 01295 221602
Executive Director Approval (unless Executive Director or Statutory Officer report)	Executive Director for Place and Regeneration 4 June 2026

This report is public	
Request for Strategic Development Funding	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report.	Leader of the Council - Strategic Leadership and Regeneration, Councillor Lesley McLean
Date Portfolio Holder agreed report	27 May 2026
Report of	Executive Director Place and Regeneration, Ian Boll

Purpose of report

To request an allocation of £250k from the Strategic Development Fund reserve (£400k) to progress economic development and regeneration activity.

1. Recommendations

The Executive resolves:

- 1.1 To agree to an allocation from the Strategic Development Fund of £250k to commission:
 - i. An Economic Plan for Cherwell district
 - ii. A masterplan for Bicester town centre.

Monies would be spent according to CDC financial and procurement regulations led by the Regeneration & Growth (R&G) service.

- 1.2 To agree to renew Ambassador status with Experience Oxfordshire (£15k) for 26/27, utilising existing service budgets and to agree to consider allocating funds in future years as part of the budget-setting process.

2. Executive Summary

- 2.1 The Regeneration & Growth (R&G) service is seeking to draw down £250k from the Strategic Development Fund reserve to enable commissioning of two key pieces of work as outlined in this report:

- i. A district-wide Economic Plan
- ii. A Bicester town centre masterplan

- 2.2 These commissions will help to position the council strategically, setting out a clear vision and action plan for economic growth as well as a comprehensive framework for one of the district's primary urban centres. This is particularly important given the scale of development envisaged in the Bicester area over the coming years.

- 2.3 R&G will comply with procurement and legal regulations relating to consultant appointments.
- 2.4 R&G is also proposing to renew the council's Ambassador status with Experience Oxfordshire utilising current budgets. This arises due to a previous decision to withdraw membership to release savings. The visitor economy is a critical part of the district's economic potential and it is recommended that this is renewed to support growth of this key sector. This is, however, likely to create an in-year financial pressure on the service.

Implications & Impact Assessments

Implications	Commentary
Finance	<p>I can confirm that there is £400k available of the Strategic Development fund of which £250k will need to be a request for use of reserves to fund £150k to commission external consultants to carry out the work relating to the masterplan for Bicester town centre and £100k for Economic Plan for Cherwell district. The £15k for Ambassador membership with Experience Oxfordshire will be met within existing budget for 26/27, however, this will need to be addressed as part of the future budgeting process.</p> <p>Kimberley Digweed, Finance Business Partner, 20 May 2026.</p>
Legal	<p>There are no legal implications arising directly as a result of this report.</p> <p>The report notes that if allocated the funding will be spent in accordance with the relevant procurement rules and spending decisions will be made in line with CDC's scheme of delegation.</p> <p>The report does not specify who will be making the final decision on appointing contractors or spending decisions around the funding and so it is important that this is kept in mind should the money be allocated.</p> <p>The report provides a series of deliverables for the success of the spending to be measured against and it is important for the Council to interrogate these and ensure that the funding is meeting its set aims.</p> <p>Denzil – John Turbervill, Head of Legal Services, 11 May 2026</p>
Risk Management	<p>These commissions are proposed in part to mitigate a risk that our urban centres are not treated equally, as well as the need to ensure that economic growth is reflected spatially and with future changes (such as LGR) in mind.</p>

Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact				
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?				N/A
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?				N/A
Climate & Environmental Impact				N/A
ICT & Digital Impact				N/A
Data Impact				N/A
Procurement & subsidy				N/A
Council Priorities	<p>Economic prosperity. Delivery of a district-wide Economic Plan will enable the council to understand challenges alongside economic growth opportunities, identifying deliverable actions that seek to enhance economic prosperity across Cherwell.</p> <p>Quality housing and place making. A robust place-based masterplan will support quality place-making, ensuring that our key centres can benefit from planned growth and support delivery of a focused and more holistic approach.</p>			
Human Resources	N/A			
Property	Any implications for CDC assets will be considered during this commission with substantive input from Property service as required.			
Consultation & Engagement	N/A – appropriate stakeholder engagement will take place during each of the respective commissions.			

Supporting Information

3. Background

- 3.1 In the 2026/27 budget, the council established a Strategic Development Fund of £0.400m, which has been made available for planning and investigatory work for strategic projects across the district.
- 3.2 Regeneration & Growth is seeking a £250k allocation to undertake two specific commissions as described in this report:
- i. To develop a district-wide Economic Plan for Cherwell; and
 - ii. A Masterplan for Bicester town centre.
- 3.3 These commissions will help to position the council ahead of future LGR, setting out a clear vision and action plan for economic growth as well as a comprehensive framework for one of the district's primary urban centres. This is particularly important given the scale of development envisaged in the Bicester area over the coming years.
- 3.4 It is also proposed to renew the council's Ambassador status with Experience Oxfordshire. This has arisen due to a previous decision of the Council to withdraw from this membership to release savings. We are requesting this is reviewed due to the increased importance of the visitor economy in the district as described in the report.

4. Details

- 4.1 During 2025 the council embedded an area-based approach to growth through the creation of Area Oversight Groups (AOGs) for Bicester, Banbury and Kidlington (Five Parishes).
- 4.2 This area-based approach strives to take a holistic view of the development and infrastructure needs in each area and seek to ensure that local representatives can understand proposed growth and assist in shaping infrastructure responses. Each area has the core AOG that meets on a quarterly basis, with a secretariat function provided by the R&G service.
- 4.3 One of the core roles envisaged through the area-based approach was to develop a medium to long-term vision for the area, reviewing and monitoring the delivery of critical infrastructure, engaging with local communities and businesses, and actively seeking to attract inward investment. These objectives are being actively pursued.

Developing Frameworks and Masterplans

- 4.4 For the Kidlington area, the council is working with the Oxfordshire Growth Commission and Homes England in the development of an 'area framework'; a masterplan is being developed for Banbury in partnership with Oxfordshire County

Council; and so it is recommended that the Council allocates resources to develop a Bicester masterplan.

- 4.5 The town centre of Bicester requires a comprehensive masterplan to complement the established framework guiding North West Bicester Eco Town, which benefits from a clear Supplementary Planning Document (SPD) and masterplan. While North West Bicester is being delivered through a coordinated, vision-led approach, the town centre is at risk of evolving in a more fragmented and reactive way. A wider masterplan for Bicester would ensure that it develops with the same level of strategic coherence, aligning regeneration, land use, and infrastructure with the wider ambitions for Bicester. As part of the Homes England work in North Bicester the SPD is being reviewed and proposals developed as to how the plans could evolve, this could be incorporated within a unified Bicester masterplan.
- 4.6 A town centre masterplan is particularly important to ensure integration between new and existing communities. As North West Bicester delivers significant housing and employment growth, the town centre will play a critical role as a social, cultural, and commercial hub. Without a clear plan, there is a risk that the centre will not adapt to meet the needs of a growing population, leading to missed opportunities for vitality and footfall. A coordinated vision would strengthen connections - physical, economic, and social—between the eco-town and the historic core, ensuring that growth on the edge of Bicester reinforces rather than competes with the centre.
- 4.7 There is a need to address the changing role of town centres in response to shifting retail patterns and economic pressures. With the continued success of Bicester Village drawing significant visitor numbers, the traditional retail function of the town centre must evolve to benefit from this economic growth. The masterplan will assess how connectivity and the wider offer of the town can better integrate with the success of Bicester Village and the growth taking place outside the town centre.
- 4.8 A masterplan would provide the framework to diversify uses - such as leisure, residential, cultural, and community spaces - helping to create a more resilient and attractive destination. This would enable the centre to complement, rather than compete with, existing retail anchors while capturing more of the economic benefit generated locally.
- 4.9 R&G service is requesting £150k allocation from the Strategic Development Fund which would be used to commission external consultants. This budget is slightly lower than used recently by Oxfordshire County Council to procure consultants for the Banbury Masterplan but reflects expectations of likely cost for a Bicester Masterplan, given existing work that has been undertaken in Bicester.
- 4.10 The Masterplan would develop a strategic spatial framework vision for Bicester's future that should seek to:
- Position the town as a strong destination for both investment and sustainable growth
 - Identify how key sites could be redeveloped to support regeneration
 - Propose how movement and connectivity should be improved to unlock both town centre and edge of town development sites

- Provide a route map and delivery plan for transformation that identifies deliverable interventions that will act as a catalyst for change to create a healthy, sustainable and prosperous place.

4.11 It should be a joined-up strategy for Bicester that is commercial and deliverable and attracts investment from both the private and public sectors.

4.12 Specific deliverables are likely to include:

- **Stage 1: Baseline Insights and Benchmarking.** This will focus on spatial analytics and will involve a review of the strengths and weaknesses of Bicester as a place. It should benchmark Bicester versus comparable towns.
- **Stage 2: Vision.** This will develop a distinct, focused and ambitious vision statement for Bicester, setting out a deliverable vision for a healthy, sustainable and economically resilient place for all. A set of specific and measurable objectives should be created to support and guide delivery and ambition (for example GDP per capita, productivity, health and social metrics). It would use existing CDC governance and networks as well as direct stakeholder engagement with councillors, officers and members of the Bicester Area Oversight Group, and Portfolio Holders to align thinking and inform the output.
- **Stage 3: Framework Masterplan.** This will deliver a long-term spatial masterplan to guide Bicester's growth and development. It will align with the town's vision and objectives, seeking to identify areas of focus to drive high-impact and meaningful change. The output will provide a blueprint to support decision-making, prioritise investment and establish clear parameters for development. It will seek to address key themes, likely to include land use, housing and economic growth, strategic movement and connectivity, green and blue infrastructure, sustainability and climate impact, health and wellbeing, and infrastructure needs.
- **Stage 4: Delivery Action Plan.** This would establish a clear and actionable delivery plan for Bicester, outlining short, medium and longer-term steps to unlock regeneration opportunities. This stage will include defined milestones, success metrics and a recommended monitoring framework to track progress. The plan will detail priority projects, which may include both new and previously explored projects, all underpinned by robust evidence. It will align with existing local and national strategic objectives and seek to incorporate a comprehensive financial strategy to support implementation, as well as for delivering social value and investment in community infrastructure.

4.13 The masterplan and action plan combined will tie together different and sites within a cohesive and long-term framework which will provide commitment and confidence in the place.

An Economic Plan for Cherwell

4.14 The creation of a Cherwell Economic Plan is part of the Annual Delivery Plan for the Council and will aid area-based economic development activity, the wider work of the Council and engagement with external stakeholders and businesses. It will set out a strong vision for economic growth, providing a robust and evidence-led action plan to deliver prosperity within the district. Given Local Government Reform (LGR), it is imperative that this Plan is outward-looking and recognises the levers that the council has but additionally where others may be better placed to deliver.

- 4.19 Developing a Cherwell Economic Plan is important because the district has a distinct economic profile within Oxfordshire that requires locally tailored priorities and interventions. Cherwell's economy is more heavily weighted toward foundational sectors such as logistics, retail, manufacturing and visitor economy activity, alongside emerging strengths in advanced manufacturing, clean tech and future mobility linked to assets such as Motorsport Valley and Bicester Motion. This Plan will build upon visitor economy and high streets-specific work that is ongoing.
- 4.20 Without a clear strategy, there is a risk that growth remains fragmented or overly dominated by lower-value activity, rather than being deliberately shaped to support higher productivity, better-paid jobs and a more resilient economic base. A Cherwell strategy will provide a coherent narrative about what kind of growth the district wants, where it should happen, and how existing strengths can be upgraded.
- 4.21 The strategy will become more valuable in the context of LGR. Even with all the planning being undertaken, structural change can weaken economic leadership, disrupt established delivery arrangements and create uncertainty for investors, businesses and partners. A well-articulated Cherwell Economic Plan provides strategic continuity through that change, acting as a shared reference point for officers, members and external stakeholders regardless of future governance arrangements. It helps ensure that Cherwell's economic priorities are clearly understood and not lost within wider reorganisation or emerging regional-level structures.
- 4.22 As new powers, funding mechanisms and delivery vehicles emerge post-LGR, areas with robust evidence base and a clear set of economic priorities will be best placed to attract investment, secure devolved funding and negotiate their role within wider economic partnerships. A Cherwell Economic Plan signals readiness, ambition and clarity of purpose, ensuring the district can advocate effectively for the interventions needed to secure inclusive, sustainable growth during and beyond local government reform.
- 4.23 Specific deliverables are likely to include:
- **Visioning:** setting out a shared long-term economic vision for Cherwell, its principal places and rural hinterland alongside its role within wider economic geographies both pre and post-LGR, aligned to the Cherwell Local Plan.
 - **Growth Plan:** setting out economic roles for our key centres, as well as identification of priority sectors, clusters and supply chains that can best contribute to long-term prosperity and future targeted approaches that will help stimulate job creation and business investment.
 - **Delivery Plan:** creating an implementable delivery plan setting out priorities, responsibilities, indicative costs / funding routes and proposed governance. This plan will have regard to the levers that the council has to deliver economic growth and will recognise that, where external stakeholders may be best placed to deliver, the role of the council and its successor authority needs to be clearly defined.
 - **Monitoring & Evaluation Framework:** setting out an action plan with robust KPIs to track progress in delivering the vision, as well as recommended mechanisms for refreshing the action plan on an annual basis.
- 4.24 R&G is seeking £100k allocation from the Strategic Development Fund to cover the commissioning of external consultants to prepare a strategy and actionable delivery

plan. This would go out to tender, so if the funding is not fully utilised any underspend could be returned to the Strategic Development Fund.

Ambassador Status with Experience Oxfordshire

- 4.25 As part of previous savings targeted by the Council, it was decided that retaining the council's Ambassador status with Experience Oxfordshire (EO) was no longer a priority and this budget line item was removed. R&G are requesting this decision to be reconsidered. Ambassador status is important because the visitor economy plays a vital role in supporting local businesses, jobs, and community development across the district. It is relatively low-cost c£15k per annum. This would allow us to renew membership this year and consider how to fund membership in the wider budget setting cycle.
- 4.26 In 2024, there were almost 6.7 million visitors to Cherwell district supporting around 10% of all employment in the district and generating spend of almost £500m. It is a critical economic sector that must be supported. Retaining membership is only one part of a strategy to maximise the economic benefits of this sector. As previously been reported a visitor and high street strategy is being developed with the support of EO, and retaining ambassador status will be essential in anchoring and embedding the strategy.
- 4.27 By promoting the area's attractions, heritage, and hospitality, ambassadors help increase tourism, which brings in revenue and strengthens the local economy. Their knowledge and enthusiasm also ensure visitors have a positive experience, encouraging repeat visits and enhancing Cherwell's reputation as a welcoming destination. Being fully part of Experience Oxfordshire going forward will harness their organisation and other ambassadors to the betterment of the district's economy. Hence the recommendation to renew our membership.
- 4.28 It is proposed to renew membership for 26/27 utilising current R&G budgets. This would result in an in-year financial pressure on the service. It is recommended that consideration be given to the inclusion of Ambassadorship contributions in future budget-setting processes.

Proposed Strategic Development Fund Allocations

- 4.29 The council in the budget for 26/27 established a Strategic Development Fund of £0.400m for planning and investigatory work for strategic projects across the district. R&G is seeking a £250k allocation to undertake work on an economic strategy for Cherwell District and a Bicester Masterplan as per the rationale described above.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Do not proceed with the development of an Economic Plan for Cherwell and a Bicester Masterplan. This alternative would not provide a good foundation for the delivery of the council plans of the coming years or foundation blocks as LGR is enacted.

Option 2: Do not proceed with the development of a Bicester Masterplan. This is likely to lead to a more fragmented approach to development and not address the needs of existing communities.

Option 3: Do not proceed with the development of an Economic Plan for Cherwell. As Option 1, this would not provide a good foundation block ahead of LGR and would not meet the action set out in the Annual Delivery Plan.

Option 4: Do not proceed with renewal of Ambassador status with Experience Oxfordshire. This is likely to have a detrimental effect on efforts to support and grow the visitor economy in Cherwell, as referenced by current work to develop a Visitor Economy and High Streets Strategy.

6 Conclusion and Reasons for Recommendations

6.1 This report seeks to agree to an allocation from the Strategic Development Fund of £250k to commission:

- i. An Economic Plan for Cherwell district
- ii. A masterplan for Bicester town centre.

Monies would be spent according to CDC financial and procurement regulations led by the Regeneration & Growth (R&G) service.

6.2 The report also seeks to agree to renew Ambassador status with Experience Oxfordshire (£15k) for 26/27, utilising existing service budgets and to agree to consider allocating funds in future years as part of the budget-setting process.

6.3 The proposed commissions will help to position the council ahead of future LGR, setting out a clear vision and action plan for economic growth as well as a comprehensive framework for one of the district's primary urban centres. This is particularly important given the scale of development envisaged in the Bicester area over the coming years.

Decision Information

Key Decision	Yes
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected.	Economic Plan – all wards Bicester Masterplan - Bicester East, Bicester North and Caversfield, Bicester South and Ambrosden, Bicester West. EO Ambassador – all wards

Document Information

Appendices	
Appendix 1	None
Background Papers	None
Reference Papers	None
Report Author	Peter Sharp, Head of Regeneration and Growth
Report Author contact details	Peter.sharp@cherwell-dc.gov.uk 01295 221990
Executive Director Approval (unless Executive Director or Statutory Officer report)	Executive Director for Place and Regeneration, Ian Boll, 21 May 2026

This report is public	
Finance, Performance and Risk Monitoring End of Year Report 2025/26	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Portfolio Holder for Finance, Cllr David Hingley; Leader – Strategic Leadership and Regeneration, Councillor Lesley McLean
Date Portfolio Holder agreed report	03 June 2026
Report of	Assistant Director of Finance (S151 Officer) Michael Furness; Head of Chief Executive’s Office, Kaimi Ithia

Purpose of report

To report to Executive the council’s year-end financial, performance and risk position as of the end of financial year 2025-26. Further detail can be found in the report and its appendices.

1. Recommendations

The Executive resolves:

- 1.1 To consider and note the contents of the council’s finance, performance, and risk management report as at the end of financial year 2025/26.
- 1.2 To note the capital outturn position and approve the capital reprofiling held in Appendix 1.
- 1.3 To approve the use of reserves and grant funding detailed in Appendix 5.
- 1.4 To approve the use of reserves to be released in 2026/27 detailed in Appendix 6.
- 1.5 To note the balanced outturn position for 2025/26 after the proposed contributions to reserves.

2. Executive Summary

- 2.1 This report is split into three sections:
 - Finance
 - Performance
 - Risk

- 2.2 The Finance section report sets out the year-end position for 2025/26, resulting in a balanced position to the financial year end after contributions to reserves.
- 2.3 The Performance section sets out how the council has performed against its priorities for 2025-26, which are set out in its Outcomes Framework.
- 2.4 The Risk section highlights the current risks within the council's Leadership Risk Register, reflecting the final position for 2025-26.

Implications & Impact Assessments

Implications	Commentary			
Finance	Financial and Resource implications are detailed within sections 4.1 and 4.2 of this report. The reserves policy requires Executive to agree transfers to and from earmarked reserves and general balances during the financial year. Joanne Kaye, Head of Finance, 20 May 2026			
Legal	There are no legal implications arising at this stage. The Council has a fiduciary duty to council taxpayers, which means it must consider the prudent use of resources, including control of expenditure, financial prudence in the short and long term and the need to act in good faith in relation to compliance with statutory duties and exercising statutory powers. The Council has a statutory obligation to maintain a balanced budget and the monitoring process enables Executive to remain aware of issues and understand the actions being taken to maintain a balanced budget. The report sets out as at end of year 2025-26 finance, performance and risk position for the Council as part of its fiduciary duty to implement budgetary controls and overall monitoring. Denzil Turbervill, Head of Legal, 26 May 2026			
Risk Management	There are no risk implications arising directly from this report. The report includes the latest update of the Leadership Risk Register in Appendix 10. Celia Prado-Teeling, Performance Team Leader, 24 April 2026			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact		X		There are no equalities implications arising directly from this report. Celia Prado-Teeling, Performance Team Leader, 24 April 2026
A Are there any aspects of the proposed decision, including how it is		X		N/A

delivered or accessed, that could impact on inequality?				
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?		X		N/A
Climate & Environmental Impact		X		N/A
ICT & Digital Impact		X		N/A
Data Impact		X		N/A
Procurement & subsidy		X		N/A
Council Priorities	This report links to all council's priorities, as it summarises our progress against them during 2025/26.			
Human Resources	N/A			
Property	N/A			
Consultation & Engagement	N/A			

Supporting Information

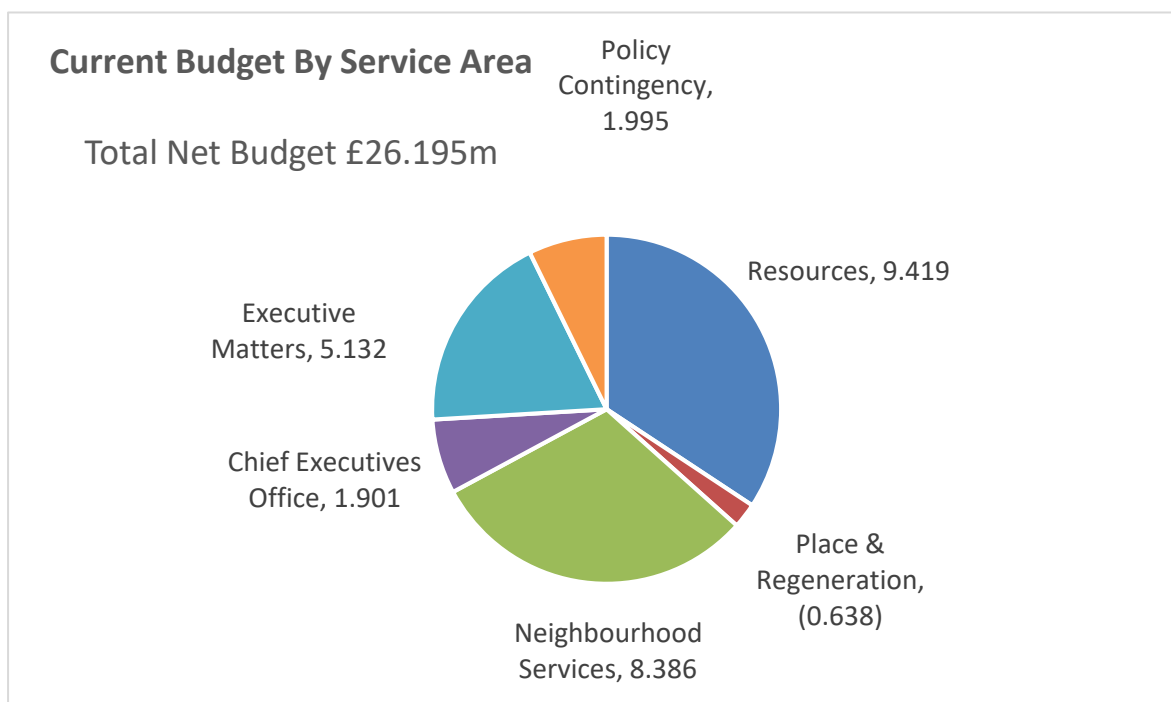
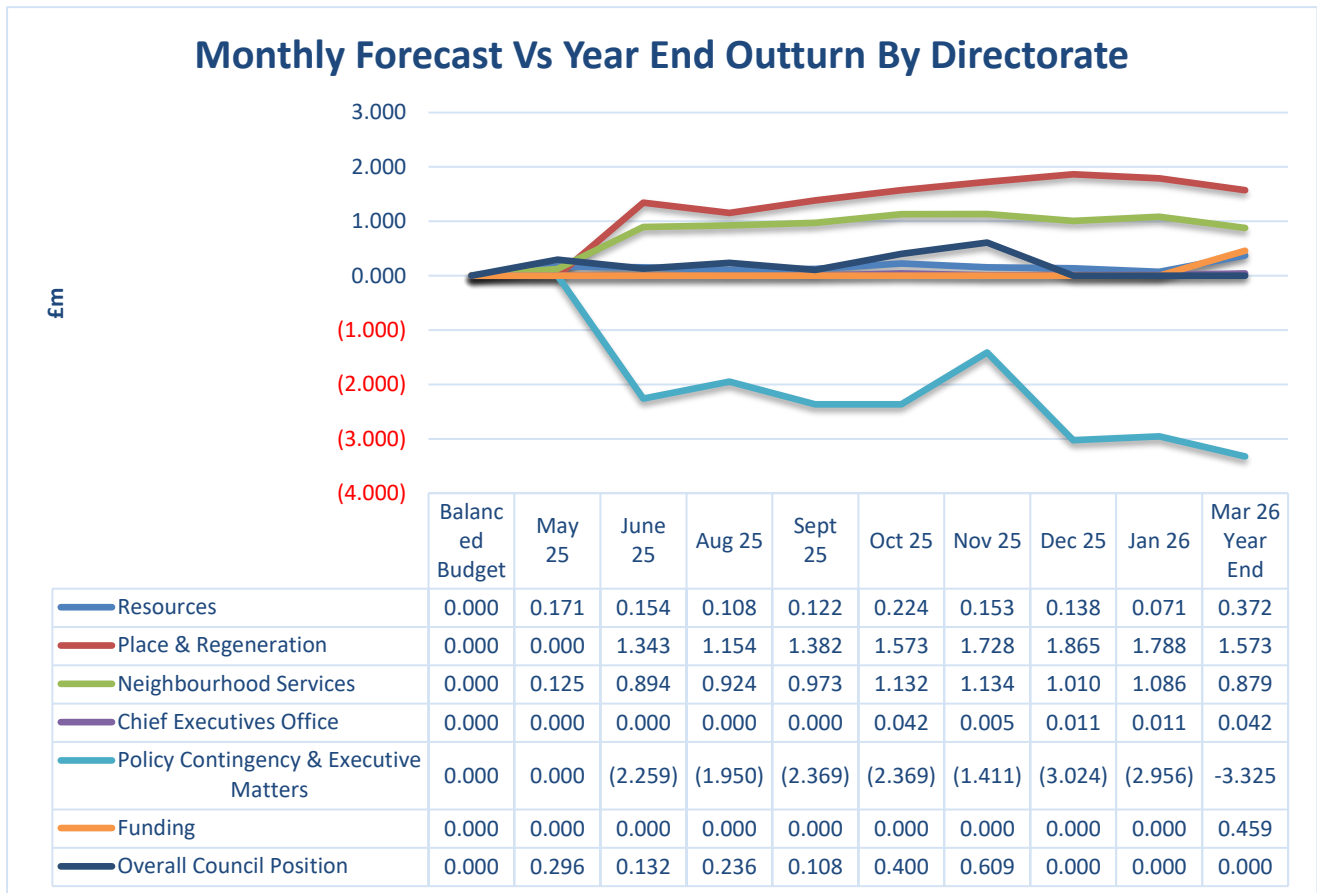
3. Background

- 3.1 The council actively and regularly monitors its financial position to ensure it can deliver its corporate priorities and respond effectively to emerging issues.
- 3.2 This monitoring takes place monthly for finance (quarterly for Capital), so the council can identify potential issues at the earliest opportunity and put measures in place to mitigate them.
- 3.3 Performance reporting takes place quarterly to ensure the data reporting is meaningful and up to date, allowing better analysis of trends were possible.
- 3.4 Risk reporting occurs quarterly, however the Leadership Risk Register is a live document which is updated as and when deemed necessary throughout the quarter.
- 3.5 These updates are consolidated on a quarterly basis where Finance, Performance and Risk updates are given due to the implications and interdependencies between them, and this is the summary for the end of 2025-26.

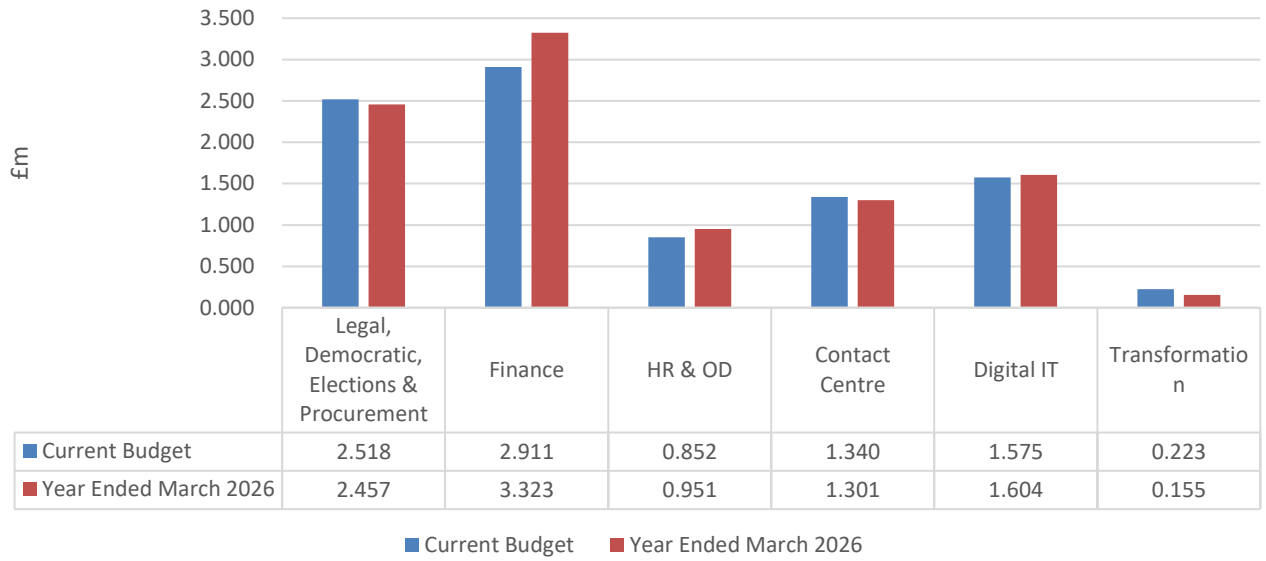
4. Details

4.1 Finance Update

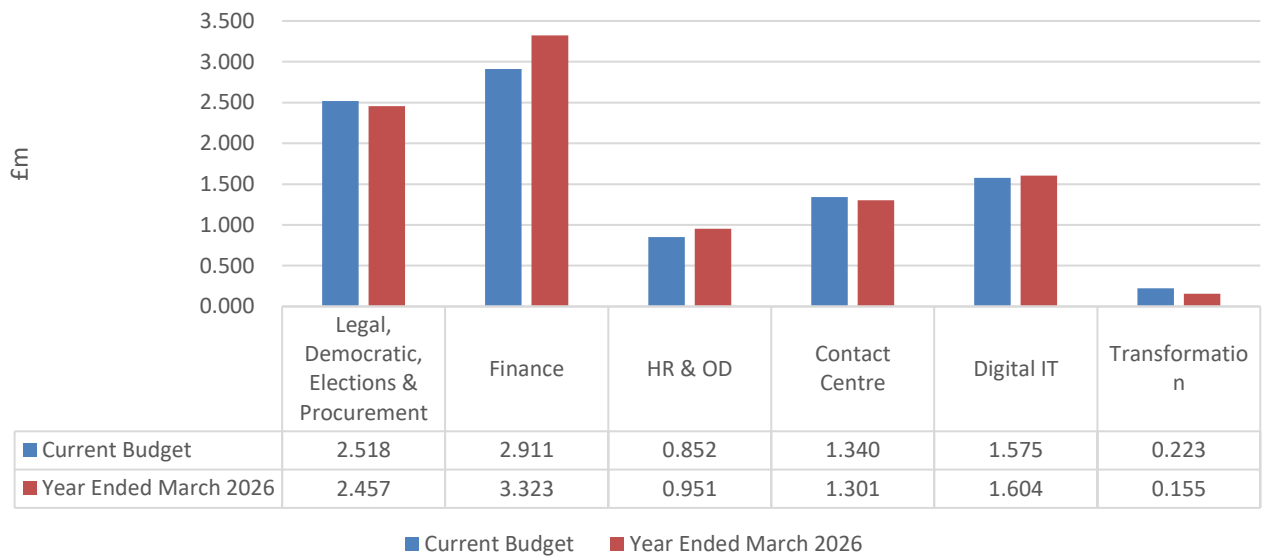
4.1.1 The Finance section presents the year-end revenue position for the 2025/26 financial year and in a summary dashboard as detailed below:



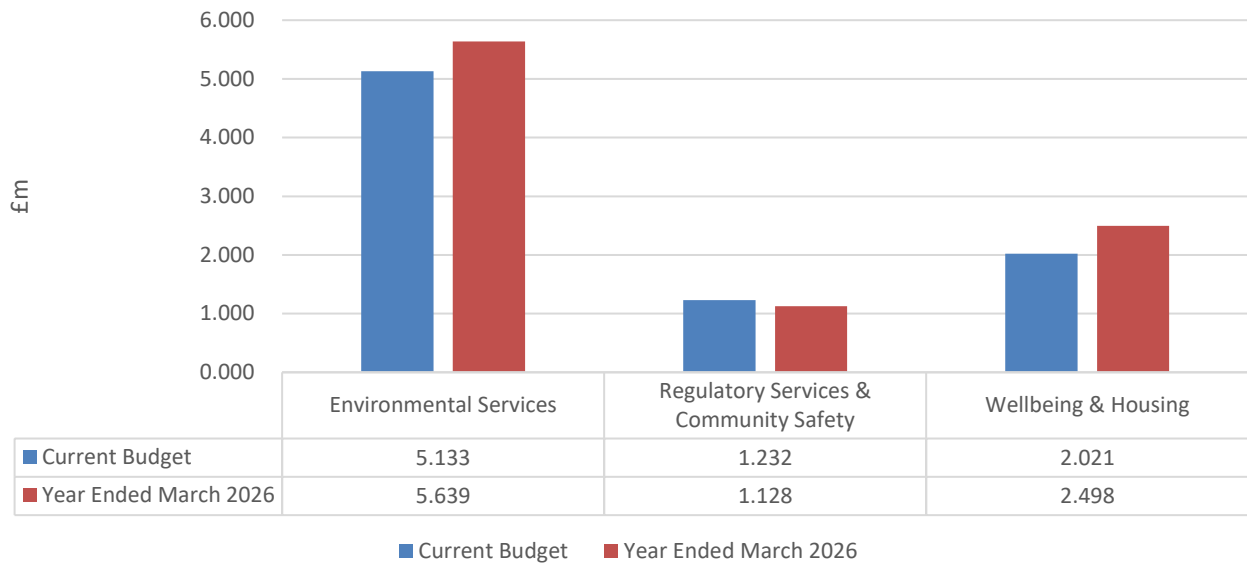
Resources - Revenue



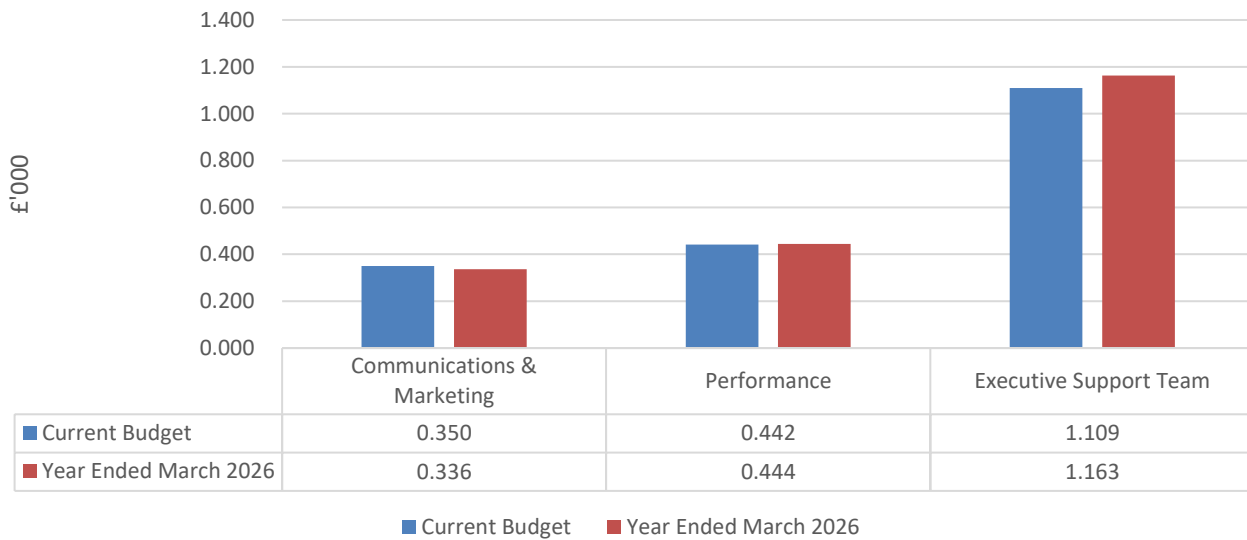
Resources - Revenue



Neighbourhood Services - Revenue

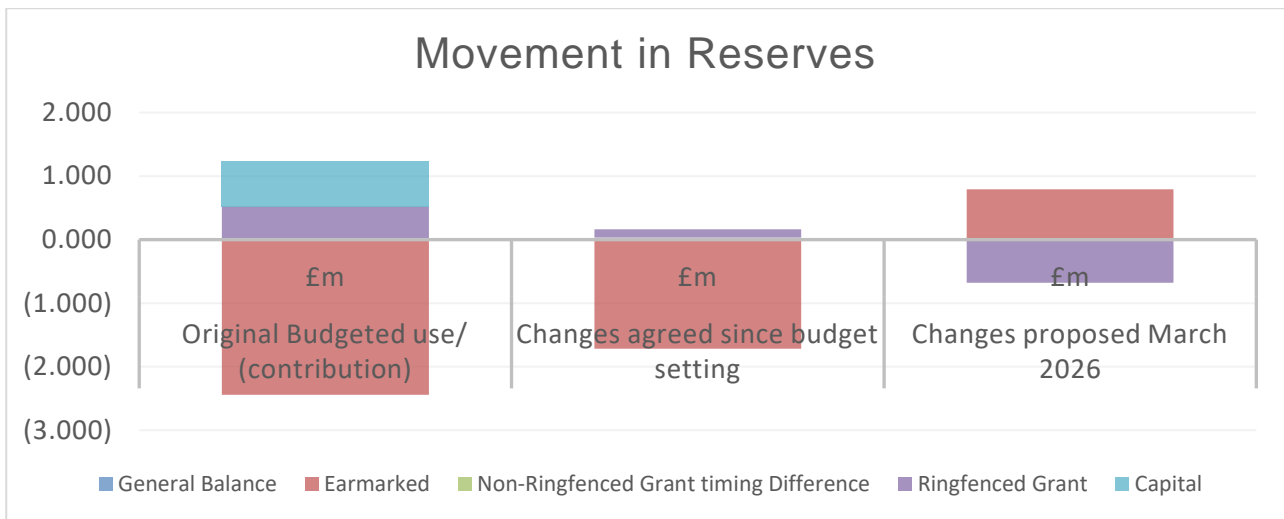


Chief Executives Office - Revenue



Directorate Analysis

Service	Resources £m	Place & Regeneration £m	Neighbourhood Services £m	Chief Executive Office £m	Executive Matters £m	Policy Contingency £m	Total £m
Budget approved by Council	9.419	-0.747	9.603	1.194	4.307	2.420	26.196
<i>Budget Adjustments approved:</i>							0.000
Move of the EPR Budget to Env Servs			-1.400		1.400		0.000
Remove CLT to Services				0.575	-0.575		0.000
Budget to support The Hill Works			0.040			-0.040	0.000
Devolution				0.010		-0.010	0.000
Glass Recycling			0.107			-0.107	0.000
Arts Feasibility			0.050			-0.050	0.000
Carbon Budgeting		0.005				-0.005	0.000
To cover redundancy costs within Biodiversity & Transformation		0.031		0.062		-0.093	0.000
Policy Contingency - to fund Heyford Programme Director		0.025				-0.025	0.000
Climate Action Plan		0.010				-0.010	0.000
Policy Contingency - to fund Property Projects		0.060				-0.060	0.000
Recode Budget to Planning Parish Toolkit		0.015	-0.015				0.000
Roundings		-0.005				0.005	0.000
Policy Contingency - Senior Restructure		-0.021				0.021	0.000
Policy Contingency - NED Costs		-0.010				0.010	0.000
Senior Restructure virements				0.060		-0.060	0.000
Current Budget	9.419	-0.637	8.385	1.901	5.132	1.996	26.196
Wellbeing & Housing - Top slice of grants, IT license costs and temporary accommodation costs			0.477				0.477
Environmental - higher recycling gate fees than budgeted, high agency costs driven by high sickness in Waste and Recycling and higher than anticipated income from glass tonnage recycling through blue recycling bins.			0.816				0.816
Property - shortfall in projected income		1.933				-1.100	0.833
Property Maintenance, security and staff costs		0.418					0.418
Property - Car Park Overspend		0.134					0.134
Release from Policy Contingency						-0.895	-0.895
Environmental Services - Additional EPR funding			-0.309				-0.309
Minor underspends across the service and external audit underspend					-0.298		-0.298
Treasury					-1.111		-1.111
Dividend					-0.500		-0.500
Pension strain					0.236		0.236
Provision for bad and doubtful debts					0.351		0.351
Transformation - over recovery of land charges income and vacancies	-0.068						-0.068
Contact Centre - 2 vacant posts and minor underspends	-0.039						-0.039
Planning - Staffing changes, underspend against CIL. Underspend against Advertising, External Printing and consultant fees mostly due to delay in Local Plan examination.		-0.207					-0.207
Development Management - Pressures against agency costs, appeals and legal, consultant costs but offset in savings from staffing costs and over Recovery of Income.		-0.673					-0.673
Regulatory Services underspend - staffing changes, lower contribution to CCTV than anticipated and lower kennel fees than anticipated due to less strays.			-0.104				-0.104
Biodiversity & Climate Resilience - Minor overspend		-0.002					-0.002
Minor overspends across the service	0.029					-0.009	0.020
HR & OD - Overtime policy changes non-deliver	0.053						0.053
HR & OD - Legal employment advice, Recruitment Costs & Minor Overspends	0.046						0.046
Chief Executives - Minor Overspends across the Directorate				0.042			0.042
Finance - increased expenditure on temporary accommodation & supported accommodation claims	0.412						0.412
Legal, Democratic, Elections, Governance and Procurement: fees recovered against time charged for negotiating complex legal agreements - concluded towards the end of the year taking us over the income budget	-0.061						-0.061
Regeneration & Growth - Underspend against Economic Prosperity Strategy Budget.		-0.030					-0.030
Current (Under)/Overspends	0.372		0.880	0.042	-1.322	-2.004	-0.459



4.1.2 The council's overall year-end position for 2025/26 is an overspend of £0.114m before contributions to / from reserves, after which the overall year end position is balanced. The year end outturn for the services is summarised below in Table 1 and further details providing explanations for variances can be found in Appendix 2.

4.1.3 The March year end position shows that directorates are reporting a net overspend, reflecting pressures across several service areas, particularly Property, Environmental Services, and Wellbeing & Housing. These pressures are partially mitigated through the use of earmarked reserves (subject to approval) across several services, reducing some of the underlying variances. The remaining directorate overspend is more than offset by significant underspends within Executive Matters and Policy Contingency, resulting in an overall balanced position after funding.

Movement since the January forecasted year end position indicates a slight improvement in the directorates, with some services showing reduced pressures, while others have worsened marginally, but the council overall has maintained a balanced position at year end.

Table 1: Year End Position

Service	Current Budget £m	Spend to year end - March 2026 £m	March Variance prior to Reserve requests £m	Transfers To/From Reserves £m	Final March Variance (Under) / Over £m	January Variance (Under) / Over £m	Change since Previous (better) / worse £m
Legal, Democratic, Elections & Procurement	2.518	2.308	(0.210)	0.149	(0.061)	0.000	(0.061)
Finance	2.911	3.323	0.412	0.000	0.412	0.083	0.329
HR & OD	0.852	0.951	0.099	0.000	0.099	0.087	0.012
Contact Centre	1.340	1.301	(0.039)	0.000	(0.039)	(0.035)	(0.004)
Digital IT	1.575	1.604	0.029	0.000	0.029	0.015	0.014
Transformation	0.223	(0.360)	(0.583)	0.515	(0.068)	(0.079)	0.011
Resources	9.419	9.127	(0.292)	0.664	0.372	0.071	0.301
Planning	1.796	1.392	(0.404)	0.197	(0.207)	(0.021)	(0.186)
Development Management	0.359	(0.329)	(0.688)	0.015	(0.673)	(0.349)	(0.324)
Property	(3.600)	(1.194)	2.406	0.079	2.485	2.154	0.331
Regeneration & Economy	0.576	(0.233)	(0.809)	0.779	(0.030)	0.000	(0.030)
Biodiversity & Climate Resilience	0.231	0.229	(0.002)	0.000	(0.002)	0.004	(0.006)
Place & Regeneration	(0.638)	(0.135)	0.503	1.070	1.573	1.788	(0.215)
Environmental Services	5.133	5.650	0.517	(0.011)	0.506	0.705	(0.199)
Regulatory Services & Community Safety	1.232	1.064	(0.168)	0.064	(0.104)	(0.089)	(0.015)
Wellbeing & Housing	2.021	2.419	0.398	0.079	0.477	0.470	0.007
Neighbourhood Services	8.386	9.133	0.747	0.132	0.879	1.086	(0.207)
Communications & Marketing	0.350	0.336	(0.014)	0.000	(0.014)	(0.010)	(0.004)
Performance	0.442	0.444	0.002	0.000	0.002	0.000	0.002
Executive Support Team	1.109	1.163	0.054	0.000	0.054	0.021	0.033
Chief Executives Office	1.901	1.943	0.042	0.000	0.042	0.011	0.031
Subtotal for Directorates	19.068	20.068	1.000	1.866	2.866	2.956	(0.090)
Executive Matters	5.132	3.691	(1.441)	0.120	(1.322)	(1.428)	0.106
Policy Contingency	1.995	(0.008)	(2.003)	0.000	(2.003)	(1.528)	(0.475)
Total	26.195	23.751	(2.444)	1.986	(0.459)	0.000	(0.459)
FUNDING	(26.195)	(23.637)	2.558	(2.100)	0.459	0.000	0.459
(Surplus)/Deficit	0.000	0.114	0.114	(0.114)	0.000	0.000	0.000

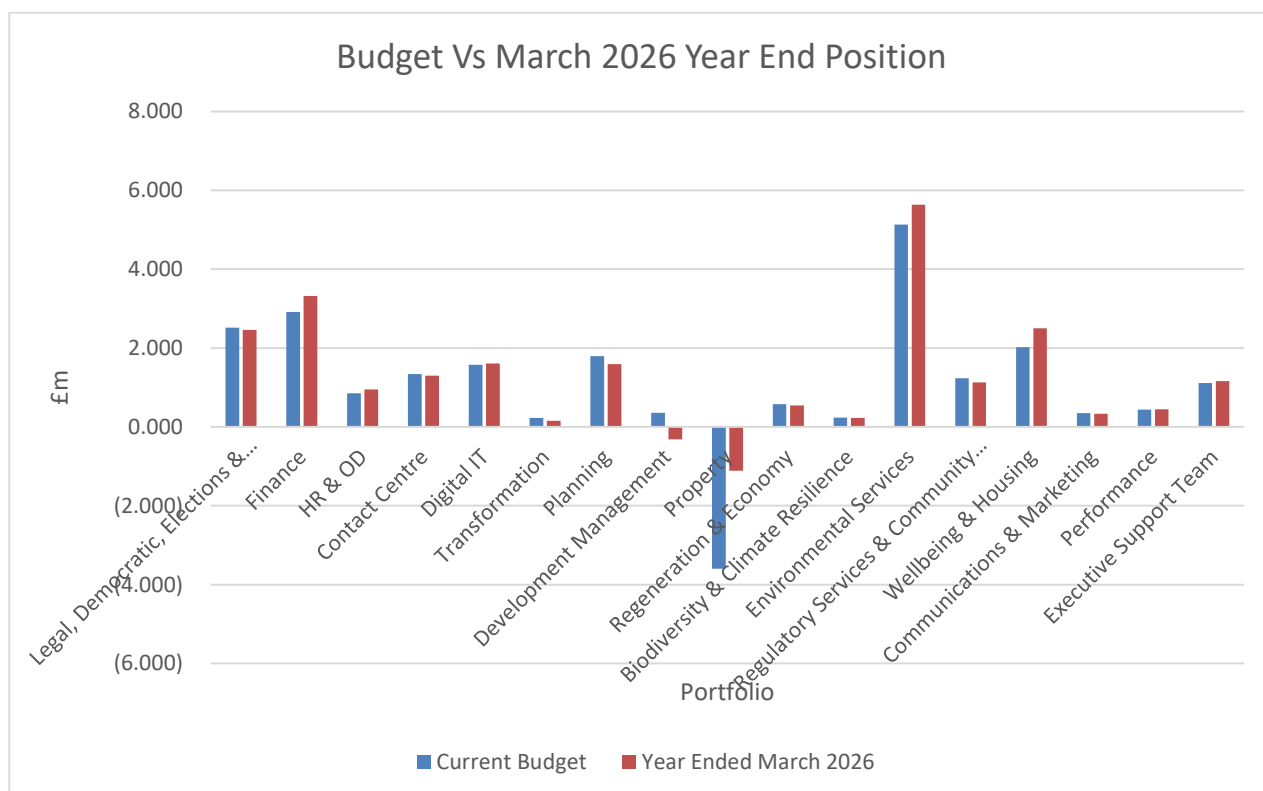
Note: A positive variance is an overspend or a reduction in income and a (negative) is an underspend or extra income received. Green represents an underspend, and red represents a overspend for the outturn position.

Table 2: Analysis of Variance – March 2026

Breakdown of current month	Year End to March 2026 £m	Base Budget Over/ (Under) £m	Savings Non-Delivery £m
Resources	9.127	9.059	0.068
Place & Regeneration	(0.135)	(0.216)	0.081
Neighbourhood Services	9.133	8.752	0.381
Chief Executives Office	1.943	1.933	0.010
Subtotal Directorates	20.068	19.528	0.540
Executive Matters	3.691	3.691	0.000
Policy Contingency	(0.008)	(0.008)	0.000
Total	23.751	23.211	0.540
FUNDING	(23.637)	(23.637)	0.000
(Surplus)/Deficit	0.114	(0.426)	0.540

4.1.4 The graph below shows the Budget compared with the final position at the end of the financial year.

Graph 1: Budget compared with Final Position



4.1.5 Table 3 below summarises the major variances for the reporting period. Further details can be found in Appendix 2.

Table 3: Top Major Variances:

Service	Current Budget	Variance	% Variance
Property	(3.600)	2.485	-69.0%
Environmental	5.133	0.506	9.9%
Wellbeing & Housing	2.021	0.477	23.6%
Executive Matters	5.132	(1.322)	-25.8%
Policy Contingency	1.995	(2.003)	-100.4%
Total	3.554	3.468	

Reserves

4.1.6 Allocations to and from reserves are made according to the Reserves Policy. Table 4 below summarises the movements, details of reserve requests can be found within appendix 5.

Table 4: Reserves:

Reserves	Balance 1 April 2025	Original Budgeted use/ (contribution)	Changes agreed since budget setting	Changes proposed March 2026	Balance 31 March 2026
	£m	£m	£m	£m	£m
General Balance	(8.021)	0.000	0.000	0.000	(8.021)
Earmarked	(31.264)	(2.444)	(1.715)	0.793	(34.630)
Non-Ringfenced Grant timing Difference	(0.033)	0.000	0.033	0.000	0.000
Ringfenced Grant	(1.918)	0.523	0.129	(0.679)	(1.945)
Subtotal Revenue	(41.236)	(1.921)	(1.553)	0.114	(44.596)
Capital	(5.321)	0.720	0.000	0.000	(4.601)
Total	(46.557)	(1.201)	(1.553)	0.114	(49.197)

*According to the Reserves Policy Executive are only required to approve uses of Capital Reserves, not contributions.

4.2 Capital

4.2.1 Table 5 below summarises the spend against the capital programme for the financial year ended 31 March 2026 (including spend reprofiled across all years of the capital programme).

Table 5: Capital Project Outturn

Service	Original Budget £m	Reprofiled Budget £m	Spend to Year Ending 31/3/2026	Variance
Property	4.836	1.712	0.845	(0.867)
Regeneration & Growth	0.796	0.531	0.283	(0.248)
Regeneration & Growth	5.632	2.243	1.128	(1.115)
IT	0.058	0.041	(0.036)	(0.077)
Resources	0.058	0.041	(0.036)	(0.077)
Environmental	1.559	1.170	1.292	0.122
Wellbeing & housing	4.274	3.816	3.449	(0.366)
Regulatory Services	0.265	0.265	0.000	(0.265)
Neighbourhood Services	6.097	5.250	4.741	(0.509)
Total	11.787	7.534	5.833	(1.701)

For further detail on individual schemes please see Appendix 1.

Table 6: Table 6 below summarises the spend against the full capital programme (i.e. spend across all years of the capital programme).

Directorate	Project Total Budget £m	Total Forecast Project Spend £m	Variance to Budget £m
Resources	0.163	0.161	(0.002)
Place & Regeneration	18.308	17.959	(0.349)
Neighbourhood Services	26.347	25.961	(0.386)
Total	44.818	44.081	(0.737)

Note: A positive variance is an overspend or a reduction in income and a (negative) is an underspend or extra income received. Green represents an underspend and red represents a overspend for the outturn position.

Table 7: How the Capital Programme is financed

Financing	Prior Years' Spend £m	Profiled Spend 2025/26 £m	Profiled Spend Future Years £m	Projected Total
Borrowing	0.785	1.828	7.360	9.973
Capital Receipts	5.214	0.038	1.965	7.217
Grant	2.559	3.594	12.410	18.563
S106	0.205	0.439	0.709	1.353
Borrowing & Grant	7.006	-0.031	0.000	6.975
Grand Total	15.769	5.868	22.444	44.081

Table 8: Capital budgets to be reprofiled beyond 2025/26

Code	Project	Project Total Budget £m	Reprofiling 25/26	Reprofiling Future Years	Removed from Programme	Virements	Additional Capital Budget	Reason
40224	Fairway Flats Refurbishment	0.365	(0.126)	0.126				Reprofiled from current to future years
40254	Thorpe Lane Depot - Renewal of Electrical Incoming Main	0.268	(0.118)	0.118				Reprofiled from current to future years
40255	Installation of Photovoltaic at CDC Property	0.079	0.001	(0.001)				Reprofile from future to current year
40278	Development of New Land Bicester Depot	0.465	(0.162)	0.162				Reprofiled from current to future years
40279	Spiceball Sports Centre - Solar PV Car Ports	0.177	(0.091)	0.091				Reprofiled from current to future years
40281	North Oxfordshire Academy - Solar Panels	0.018	(0.018)	0.018				Reprofiled from current to future years
40282	Community Centre Solar Panels	0.106	0.007	(0.007)				Reprofile from future to current year
40283	Thorpe Lane - Solar Panels	0.034	0.001	(0.001)				Reprofile from future to current year
40341	Public Sector Decarbonisation Scheme (PSDS) 4	1.661				(0.338)	0.210	£338k removed from programme in 25/26, £210k additional budget to 26/27
40342	Unit 5 & 6 Castle Quay	0.100			(0.100)			This is a lease incentive and shouldn't be part of capital projects
40343	Banbury Library	1.600	(0.040)	0.040				Reprofiled from current to future years
40348	Castle Quay Roof works	1.650	(0.023)	0.023				Reprofiled from current to future years
40334	Robotic Process Automation Pilot	0.133	(0.011)	0.011				Reprofiled from current to future years
40337	ESRI Software Upgrade	0.030	(0.009)	0.009				Reprofiled from current to future years
40028	Vehicle Replacement Programme	5.730	0.131	(0.131)				Reprofile from future to current year
40222	Burnehyll- Bicester Country Park	0.271	(0.009)	0.009				Reprofiled from current to future years
40286	Transforming Market Square Bicester	5.131	(0.070)	0.070				Reprofiled from current to future years
40287	UK Shared Prosperity Fund (UK SPF) Year Two Investment Plan Programme	0.306	(0.020)	0.019				Reprofiled from current to future years and adjustment
40288	UKSPF Rural Fund	0.709	(0.158)	0.158				Reprofiled from current to future years
40083	Disabled Facilities Grants	8.061	0.026	(0.026)				Reprofiled from future years to current year
40303	S106 - Hanwell Fields Community Centre Projects	0.360	(0.023)	0.023				Reprofiled from current to future years
40304	S106 - Hook Norton Sport And Social Club Project	0.080	(0.063)	0.063				Reprofiled from current to future years
40305	S106 - Horley Cricket Club Pavilion Project	0.110	(0.110)	0.110				Reprofiled from current to future years
40312	S106 - Whitelands Farm Sports Ground (Pedestrian crossing and various works)	0.160	(0.032)	0.032				Reprofiled from current to future years
40313	S106 - Woodgreen Leisure Centre Improvements	0.161	(0.012)	0.012				Reprofiled from current to future years
40324	Development of Activity Play Zones	0.162	(0.006)	0.006				Reprofiled from current to future years
40325	Graven Hill Community and Infrastructure Projects	0.080	(0.017)	0.017				Reprofiled from current to future years
40329	Spiceball Leisure Centre Structural Beams	0.173	(0.010)	0.010				Reprofiled from current to future years
40344	S106- Banbury Cricket Club Project	0.011	(0.002)	0.002				Reprofiled from current to future years
40245	Enable Agile Working	0.015	(0.015)	0.015				Reprofiled from current to future years
40333	CCTV Thames Valley Project	0.250	(0.250)	0.250				Reprofiled from current to future years
		28.456	(1.229)	1.228	(0.100)	(0.338)	0.210	

4.3 Performance Summary

4.3.1 The council is performing well against its objectives, which consist of 16 Corporate KPI Measures, seven Directorate KPI Measures, 11 monitoring only measures and 26 Annual Delivery Plan (ADP) actions. Targeted measures reported for the end of the year 2025/26 as per the table below.

Plan	Total number of measures	Red		Amber		Green		No Status specified	
		(Behind target)		(Slightly behind target)		(Achieved or within tolerance)		No	%
		No	%	No	%	No	%		
ADP	26	0	0%	14	54%	12	46%	0	0%
Corporate KPIs (Targeted)	16	2	13%	2	13%	11	69%	1	6%
Directorate KPIs (Targeted)	7	0	0%	1	14%	6	86%	0	0%
Total	49	2	4%	17	35%	29	59%	1	2%

4.3.2 Please note at the time of doing this report the data for the measure “Net Additional Housing Completions to meet Cherwell needs” is not available yet. An update will be provided within the Quarter 1 2026-27 report.

4.4 Monitoring measures

4.4.1 The council monitors 11 key measures to help identify concerning emerging trends that may require early intervention either by us or in collaboration with our partners. These measures are not target-driven, as they are influenced by external factors beyond our control. Responsibility for monitoring lies with the Performance Team and the relevant Director, with reporting triggered only when a significant trend change is observed.

4.4.2 All monitoring indicators are included within this End of Year report to provide a complete picture of performance trends across the year.

4.5 Performance Exceptions

4.5.1 Of the 26 Annual Delivery Plan Actions set for this end of Year, 12 were delivered and 14 reported to be slightly behind.

Annual Delivery Plan – Exceptions

Action	Status
Maximise the impact of Council-owned and other assets to further enable the regeneration of our Economic Centres	Amber
Support the Marmot Place Partnership for Oxfordshire	Amber
Review of our Local Strategic Partnership to be more effective in delivering co-produced solutions to community issues	Amber
Develop parish council toolkit to empower communities	Amber
Transfer existing community assets to community organisations to support collaboration and resilience	Amber
Strengthening community cohesion	Amber
Progress decarbonisation of our fleet, including electrifying smaller vehicles and implementation of HVO fuel	Amber
Promote environmentally conscious communities	Amber
Establish a new Programme for a Review of Conservation Area Appraisals	Amber
Monitor and manage housing land supply	Amber
Reducing the percentage of 'major' planning application decisions overturned at appeal	Amber
Streamline process for the preparation of 'section 106' legal agreements and associated land transfers which support planning permissions	Amber
Deliver Planning Service Improvement	Amber
Continue with progress for the provision of a modern and for purpose depot facilities to support activity to minimise waste	Amber

4.5.2 Of the 16 targeted corporate key performance indicators, 11 achieved their end of Year target or reported within the agreed tolerance, two reported slightly behind target, two did not achieve their target and one we are still waiting for data information.

Corporate Key Performance Indicators – Exceptions

Measure	Status
BP2.2.01 % Waste Recycled & Composted	Amber
BP2.2.03 % of Climate Action Plan delivering to target	Amber
BP1.2.10A % of Major applications overturned at appeal, based on applications determined between April 2023 to March 2025, allowing for appeal decisions up to December 2025	Red
BP2.2.05 Total Greenhouse gas emissions for the year	Red
BP1.2.13 Net Additional Housing Completions to meet Cherwell needs	Data not available

Please find below further details for the KPIs reporting Red:

- **% of Major applications overturned at appeal, based on applications determined between April 2023 to March 2025, allowing for appeal decisions up to December 2025** - Reporting 11.2% against a target of 10% for end of Year.

Comments from the service: Performance was affected by a small number of legacy major appeal decisions from earlier periods, including committee overturns and appeal outcomes influenced by changes to the NPPF and the five-year housing land supply position. These historic decisions disproportionately impacted the quality metric. Targeted actions have been implemented, including PAS-led committee review and training, strengthened senior officer input at committee, improved governance of major applications, and tighter internal controls on refusals. Strategic and operational improvement plans are now embedded. Improvement is already evident, with current quality of major decisions at 5.15%, well below the 10% threshold. Performance is forecast to remain under the threshold in the next accounting period, even if all pending appeals were allowed.

- **Total Greenhouse gas emissions for the year** - Reporting 4,014 tCO₂e against a target of 3,900 tCO₂e for end of Year.

Comments from the service: Total emissions for 2024–25 are 4,014 tCO₂e (please note this number is reported in arrears), representing a marginal reduction compared to the revised 2023–24 baseline of 4,016 tCO₂e. The prior year figure has been restated (from 4,119 tCO₂e) following improvements to data quality, methodology, and asset coverage, providing a more robust and consistent baseline for reporting. Overall emissions have plateaued, with reductions achieved across leisure centres, fleet, and water largely offset by increases in other areas, notably due to expanded landscape contractor activity and changes within the corporate estate. Performance from decarbonisation measures has been positive, but operational issues particularly with heat pump systems are limiting the full realisation of expected energy and carbon savings. While emissions remain broadly consistent with pre-Covid levels, improvements to data

accuracy and reporting completeness represent a strengthening of the evidence base and a positive step forward. Looking ahead, more substantial reductions are anticipated through the transition to HVO fuel for the fleet and the delivery of PSDS4-funded decarbonisation projects.

4.5.3 Of seven targeted directorate key performance indicators, six achieved their targets for the end of Year or reported within agreed tolerances and one reported slightly behind target. Please note Directorate level KPIs are reported to Committees on an exception basis (only indicators reporting Red and/or Amber).

Directorate Key Performance Indicators – Exceptions

Measure	Status
BP1.2.14 % of Building Control (BC) full plans assessed within 5 weeks (or longer with applicant's agreement)	Amber

For full details on all Annual Delivery Plan milestones and Corporate KPIs, Directorate and Monitoring KPIs exceptions, including commentary, please reference Appendices 8 and 9.

4.6 Performance Highlights

4.6.1 Below is a snapshot of some of the council's key achievements at the end of the financial year.

- No. of Homeless Households living in nightly charged (Hotel) Temporary accommodation (TA):** We have taken positive action that has led to a notable reduction in households in temporary accommodation, particularly in hotels, with numbers halving from around 50 to fewer than 25 since the start of the financial year. While new placements have remained steady, our improved policies, increased availability of self-contained accommodation, and proactive service management have enabled quicker moves into permanent homes. This progress is especially encouraging given that temporary accommodation use is rising nationally, making our downward trend in Cherwell a strong and favourable outcome.
- Average time taken to process Housing Benefit New Claims and council tax reduction (Days):** Throughout the year, we have successfully and consistently met the set speed of processing targets, with a means average turnaround time for new claims of 12.27 days against a target of 18 days. These outcomes were supported by our ongoing digital transformation which now sees over 40% of our change event processes being automated or automated in part and system led workflow streamlining end-to-end processes, enabling the service to remain resilient and responsive, maintaining smooth operations even during periods of peak demand.
- Average time taken to process Housing Benefit Change Events & council tax reduction (Days):** Throughout the year, we have successfully and consistently met the set speed of processing targets, with a means average turnaround time for change events 2.66 days against a target of 8 days. These outcomes were supported by our ongoing digital transformation which now sees

over 40% of our change event processes being automated or automated in part and system led workflow streamlining end-to-end processes, enabling the service to remain resilient and responsive, maintaining smooth operations even during periods of peak demand.

- **Number of Homeless Households living in Temporary Accommodation (TA):** Numbers in TA are at the lowest level since November 2024. The number of clients within TA is falling overall. Changes to the allocations scheme in 2025 have meant that clients in TA for whom we owe or are likely to owe the main housing duty to are receiving permanent offers more quickly. This reduces time spent in TA.
- **Number of affordable homes delivered:** 319 affordable housing completions for the year is the highest number since 2020-21. Numbers have been boosted by delivering additional affordable homes on some sites, including 100% affordable housing schemes.

4.6.2 The Performance Annual Report 2025/2026 is Appendix 11 ro this report.

4.7 Risk Monitoring

4.7.1 The council maintains a Leadership Risk Register, which contains strategic risks that could be significant in size and duration and could potentially impact on the reputation and performance of the council, and in particular, on its ability to deliver on its corporate priorities. The Leadership Risk Register is reviewed quarterly by the Corporate Leadership Team; however, this is a live document that gets updated as and when required.

4.7.2 Please note risks deemed as high (L01, L05) and medium (L03, L04, L09, L10, L13, L14, L16 and L17) present higher scores, mostly due to the magnitude of the impact these events could have for the organisation, mitigating actions are in place across them all to reduce the potential severity of the impact, and controls are established to prevent the probability of the risk event happening.

4.7.3 There were no score changes within the Leadership Risk Register during the last quarter of the year.

4.7.4 The overall position at the time of running this report (17/04/2026) of all Leadership risks is as follows:

		Probability				
		1 - Remote	2 - Unlikely	3 - Possible	4 - Probable	5 - Highly Probable
Impact	5 - Catastrophic			L10		
	4 - Major		L08-L11	L03-L09-L13-L14-L16	L01	L05
	3 - Moderate		L06-L07-L12	L02-L15	L17	L04
	2 - Minor					
	1 - Insignificant					

The full Leadership Risk Register, including controls and mitigating actions, is attached at Appendix 10.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: This report summarises the council's financial, performance and risk position up to the end of End of Year 2026, therefore there are no alternative options to consider.

6. Conclusion and Reasons for Recommendations

- 6.1 The report updates the Committee on the year-end financial, performance and risk position of the council for 2025/26. Regular reporting is key to good governance and demonstrates that the council is actively managing its financial resources sustainably.

Decision Information

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

Document Information

Appendices	
Appendix 1	Capital March 2026
Appendix 2	Detailed Narrative – March 2026
Appendix 3	Virements & Aged Debt March 2026
Appendix 4	Funding March 2026
Appendix 5	Use of Reserves and Grant Funding March 2026
Appendix 6	Reserves to be released in 2026-27
Appendix 7	Savings 2025-26
Appendix 8	Business Plan KPIs Year End 2025/26
Appendix 9	Annual Delivery Action Plan Year End 2025/26
Appendix 10	Leadership Risk Register Year End 2025/26
Appendix 11	Performance Annual Report 2025/26
Background Papers	None

Reference Papers	None
Report Author	Leanne Lock, Strategic Business Partner - Finance Celia Prado-Teeling, Performance & Insight Team Leader
Report Author contact details	leanne.lock@cherwell-dc.gov.uk 01295 227098 Celia.Prado-Teeling@cherwell-dc.gov.uk 01295 221556
Executive Director Approval (unless Executive Director or Statutory Officer report)	Executive Director Resources, Stephen Hinds

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CODE	DESCRIPTION	Previous year(s) spend	25/26 Actuals	25/26 Purchase orders	25/26 Original Budget	25/26 Current Budget	Forecast Spend					Project Total forecast	Project Total Budget	Project Total Variance	Narrative
							25/26 Forecast	26/27 Forecast	27/28 Forecast	28/29 Forecast	29/30 Forecast				
40348	Castle Quay Roof works	0	7	0	0	30	7	1,643				1,650	1,650	0	Newly approved on 15/12/2025. £23k reprofiled to 26/27.
40327	Thorpe Place Roofing Works	0	0	0	97	0	0	365				365	365	0	Project approved by Council on 16/09/2026. Planning application for the works to be determined in June 2026, following which works will be commenced on site.
Property		5,725	845	0	4,836	1,712	845	3,715	1,528	0	0	11,813	12,162	(348)	
40286	Transforming Market Square Bicester	144	227	0	720	297	227	825	3,365	570		5,131	5,131	0	Following the evolution of the preferred design, a validation stage is now required to test deliverability, particularly highways, before further design investment. As a result, capital provision profiled in 2025/26 for preliminary design and survey work was not spent in-year. £70k was reprofiled from 2025/26 to 2028/29, and £500k from 2026/27 to 2028/29.
40287	UK Shared Prosperity Fund (UK SPF) Year Two Investment Plan Programme	231	56	0	76	76	56	19				306	306	(0)	On track to spend by 30/09/2026 – the government has extended the deadline for grant expenditure, which has allowed the Council to maximise the benefits. £20k was reprofiled from 2025/26 to 2026/27.
40288	UKSPF Rural Fund	551	0	0	0	158	0	158				709	709	0	On track to spend by 30/09/2026 – the government has extended the deadline for grant expenditure, which has allowed the Council to maximise the benefits. £158k was reprofiled from 2025/26 to 2026/27.
Regeneration & Growth		925	283	0	796	531	283	1,002	3,365	570	0	6,146	6,146	(0)	
Place and Regeneration		6,651	1,128	0	5,632	2,243	1,128	4,717	4,893	570	0	17,959	18,308	(349)	
40334	Robotic Process Automation Pilot	105	(55)	0	28	11	(55)	83				133	133	0	The project is moving forward with the first automation currently on hold due to the non-availability of the service it's intended to support; we will proceed as soon as circumstances allow. Meanwhile, the second automation has been fully scoped and is just about to move into development. Once that's underway, we'll focus on planning the third automation. The aim is for all three pilot automations to be live by the end of Q3, which will give us a foundation for evaluating the impact and benefits of this pilot.
40337	ESRI Software Upgrade	0	19	0	30	30	19	9				28	30	(2)	Project will be completed 26/27 Q3 £9k reprofiled to 26/27
ICT		105	(36)	0	58	41	(36)	92	0	0	0	161	163	(2)	
Resources		105	(36)	0	58	41	(36)	92	0	0	0	161	163	(2)	
40028	Vehicle Replacement Programme	Rolling Programme	1,251	7	1,413	1,120	1,251	1,280	1,066	1,066	1,066	5,730	5,730	0	£131k re-profiled back to 2025/26
40222	Burnehyll- Bicester Country Park	125	16	0	121	25	16	85	45			271	271	(0)	Majority of the grant funded work has been completed week commencing 9th March 2026. The remaining grant funded work will be completed in 26/27. £9k re-profiled to 26/27.
40331	Additional Commercial Waste Containers	29	25	0	25	25	25					54	54	0	Project is completed in 25/26
Environmental		154	1,292	7	1,559	1,170	1,292	1,365	1,111	1,066	1,066	6,055	6,055	(0)	
40083	Disabled Facilities Grants	Rolling Programme	1,526	0	1,719	1,500	1,526	1,918	1,539	1,539	1,539	8,061	8,061	0	Full spend of 25/26 grant allocation anticipated. Some project will continue through April 2026. 26k Was reprofiled from 26/27 to 25/26
40251	Longford Park Art	0	0	0	45	45		45				45	45	0	Reprofile to 26/27 - will not be able to start until development consortium transfers ownership to the

CODE	DESCRIPTION	Previous year(s) spend	25/26 Actuals	25/26 Purchase orders	25/26 Original Budget	25/26 Current Budget	Forecast Spend					Project Total forecast	Project Total Budget	Project Total Variance	Narrative
							25/26 Forecast	26/27 Forecast	27/28 Forecast	28/29 Forecast	29/30 Forecast				
40262	Town Centre House Refurbishment	7006	(39)	40	0	0	(31)					6,975	7,355	(380)	Project complete - Credit in 25/26 relates to minor over-accrual of costs in 24/25 relating to retention and final account estimates.
40303	S106 - Hanwell Fields Community Centre Projects	16	37	0	340	60	37	307				360	360	0	Evaluation of tender responses for the installation of a Mezzanine at Hanwell Fields Community Centre. 23k was reprofiled from 25/26 to 26/27
40304	S106 - Hook Norton Sport And Social Club Project	0	17	0	80	80	17	63				80	80	0	MUGA surface is finished just waiting for final stitching. The delay was caused by wet weather,63k was reprofiled from 25/26 to 26/27
40305	S106 - Horley Cricket Club Pavilion Project	0	0	0	110	110	0	110				110	110	0	Delivery delayed due to issue with the land registry. Reprofiled from 25/26 to 26/27
40312	S106 - Whitelands Farm Sports Ground (Pedestrian crossing and various works)	127	1	0	33	33	1	32				160	160	0	Waiting for road adaption before project commences.32k was reprofiled from 25/26 to 26/27
40313	S106 - Woodgreen Leisure Centre Improvements	23	127	0	139	139	127	12				161	161	0	Project completed, retention amount is going to be paid in April 2026.12k was reprofiled from 25/26 to 26/27
40319	Local Authority Housing Fund R2	1634	0	0	0	7						1,634	1,641	(7)	Recommend 7k be vired to Town Centre House - 40262
40324	Development of Activity Play Zones	4	136	0	155	142	136	22				162	162	(0)	Completed – retention payment is scheduled for September/October 2026. Reprofiled 6k from 25/26 to 26/27
40325	Graven Hill Community and Infrastructure Projects	0	3	0	80	20	3	77				80	80	0	The ground condition analysis will continue in 2026. Contract completion in end of April 2026. Reprofiled
40328	S106 - Windmill Community & Sports Centre Tennis Courts	35	0	0	0	16	16					51	51	0	Completed
40329	Spiceball Leisure Centre Structural Beams	13	150	0	100	160	150	10				173	173	0	Completed-retention will be released in July 2026.Reprofiled 10k from 25/26 to 26/27
40336	S106 Kingsmere Public Art	0	0	0	28	0	0	28				28	28	0	Project will be completed 2026/27
40338	LAHF R3	0	1,400	0	1,400	1,400	1,400					1,400	1,400	0	Grant has been transferred to SOHA to complete delivery of the project.
40339	S106 - Windmill Centre Kitchen Refurb	0	0	0	11	11	11					11	11	0	Completed
40340	S106 - Steeple Aston Playground	0	34	0	34	34	34					34	34	0	Completed
40344	S106- Banbury Cricket Club Project	0	9	0	0	11	9	2				11	11	0	Waiting for confirmation of project completion and final invoices. Reprofiled 2k from 25/26 to 26/27
40345	S106 - Yarnton Village Hall Project	0	0	0	0	0		23				23	23	0	S106 fund approved. Project delivery is expected in April/May 2026.
40346	S106 - Bloxham Bowls Club Roofing Contribution	0	14	0	0	14	14					14	14	0	Completed
40347	S106 – Fritwell Playing Fields Equipment Contribution	0	34	0	0	34	34	33				67	67	0	S106 spend approved. Project due to completion by 31/05/2026.

CODE	DESCRIPTION	Previous year(s) spend	25/26 Actuals	25/26 Purchase orders	25/26 Original Budget	25/26 Current Budget	Forecast Spend					Project Total forecast	Project Total Budget	Project Total Variance	Narrative
							25/26 Forecast	26/27 Forecast	27/28 Forecast	28/29 Forecast	29/30 Forecast				
Wellbeing & Housing		8,859	3,449	40	4,274	3,816	3,484	2,682	1,539	1,539	1,539	19,641	20,027	(386)	
40245	Enable Agile Working	0	0	0	15	15	0	15				15	15	0	The app that will support this agile working has now been released but we are still delayed due to issues around use of the app with single sign on (SSO). The issues linked to SSO are expected to be resolved by Q2 of 26/27. £15k was reprofiled from 2025/26 to 2026/27.
40333	CCTV Thames Valley Project	0	0	0	250	250	0	250				250	250	0	Upgrade the public open space CCTV network and cameras to meet the necessary threshold to be included in the OPCC Thames Valley CCTV project. This expenditure is dependent upon the TVCCTV partnership progressing which has been delayed. The partnership agreement was signed in Q4 of 25/26. The subsequent capital spend is now anticipated to occur in Q1 and Q2 of 26/27. £250k was reprofiled from 2025/26 to 2026/27.
Regulatory Services		0	0	0	265	265	0	265	0	0	0	265	265	0	
Neighbourhood Services		9,012	4,741	47	6,097	5,250	4,775	4,312	2,650	2,605	2,605	25,961	26,347	(386)	
Capital Total		15,768	5,833	47	11,787	7,534	5,868	9,121	7,543	3,175	2,605	44,081	44,818	(736)	

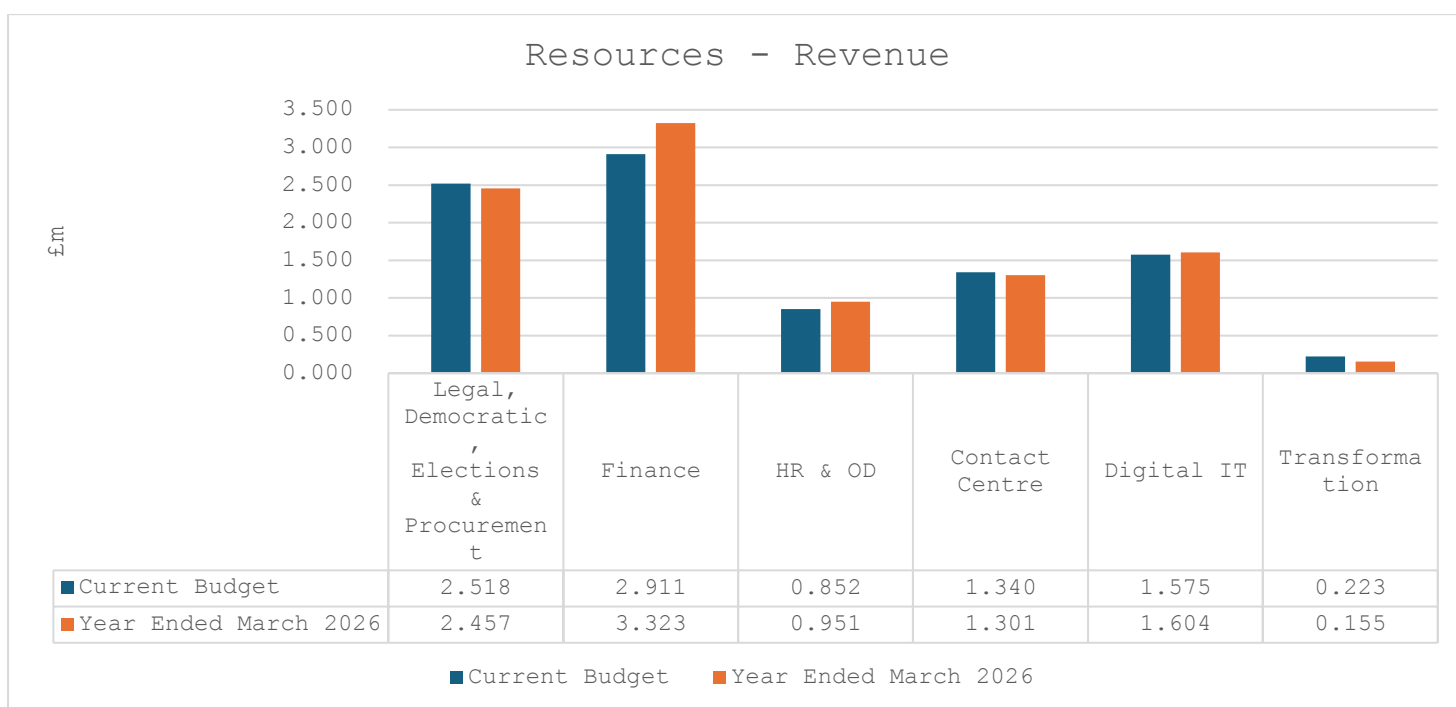
Appendix 2 – Detailed Narrative on Forecast March 2026

Resources

Revenue:

Resources are reporting a £0.372m overspend against a budget of £9.419m.

The Resources directorate faced a challenging financial position, with forecast pressures increasing over the year, with significant pressures being outside the control of the Council. The most significant pressure remains within Finance, driven by sustained demand and subsidy issues associated with exempt supported accommodation (very much outside the control of the Council), while HR reported pressures linked to staffing-related costs and the non-delivery of planned savings. These pressures are being partially offset by favourable positions across several other service areas, including Legal, Contact Centre and Land Charges, and Transformation. The directorate worked hard over the year to monitor closely and pursue mitigating actions where possible, whilst again recognising that some of the pressures are driven by demand-led and external factors. A big thank you to all the teams that managed to deliver our services whilst addressing the tough financial climate.



<p>Legal, Democratic, Elections & Procurement</p> <p>Variation (£0.061m) Underspend</p>	<p>The underspend relates to the recovery of fees paid for legal costs, based on time charged for negotiating complex legal agreements that concluded towards the end of the financial year. This recovery is intended to help offset ongoing locum and agency fees, which may not otherwise be recoverable in high-demand areas such as planning and procurement.</p>
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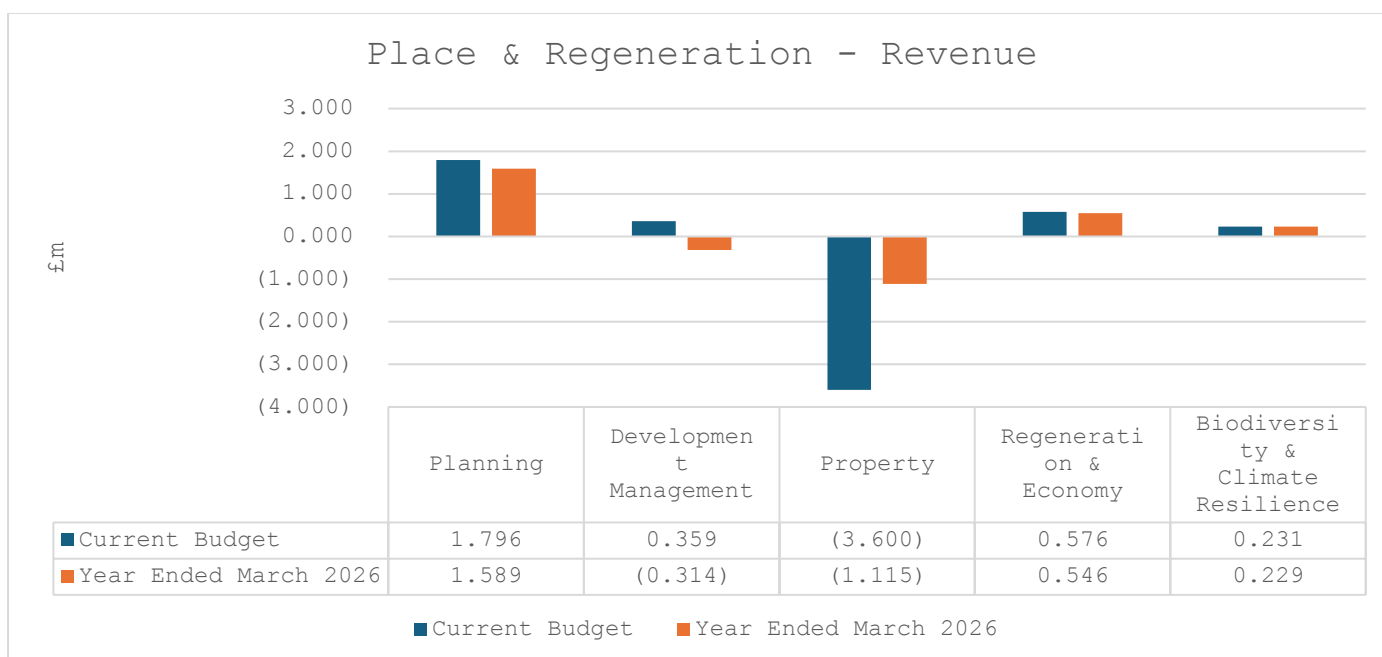
<p>Variation to January's Forecast £0.012m</p>	<p>software license costs and consultants fees relating to the structure project. In addition to these costs, the learning and development budget was exceeded by £0.024m.</p> <p>Minor changes across the service.</p>
<p>Contact Centre</p> <p>Variation (£0.039m) Underspend</p> <p>Variation to January's Forecast (£0.004m)</p>	<p>Customer Services is showing an underspend due to vacant hours on the establishment. Land Charges is showing a small underspend due to additional income.</p> <p>Posts that became vacant during February and March, but were not filled by end of year, resulted in a further in year saving. Additional savings further to Statutory Maternity Pay adjustments.</p>
<p>Digital IT</p> <p>Variation £0.029m Overspend</p> <p>Variation to January's Forecast £0.014m</p>	<p>Minor overspends across the service.</p>
<p>Transformation</p> <p>Variation (£0.068m) Underspend</p> <p>Variation to January's Forecast £0.011m</p>	<p>Underspend is due to current Business Process Analyst Vacancy, which was held as vacant whilst the new Transformation and Change Office (TCO) structure was being finalised, as well as costs associated with licensing fees and IT equipment and some consulting fees.</p> <p>A new TCO structure will be implemented for the 2026/27 financial year.</p> <p>Business Process Analyst Vacancy remains vacant.</p>

Place & Regeneration

Revenue:

Place & Regeneration are reporting a £1.070m overspend against a budget of (£0.638m).

The overarching overspend position is driven by external market forces which the services are working collectively to mitigate the impact of and improve the long-term forecasting of. This has been offset by underspends elsewhere including Planning Policy where local plan examination has delayed forecast expenditure and achieving a higher than forecast income in Development Management through a high volume of applications which will need to be resourced into 26/27. Additionally, Regeneration and Growth have brought in additional funding support to facilitate studies to unlock stalled delivery sites and invest in detailed technical studies which have been delivered on top of planned business.



<p>Planning & Development Management</p> <p>Planning Variation (£0.207m) underspend</p> <p>Development Management Variation Underspend (£0.673m)</p>	<p>Building Control has ended the year underspent (£0.050m) mainly due to a saving on staffing costs due a delayed appointment for land drainage services. Planning Policy, Conservation & Design has also ended with an underspend (£0.159m) due mainly to a delay to the Local Plan Examination and therefore delayed cost. The displaced cost is expected to be incurred in 26/27.</p> <p>Additional income received by Development Management has resulted in a significant underspend position of (£0.673m) but this includes significant fees for work continuing in 26/27 with associated costs for temporary staff. Overall, the two services have resulted in an underspend of (£0.880m).</p>
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Variation (£0.002m) Underspend	Biodiversity & Climate Resilience is reporting to budget for the 2025/26 outturn.
Variation to January's Forecast (£0.006m)	The previous forecasted overspend was mitigated through a reduction in consultancy scope.

Neighbourhood Services

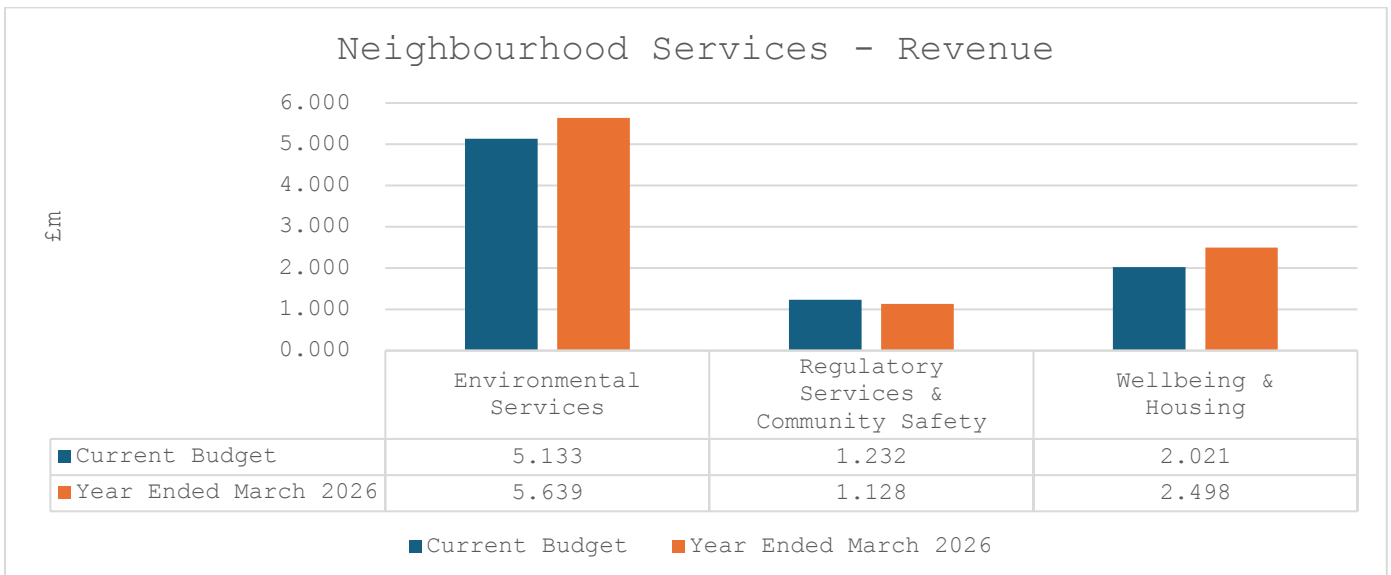
Revenue:

Neighbourhood Services are reporting a £0.879m overspend against a budget of £8.386m.

The Neighbourhood Services department overspent across the 2025/2026 fiscal year due to a combination of factors, including the rising demand to provide Temporary Accommodation (TA), staffing shortages in essential front-line services due to sickness levels, and additional complexity in adopting the Agency arrangement in our leisure centres which will reduce our total spend.

Throughout the year, the department has looked at all opportunities to reduce costs, including holding vacant posts, delaying non-statutory or essential works, and increasing income where possible through commercial services. This is reflected in the projected overspend significantly reducing in the final outturn, with an improvement of £0.206m at year end.

The Iran war will have a material impact on the 26/27 budget, due to rising fuel costs and higher recycling processing costs, which will be factored into future financial planning.



Environmental Services	The pressure of £0.506m within Environmental Services is primarily due to staffing pressures and agency costs within Waste and Recycling. Changes in the global market for recycled materials fell
Variation £0.506m Overspend	

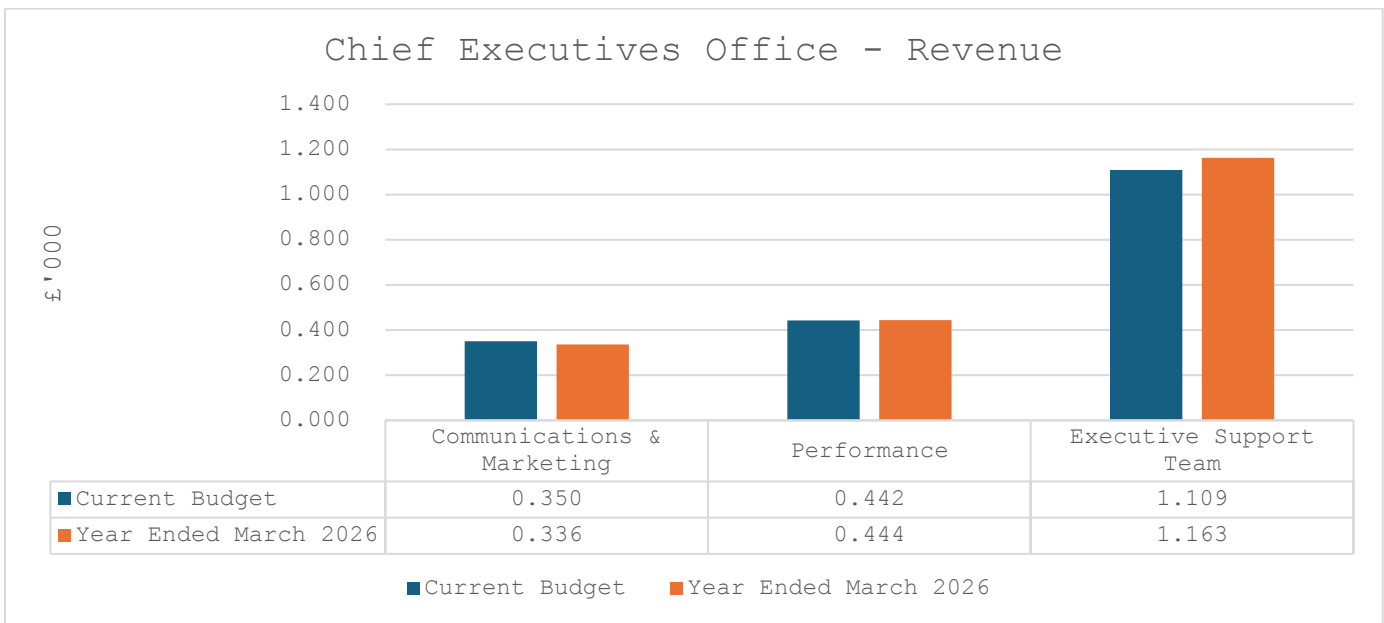
<p>Variation to January's Forecast (£0.199m)</p>	<p>more than anticipated and this resulted in the recycling processing cost increasing.</p> <p>This has been part offset by holding open vacancies within Street Cleansing, Landscaping and Admin teams. In addition, to this there has been growth in income across the services. More glass has been collected because of the introduction glass in the blue recycling bins.</p> <p>The movement of (£0.199m) is partially a result of a reduced level of agency staff requirements, as sickness levels fell across the service.</p> <p>Additionally, income rose due to higher glass tonnage recycling through the blue recycling bins, additional S106 contributions for refuse bins, an increase in income through a rise in business waste customers, and an increase in street cleansing income.</p> <p>Non recruitment to several vacant posts across the service in addition to delaying spend in less critical, front-line services within Admin, Landscaping and Arboriculture Services has helped mitigate this overspend.</p> <p>Additional income streams have been generated by the Waste and Recycling Service because of closer joint working and contracts with other local partners.</p>
<p>Regulatory Services & Community Safety</p> <p>Variation (£0.104m) Underspend</p> <p>Variation to January's Forecast (£0.015m)</p>	<p>Regulatory Services and Community Safety outturn shows a (£0.104m) underspend.</p> <p>The variation from January's reporting is mainly due to additional savings from staffing costs as well as reduced kennel fees and improved fines income,</p>
<p>Wellbeing & Housing</p> <p>Variation £0.477m Overspend</p>	<p>The outturn is an overspend primarily due to rising Temporary Accommodation costs, along with IT license costs and legal fees. This rise in TA costs has been experienced by most authorities across the UK and is a national challenge. We have been taking every step to reduce this rising pressure, and capital funding has been allocated for 2026/27 onwards to provide more temporary accommodation across Cherwell to reduce the revenue spend.</p>

Variation to January's Forecast £0.007m	The position has improved by a further £0.007 in the last month of the year. Over the course of the year, it has been possible to underspend on some provisions within the budget and reduce the forecasted overspend. The Council has also received increases in grant aid increasing budget provision for temporary accommodation.
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Chief Executives Office

Revenue:

Overall, the Service is 2% over budget for the 25/26 financial year which is largely due to unplanned recruitment costs reported in December 2025.



Communications & Marketing Variation (£0.014m) Underspend Variation to January's Forecast (£0.004m)	Communications is underspent in this financial year due to lower costs on external print and design that had been budgeted for at the start of the year. Some external costs relating to printing, etc have been less than originally forecast.
Performance Variation £0.002m Overspend Variation to January's Forecast £0.002m	Performance finished the financial year with a minor overspend across the service.
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Executive Support Team	Overall, the Service is over budget for the 25/26 financial year which is largely due to some unplanned recruitment costs. Every opportunity is being taken where possible to make savings that will mitigate the expected overspend.
Variation £0.054m Overspend	
Variation to January's Forecast £0.033m	There has been some movement in the budget due to recognition of staff costs that had not previously been apportioned to this service area.

Executive Matters

Revenue:

Executive Matters are reporting a (£1.322m) underspend against a budget of £5.132m.

Executive Matters	Executive Matters are reporting an underspend of (£1.322m) consisting of (£0.500m) dividend received from Graven Hill, an increase to the Provision for bad and doubtful debts of £0.351m, Compensatory Pension Strain charges of £0.236m, an over recovery of net interest of (£1.111m), an underspend on external audit of (£0.253m) and minor underspends across the service amounting to (£0.045).
Variation (£1.322m) Underspend	
Variation to January's Forecast £0.106m	

Policy Contingency

Revenue:

Policy Contingency are reporting a (£2.003m) underspend against a budget of £1.995m, the movement in Policy Contingency is shown in the table below: -

Original Budget	(2.428)	Notes
Inflation Contingency	0.060	for the development resource required for property projects
Inflation Contingency	0.031	Climate Change Redundancy
General Contingency	0.091	Redundancies
General Contingency	0.005	Climate Change Action Plan 25/26
General Contingency	0.004	Research & Stakeholder Engagement for Mental Health Provision of young people
General Contingency	0.005	To mitigate the Carbon Budgeting challenge
General Contingency	0.107	Glass Recycling implementation
General Contingency	0.050	New Arts Feasibility study
General Contingency	0.005	LCMB Carbon Budgeting invoice
General Contingency	0.040	To support The Hill Banbury
General Contingency	0.010	Devolution
General Contingency	0.025	Interim Programme Director (Heyford) as approved by CLT.
General Contingency	0.010	Climate Action Plan 25/26

General Contingency	0.010	Senior restructure - balance to be funded from Policy contingency
General Contingency	(0.021)	NED costs - move from Property to PC
General Contingency	(0.006)	Minor Underspend in service
Remaining Budget	(2.003)	

Funding

Funding is reporting an overspend of £0.459m against a budget of £26.195m.

<p>Funding</p> <p>Variation £0.459m Overspend</p> <p>Variation to January's Forecast £0.459m</p>	<p>The main reason for the overspend of £2.558m (prior to the request from reserves) is due to a shortfall on Business Rates transactions credited to the General Fund at the end of the year, due to a higher levy on growth and lower pooling income than estimated.</p> <p>It is estimated there will be a surplus on Business Rates transactions credited to the Collection Fund of £2.859m to offset this but due to statutory accounting requirements this is not available to the Council until 2026/27.</p> <p>This timing issue has been mitigated by a transfer request from reserves in 2025/26 and this will be replenished in 2026/27 when the income can be recognised.</p> <p>Detailed as above.</p>
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Appendix 3 - Virement Summary

Virement Movement

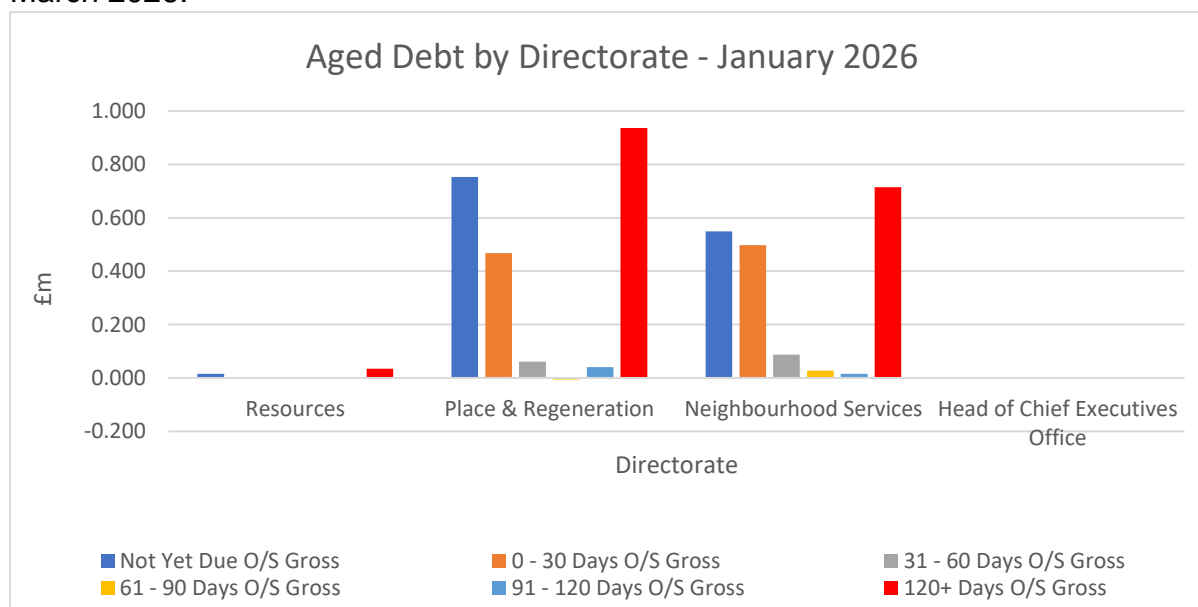
This table shows the movement in Net Budget from January 2026 to March 2026.

Virements - Movement in Net Budget	£m
Directorate Net Budget - March 2026	19.068
Directorate Net Budget - January 2026	19.049
Movement	(0.019)

Breakdown of Movements	£m
NED Costs	(£0.021)
Senior Restructure	(£0.008)
DocuSign - Legal return as unspent	£0.010
Total	(0.019)

Aged Debt Summary

The below graph shows the movement in sundry aged debt for the period ending 31 March 2026.



The financial regulations make provision for writing off debts that are bad, uneconomical to collect or irrecoverable. The Council maintains a number of bad debt provisions in the anticipation that debts will become bad and these once agreed are charged to the relevant provision or cost centre.

There is a provision within the council for sundry bad debt totalling £0.767m that is sufficient and by writing off the amount of debt mentioned in this report will not cause

the provision to be exceeded. This provision is reviewed on a regular basis to ensure that we have sufficient within it.

Aged Sundry Debt Write Off Summary:

	£m
Sundry Debts previously written off	0.168
Sundry Debts written off in February 2026, and March 2026 under S151 delegation	0.001
Sundry Debts for write off in over £0.005m	0.000
Total write offs in financial year 2025/26	0.169

Housing Benefit Write off Summary:

	£m
Housing Benefit previously written off	0.027
Housing Benefit due to be written off under S151 Delegation	0.004
Housing Benefit Overpayments to be written off via committee	0.000
Total write offs in financial year 2025/2026	0.031

Council Tax Write off Summary:

	£m
Council Tax previously written off	0.374
Council Tax due to be written off under S151 Delegation	0.000
Council Tax to be written off via Committee	0.000
Total write offs in financial year 2025/2026	0.374

Non-Domestic Rates Write off Summary:

	£m
Non-Domestic Rates previously written off	0.105
Non-Domestic Rates to be written off under S151 Delegation	0.000
Non-Domestic Rates written off via Committee Approval	0.000
Total write offs in financial year 2025/2026	0.105

Appendix 4 - Funding for 2025/26

Specific Funding received since budget was set:

Dept.	Grant Name	Funding
		£
MHCLG	Homelessness Prevention Grant	(£0.344)
MHCLG	Rough Sleepers Accommodation Programme	(£0.035)
MHCLG	Redmond Review Implementation	(£0.024)
MHCLG	Local Audit Backstop New Burdens	(£0.046)
MHCLG	New Burdens Funding for Accommodation-based Domestic Abuse	(£0.037)
MHCLG	ATLAS	(£0.085)
MHCLG	New Burdens Funding for Renters Rights	(£0.049)
MHCLG	Local Government Reorganisation proposal development contributions	(£0.019)
MHCLG	Awaab's Law New Burdens	(£0.002)
MHCLG	Calorie Labelling and Promotions	(£0.002)
MHCLG	Kidlington and Oxford Parkway spatial framework	(£0.120)
MHCLG	NTU Funding	(£0.500)
DEFRA	Biodiversity Net Gain Grant	(£0.027)
DEFRA	Food Waste Collection Grant	(£0.005)
DEFRA	Extended Producer Responsibility	(£0.309)
DWP	Welfare Reform New Burdens Funding	(£0.035)
DWP	LA IT changes Scottish Government Grant	(£0.006)
DWP	LA IT Changes SHBE	(£0.001)
DWP	Housing Benefit Award Accuracy Initiative	(£0.017)
DWP	IT Suppliers	(£0.001)
Home Office	Afghan Relocations and Assistance Policy	(£2.103)
Home Office	Asylum Dispersal Grant	(£0.248)
Home Office	Syrian Resettlement Programme	(£0.011)
Homes England	Atlas - Homes England	(£0.197)
HM Land Registry	HM Land Registry - Transition Payment	(£0.025)
Salix/DESNZ	Public Sector Decarbonisation Scheme (PSDS) Phase 4	(£0.144)
DSIT	Innovate	(£0.047)
		(£4.439)

Grants included as part of Budget setting:

Directorate	Grant Name	£m
Communities	Afghan Relocations and Assistance Policy	(0.244)
	Asylum Accommodation Dispersal	(0.029)
	Homeless Prevention Grant	(0.763)
	Syrian Resettlement Scheme	(0.183)
	Homes for Ukraine	(0.417)
	UK Shared Prosperity Fund	(0.335)
	Communities Total	(1.972)
Resources	NNDR Cost of Collection Allowance	(0.231)
	Rent Allowances	(25.004)
	Resources Total	(25.235)
Services Sub-total		(27.207)
Corporate	Extended Producer Responsibility	(1.400)
	Funding Floor	(3.400)
	National Insurance Contribution Compensation	(0.258)
	Corporate Total	(5.058)
Cost of Services total		(32.265)
Funding	Business Rates Retained Scheme	(7.490)
	New Homes Bonus	(0.935)
	Revenue Support Grant	(0.368)
	Funding Total	(8.793)
Government Grants Total		(41.058)

Appendix 5 - Reserves and Grant Funding

Uses of/ (Contributions to) Reserves

Specific requests

Directorate	Type	Reserve Name	Reason	Amount £m
Neighbourhood Services	Reserves	Non-Recurring Ring Fenced Grants	Unspent budget for the new Arts Centre feasibility study to be released in 2026-27	(0.037)
Neighbourhood Services	Reserves	UK Resettlement Scheme Reserve	Return unspent UKRS funding to reserve	(0.018)
Neighbourhood Services	Reserves	Projects	Unspent budget for the 2nd contribution to the Hill Community Centre. To be released in 2026-27	(0.020)
Neighbourhood Services	Reserves	Cherwell Lottery – Revenue	Income from the sale of Cherwell lottery tickets in 2025-26	(0.004)
Resources	Reserves	Transformation Reserve	Return unspent Transformation project budget to be released in 2026-27	(0.362)
Resources	Reserves	Cherwell Futures Reserve	Return unspent Cherwell Futures funding to reserves. To be released in 2026-27	(0.153)
Neighbourhood Services	Reserves	NEW - TVP CCTV Contribution	Return unspent contribution budget Community Safety - CCTV Monitoring	(0.034)
Neighbourhood Services	Reserves	Licensing	Return to Reserves	(0.030)
Place & Regeneration	Reserves	Local Plan	Unspent Consultant Fees Budget - Local Plan	(0.197)
Place & Regeneration	Reserves	New – Parish Toolkit	Unspent Parish Toolkit training scheduled in 2026/27	(0.015)
Place & Regeneration	Reserves	Projects Reserve	Return unspent Kidlington Budget	(0.078)
Resources	Reserves	New - Local Audit Backstop	Funding received to assist with audit backlogs	(0.046)
Resources	Reserves	Election Reserve	Elections reimbursement	(0.149)
Place & Regeneration	Reserves	Sinking fund - Banbury Health Centre	To top up the sinking fund for Banbury Health centre	(0.031)
Neighbourhood Services	Reserves – S106	S106 Landscaping Commuted Sums - Hanwell Park NEAP & Orchard Park (April - December 2025) 95/01117/OUT	Grounds Maintenance, Play Area Inspections, Cleansing and Arb Works	0.008
Neighbourhood Services	Reserves – S106	S106 Landscaping Commuted Sums - Ayres Drive, Bloxham (April - December	Play Area Inspections, Cleansing & Work Orders	0.001

		2025) 07/01653/REM		
Neighbourhood Services	Reserves – S106	S106 Landscaping Commuted Sums - Hanwell Park NEAP & Orchard Park (January - March 2026) 95/01117/OUT	Grounds Maintenance, Play Area Inspections, Cleansing and Arb Works	0.001
Neighbourhood Services	Reserves – S106	S106 Landscaping Commuted Sums - Ayres Drive, Bloxham (January - March 2026) 07/01653/REM	Play Area Inspections, Cleansing & Work Orders	0.001
Resources	Reserves	Business Rates Reserve	To offset the Business Rates shortfall in 2025/26 transactions credited to the General Fund at the end of the year, due to a higher levy on growth and lower pooling income than estimated. It is estimated there will be a surplus on Business Rates transactions credited to the Collection Fund of £2.859m to offset this but due to statutory accounting requirements this is not available to the Council until 2026/27.	2.100
Resources	Reserves	Local Government Reform	Return unspent reserve	(0.074)
Place & Regeneration	Reserves	Growth & Regeneration	Unspent Area Oversight Group monies	(0.022)
Place & Regeneration	Reserves	Projects Reserve	Unspent budget for the repurposing of Castle Quay	(0.048)
Total Earmarked Reserves				0.793
Place & Regeneration	Grant	Bicester Garden Town	Bicester Garden Town unspent grant	(0.047)
Place & Regeneration	Grant	New – Heyford Park New Town	Unspent grant	(0.500)
Place & Regeneration	Grant	New – UKSPF	Unspent UKSPF grant	(0.132)
Total Grants				(0.679)

Appendix 6 – Grants & Reserves to be released in 2026/27

Directorate	Type	Reserve	Description	Amount £m
Place & Regeneration	Reserve	NEW - Parish Toolkit	Unspent Parish Toolkit - Paul Seckington has scheduled Parish training for the service for financial year 26/27	0.015
Place & Regeneration	Grant	NEW - Heyford Park Newtown	NTU Funding (Heyford Park) Grant received in March 2026, spend to take place during 26/27 once approved by Exec after April 2026.	0.500
Place & Regeneration	Reserve	Projects Reserve	Return unspent Kidlington Budget from 25/26 to 26/27	0.078
Place & Regeneration	Reserve	Growth & Regeneration	part of £100k use of reserves oversight group (Kidlington)	0.007
Place & Regeneration	Reserve	Growth & Regeneration	part of £100k use of reserves oversight group (Banbury)	0.015
Place & Regeneration	Grant	Bicester Garden Town	Unspent Bicester Garden Town Grant from 26/27	0.047
Place & Regeneration	Grant	NEW - UKSPF	Unspent UKSPF grant to be carried forward to fund on-going work up to September 2026.	0.132
Executive Matters	Reserve	Local Government Reform	Release to support LGR	0.074
Neighbourhood Services	Reserve	Non-recurring ringfenced grants	Unspent budget for the new Arts Centre feasibility study to be released in 2026-27	0.037
Neighbourhood Services	Reserve	Projects Reserve	Unspent budget for the 2nd contribution to the Hill Community Centre. To be released in 2026-27	0.020
Resources	Reserve	Transformation	Return unspent Transformation project budget to be released in 2026-27	0.362
Resources	Reserve	Cherwell Futures	Return unspent Cherwell Futures funding to reserves. To be released in 2026-27	0.153
Place & Regeneration	Reserve	Projects Reserve	Release for the repurposing of Castle Quay project	0.048
				1.488

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Appendix 7 - Savings 2025/26

Neighbourhood Services						
Reference	Service	Title	Description	2025/26 (£m)	Savings achieved in 25/26	Reason for non-achievement
SMUSE221	Banbury Museum	Reduction in Banbury Museum grant	Reduce the grant funding to the Banbury Museum Trust - delayed by 1 year to 2025/26	(0.025)	Achieved	
SMUSE231	Banbury Museum	Gradual reduction in support to Banbury Museum	We are proposing a gradual reduction in the funding we give to Banbury Museum - delayed by 1 year to 2025/26	(0.020)	Achieved	
EEV22503	Environmental	Development Monitoring	Charging developers for extra monitoring and defect checks	(0.006)	Not Achieved	The (£0.006) was not delivered in-year due to multiple vacancies within the Landscape Architects roles.
DHW2503	Housing & Wellbeing	Leisure Contracts	Reducing costs in our leisure contracts	(0.350)	Not Achieved	The saving was not achieved due to delayed implementation of the Parkwood Agency contract.
EHW2501	Housing & Wellbeing	Youth Activator Mileage	Using electric pool cars to save on mileage expenses and reduce carbon emissions	(0.006)	Not Achieved	The saving was not achieved due to availability of the pool cars but also increased mileage carried out by the team.
DHW2502	Housing & Wellbeing	Holiday Programme	Transferring the 5 to 11 year olds' holiday programme to our leisure provider	(0.006)	Achieved	
ERG2504	Regulatory	Health Protection and Compliance	Removing vacant job posts where possible	(0.025)	Achieved	
IREG2501	Regulatory	Primary Authority Scheme	Primary Authority Scheme Increase	(0.004)	Not Achieved	This £4k was not delivered in-year due to difficulties in moving the job it was linked to back to CDC from OCC (a hosted post that relates to the Primary Authority Partnership with Sainsbury's).
SWAST241	Environmental	Bulky Waste	To introduce a range of different charges for collecting bulky waste items such as mattresses and furniture to better reflect the actual cost of providing this service rather than one fixed cost and to introduce a premium service for urgent collections.	(0.005)	Achieved	
SCLEA242	Environmental	Street Cleansing	Changing the working pattern of our street cleansing service to ensure we maintain high standards but reduce operational costs	(0.040)	Achieved	
SVEHM241	Environmental	MOTs	Generate additional income from inspecting taxis by widening MOT offer	(0.010)	Not Achieved	The (£0.010) was delayed due to Taxi policy updates required within Licensing. Went live on 14/04/2026.
SWAST244	Environmental	Environmental Services	Waste & Recycling - Generating savings as contracts renewed	(0.045)	Partially Achieved	The (£0.015) was not delivered in-year due to delays in retendering various contracts.
SWAST249	Environmental	Environmental Services	Further Development of Digitilisation of Key Service Areas	(0.003)	Achieved	
EHR2507	Environmental	Overtime	Reducing weekday overtime rates to standard pay	(0.040)	Not Achieved	The saving of (0.040) was not achieved due to the decision to not implement the change in the Overtime Policy
			Total	(0.585)		

Appendix 7 - Savings 2025/26

Resources						
Reference	Service	Title	Description	2025/26 (£m)	Savings achieved in 25/26	Reason for non-achievement
SFCOS231	Finance	Ensure services funded through external grants reflect the costs of support services required	Through adopting a new approach to allocating any grants we receive towards services we can deliver savings on existing and future grants by ensuring they take into account all the costs of providing the services	(0.080)	Achieved	
EFI2503	Finance	Vacant Post	Removing vacant job posts where possible	(0.140)	Achieved	
EDI2502	Digital & Innovation	Laptops as Corporate Assets	Centralising our computer budgets and making our equipment replacement programme more efficient	(0.010)	Achieved	
EHR2503	Human Resources	Review JE system	Simplifying the job evaluation process by using one scheme instead of two	(0.010)	Partially Achieved	Only partial achievement of saving due to the contract spanning 2 financial years and auto renewing on 1st December 2024 to 30 November 2025
EHR2504	Human Resources	Removal of Apprenticeship	Removing vacant job posts where possible	(0.019)	Not Achieved	The Apprentice HR post was not deleted due to the need for the resource during 2025-26
EHR2507	Human Resources	Overtime Review	Reducing weekday overtime rates to standard pay	(0.041)	Not Achieved	The saving was not achieved due to the decision to not implement the change in the Overtime Policy
ELG2501	Law & Governance	Electronic Sealing and Signing	Introducing a secure electronic document signing and sealing system to save time and money	(0.004)	Achieved	
ICF2501	Customer Focus	Land Charges	Increase of new Land Charges to supplement an income which declines	(0.005)	Achieved	
			Total	(0.399)		

Place & Regeneration						
Reference	Service	Title	Description	2025/26 (£m)	Savings achieved in 25/26	Reason for non-achievement
EPROP2504	Property	Facilities Management	Finding efficiencies within facilities management	(0.018)	Achieved	
EPROP2506	Property	Community Assets	Clarifying tenant's responsibilities to avoid extra work and costs	(0.005)	Achieved	
EHW2504	Property	Maintenance Contractor Framework	Exploring a shared contractor framework covering property, wellbeing and housing repairs to reduce costs	(0.005)	Achieved	
SINVP221	Property	Commercial Rents	Change in rental income from commercial council properties through contractual lease reviews	0.020	Achieved	
SCARP222	Car Parking	Car park fees	Increase annual car parking charge of no more than 10p per hour	(0.100)	Partially Achieved	The anticipated savings in parking were only partially achieved (-0.071) because of reduced car parking income. The reduction in car parking income reflects reduced footfall in town centres. This is reflective of national trends.
IPROP2501,2,3,6	Property	Leasehold Management	Leasehold Management	(0.050)	Achieved	
SBICR231	Bicester Regeneration	Gradual reduction in grant to Bicester Vision	We currently contribute £15k towards the work on Bicester Vision, which is the only contribution we make to organisations leading similar projects across the district. By tapering this contribution off over three years as a saving we can ensure we are treating these organisations equally and provide resilience for Bicester Vision to adapt its funding streams	(0.005)	Not Achieved	The £5k saving of gradual reduction in grant to Bicester Vision was non-deliverable as the outcome of the saving is still contributing towards work on Bicester Vision. However, this saving was mitigated elsewhere within the service. But it's the outcome of the saving that is reporting as non-deliverable.
SECON233	Economic Growth	Cutting grant to Experience Oxfordshire	Continuation of phased reduction of grant to Experience Oxfordshire	(0.003)	Partially Achieved	The phased reduction of grant to Experience Oxfordshire was partly achieved as the outcome of the saving still contributed £3k towards Ambassador Partnership for 25/26. However, this saving was mitigated elsewhere within the service therefore leaving £2k saving as deliverable.
SBCON221	Building Control	Building Control fees	Increase Building Control fees	(0.001)	Achieved	
SDMAN242	Development Management	National agreed increase in planning fees	National agreed increase in planning fees	(0.001)	Achieved	
IPD2501	Planning & Development	Land Drainage	Increase Land Drainage Recovery Costs	(0.008)	Achieved	
IPD2502	Planning & Development	Street Naming Fees	Street Naming Fee Increase	(0.009)	Achieved	
IPD2504	Planning & Development	Planning Pre-applications	Review of Pre-application Service	(0.044)	Not Achieved	This saving was not achieved because pre-application enquiry fees are often absorbed into income for planning performance agreements for major sites which has significantly exceeded expectations. There also remains a need to review the pre-application enquiry service to ensure 1) that its meets demand and 2) to tailor different levels of fee to different levels of service.
IPD2505	Planning & Development	Planning Performance Agreements	Planning Performance Agreements	(0.050)	Achieved	
			Total	(0.279)		

Head of Chief Executives Office						
Reference	Service	Title	Description	2025/26 (£m)	Savings achieved in 25/26	Reason for non-achievement

Appendix 7 - Savings 2025/26

SPERF231	Performance	Performance System Contract	Our performance system contract needs to be renewed every other year	(0.010)	Not Achieved	The saving was not achieved as the Performance System contract with Inphase was renewed as an alternative solution was not developed.
			Total	(0.010)		

Executive Matters

Reference	Service	Title	Description	2025/26 (£m)	Savings achieved in 25/26	Reason for non-achievement
EF12501 EF12504	Exec Matters	Balance Sheet Review	After reviewing our balance sheet, using available resources to help lower borrowing costs	(0.335)	Achieved	
			Total	(0.335)		
			Total Savings	(1.518)		

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Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.02 No. of Homeless Households living in nightly charged (Hotel) Temporary accommodation (TA)	Cllr N Cotter	<ul style="list-style-type: none"> ▪ Kristian Aspinall ▪ Nicola Riley 	Smaller Is Better	25	25	★
<p>Year End Commentary Families are being moved on to more suitable temporary accommodation resulting in a limited stay in B&B provision. The numbers in hotel accommodation are now half that at the beginning of the financial year. With the increase in self-contained accommodation that the Council has access to combined with the overall decrease in TA population, the number in hotels is consequentially falling.</p>						
BP1.2.05 % of Homelessness cases successfully prevented rather than relief/main duty being applied	Cllr N Cotter	<ul style="list-style-type: none"> ▪ Kristian Aspinall ▪ Nicola Riley 	Bigger Is Better	61.25%	60.00%	★
<p>Year End Commentary Prevention of homelessness continues to be challenging due to the lack of affordable accommodation in the private rented sector. The team continue to experience crisis presentations with complex needs which require addressing before a suitable offer can be made. In addition affordable social lets are now becoming unaffordable to those subject to the benefit cap.</p>						
BP1.2.08 % of Major Planning Applications determined to National Indicator	Cllr J Conway	<ul style="list-style-type: none"> ▪ David Peckford ▪ Ian Boll 	Bigger Is Better	81.6%	60.0%	★
<p>Year End Commentary 81.6% of Major applications were determined within the NI criteria during this period. National targets for Major applications require the determined of greater than 60% within the NI criteria.</p>						

Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.09 % of Non-Major Planning Applications determined to National Indicator	Cllr J Conway	<ul style="list-style-type: none"> ▪ David Peckford ▪ Ian Boll 	Bigger Is Better	79.2%	70.0%	★
<p>Year End Commentary 79.2% of Non-Major applications were determined within the NI criteria during this period. National targets for Non-Major applications require the determination of greater than 70% within NI criteria.</p>						
BP1.2.10A % of Major applications overturned at appeal, based on applications determined between April 2023 to March 2025, allowing for appeal decisions up to December 2025	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	11.2%	10.0%	▲
<p>Year End Commentary Performance was affected by a small number of legacy major appeal decisions from earlier periods, including committee overturns and appeal outcomes influenced by changes to the NPPF and the five-year housing land supply position. These historic decisions disproportionately impacted the quality metric. Targeted actions have been implemented, including PAS-led committee review and training, strengthened senior officer input at committee, improved governance of major applications, and tighter internal controls on refusals. Strategic and operational improvement plans are now embedded. Improvement is already evident, with current quality of major decisions at 5.15%, well below the 10% threshold. Performance is forecast to remain under the threshold in the next accounting period, even if all pending appeals were allowed.</p>						
BP1.2.10Aa No. of Current Major Decisions	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	228		n/a
BP1.2.10Ab No. of Appeals allowed	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	26		n/a
BP1.2.10Ac No. of Pending appeals	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	0		n/a

Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.10B % of Major applications overturned at appeal, based on applications determined between April 2024 to March 2026, allowing for appeal decisions up to December 2026	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	4.0%	10.0%	★
<p>Year End Commentary Currently, 4% of Major planning applications have been overturned by the Planning Inspectorate.</p>						
BP1.2.10Ba No. of Current Major Decisions	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	185		n/a
BP1.2.10Bb No. of Appeals allowed	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	9		n/a
BP1.2.10Bc No. of Pending appeals	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	0		n/a

Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.10C % of Major Applications overturned at appeal, based on applications determined between April 2025 to March 2027, allowing for appeal decisions up to December 2027	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	0.0%	10.0%	★
<p>Year End Commentary Currently, no Major planning application decisions have been overturned by the planning inspectorate.</p>						
BP1.2.10Ca No. of Current Major Decisions	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	73		n/a
BP1.2.10Cb No. of Appeals allowed	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	0		n/a
BP1.2.10Cc No. of Pending appeals	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	0		n/a

Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.11A % of Non-Major applications overturned at appeal, based on applications determined between April 2023 to March 2025, allowing for appeal decisions up to December 2025	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	1.4%	10.0%	★
<p>Year End Commentary 1.4% of Non-Major planning application decisions were overturned by the Planning Inspectorate at appeal.</p>						
BP1.2.11Aa No. of Current Major Decisions	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	4,156		n/a
BP1.2.11Ab No. of Appeals allowed	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	59		n/a
BP1.2.11Ac Pending appeals	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	0		n/a

Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.11B % of Non-Major applications overturned at appeal, based on applications determined between April 2024 to March 2026, allowing for appeal decisions up to December 2026	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	1.4%	10.0%	★
<p>Year End Commentary Currently, 1.4% of Non-Major applications were determined within the NI criteria during this period. National targets for Non-Major applications require the determination of greater than 70% within NI criteria.</p>						
BP1.2.11Ba No. of Current Major Decisions	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	3,497		n/a
BP1.2.11Bb No. of Appeals allowed	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	33		n/a
BP1.2.11Bc No. of Pending appeals	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	16		n/a

Measure Description	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.11C % of Non-Major Applications overturned at appeal, based on applications determined between April 2025 to March 2027, allowing for appeal decisions up to December 2027	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	1.4%	10.0%	★
<p>Year End Commentary 1.4% of Non-Major applications were determined within the NI criteria during this period. National targets for Non-Major applications require the determination of greater than 70% within NI criteria.</p>						
BP1.2.11Ca No. of Current Major Decisions	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	1,539		n/a
BP1.2.11Cb No. of Appeals allowed	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	20		n/a
BP1.2.11Cc Pending appeals	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Paul Seckington 	Smaller Is Better	23		n/a
BP1.2.13 Net Additional Housing Completions to meet Cherwell needs	Cllr J Conway	<ul style="list-style-type: none"> ▪ David Peckford ▪ Ian Boll 	Bigger Is Better		1,582	?
<p>Year End Commentary Housing completion monitoring takes place at the end of year. Data is then reconciled with previously recorded completions and planning permissions. The figures will be confirmed in Summer 2026.</p>						

Quality housing and placemaking - Directorate KPI's 2025-2026

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.06 Average time taken to process Housing Benefit New Claims and council tax reduction (Days)	Cllr L McLean	<ul style="list-style-type: none"> ▪ Michael Furness ▪ Stephen Hinds 	Smaller Is Better	12	18	★

Year End Commentary

For the period quarter 4, new claims were put into payment within 13.02 days against a target of 18 days. Throughout the year, we have successfully and consistently met the set speed of processing targets, with a means average turnaround time for new claims of 12.27 days against a target of 18 days. These outcomes were supported by our ongoing digital transformation which now sees over 40% of our change event processes being automated or automated in part and system led workflow streamlining end-to-end processes, enabling the service to remain resilient and responsive, maintaining smooth operations even during periods of peak demand.

BP1.2.07 Average time taken to process Housing Benefit Change Events & council tax reduction (Days)	Cllr L McLean	<ul style="list-style-type: none"> ▪ Michael Furness ▪ Stephen Hinds 	Smaller Is Better	3	8	★
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Year End Commentary

For the period quarter 4, changes were 1.60 days against a target of 8 days. Throughout the year, we have successfully and consistently met the set speed of processing targets, with a means average turnaround time for change events 2.66 days against a target of 8 days. These outcomes were supported by our ongoing digital transformation which now sees over 40% of our change event processes being automated or automated in part and system led workflow streamlining end-to-end processes, enabling the service to remain resilient and responsive, maintaining smooth operations even during periods of peak demand.

BP1.2.12 Average time taken for new applications to be responded to within 15 working days	Cllr N Cotter	<ul style="list-style-type: none"> ▪ Kristian Aspinall ▪ Nicola Riley 	Smaller Is Better	10	15	★
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Year End Commentary

This quarter's result means that over the course of the year, new applications were responded to on average in less than 10 working days.

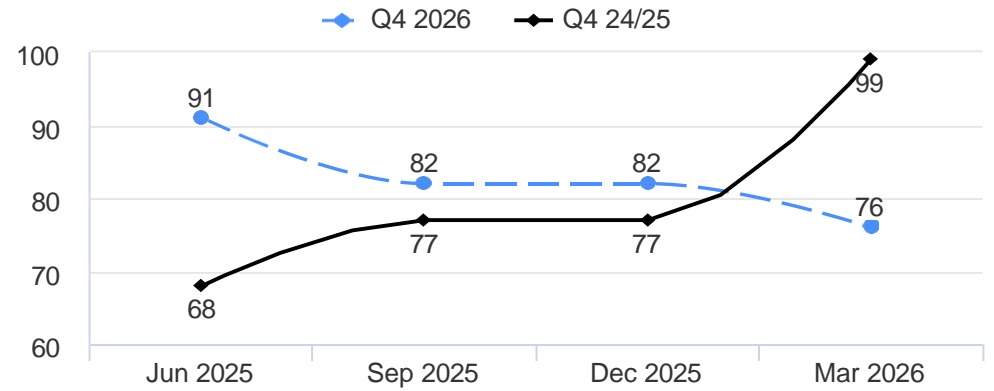
Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP1.2.14 % of BC full plans assessed within 5 weeks (or longer with applicant's agreement)	Cllr J Conway	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Tony Brummell 	Bigger Is Better	90.73%	95.00%	●
<p>Year End Commentary 232 full plan applications out of 252 were determined within five weeks. The 20 'late' cases either arose from recording lapses or technical issues where records were inputted but not saved. In all these cases contact was maintained with the applicant which avoided a deemed approval of submitted plans. The technical error was resolved and the satisfactory closing of files is addressed at team level.</p>						

Please note in all the charts below the blue line represents the current performance and the black line the previous financial year 2024-25

BP1.2.01 Number of Homeless Households living in Temporary Accommodation (TA)

Numbers in TA are at the lowest level since November 2024. The number of clients within TA is falling overall. Changes to the allocations scheme in 2025 have meant that clients in TA for whom we owe or are likely to owe the main housing duty to are receiving permanent offers more quickly. This reduces time spent in TA.

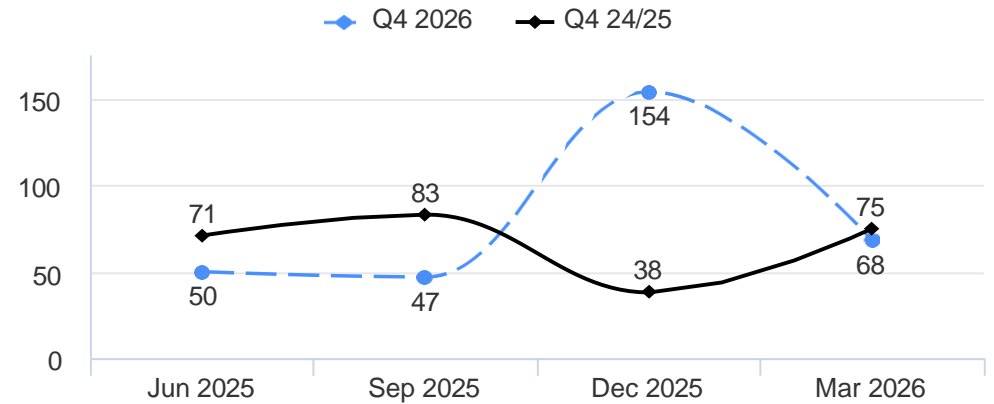
Year End Commentary





BP1.2.04 Number of affordable homes delivered

319 affordable housing completions for the year is the highest number since 2020-21. Numbers have been boosted by delivering additional affordable homes on some sites, including 100% affordable housing schemes.

Year End Commentary



Environmental stewardship - Corporate KPI's 2025-2026

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP2.2.01 % Waste Recycled & Composted	Cllr I Middleton	<ul style="list-style-type: none"> ▪ Ed Potter ▪ Kristian Aspinall 	Bigger Is Better	49.86%	54.00%	
<p>Year End Commentary End of year recycling % will be 50% this is a 1.5% reduction compared to 2024/25. This correlates to the reduction in Garden Waste due to the dry summer and the reduced garden waste subscriptions.</p>						
BP2.2.02 % Reduction in fuel consumption	Cllr I Middleton	<ul style="list-style-type: none"> ▪ Kristian Aspinall ▪ Stuart Cruickshank 	Smaller Is Better	0.99%	1.00%	
<p>Year End Commentary We have more electric vehicles on the fleet than previous years resulting in a slight reduction of diesel consumption.</p>						

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP2.2.03 % of Climate Action Plan delivering to target	Cllr T Beckett	<ul style="list-style-type: none"> ■ Ian Boll ■ Michael Suddens 	Bigger Is Better	59.88%	66.00%	●

Year End Commentary

During 2025–2026, the Climate Programme prioritised delivery, strengthening the evidence base, and embedding climate considerations into council decision-making. By year end, of the 125 Climate Actions, 31 were completed, 77 ongoing, 13 on hold, and 4 closed as no longer relevant. Overall performance was Amber, reflecting steady progress alongside recognised capacity and infrastructure constraints.

Key progress included completion of Phase 1 of the Local Area Energy Plan (LAEP) and continued development of a Cherwell-specific LAEP and associated deliverables to inform future investment and infrastructure planning. The Programme advanced pathway studies for both CDC operations and district-wide emissions, alongside work on natural capital, biodiversity, and carbon sequestration. Following the de-prioritisation of the Climate Change Strategy, the Climate Team produced the Climate Action Plan (CAP) 2026–2027, which was approved by Executive on 7 April 2026, providing a clear short-term delivery framework. Statutory and corporate reporting milestones were met, including the Biodiversity Duty Report, annual Executive climate updates, and coordinated 2024–2025 greenhouse gas data submission with Oxfordshire County Council.

Delivery enablers progressed during the year, including Executive approval for the transition of the council fleet to HVO fuels, integration of the Carbon Impact Assessment tool into capital decision-making, continued engagement through Zero Carbon Oxfordshire Partnership (ZCOP), and strengthened leadership capacity through the appointment of a Head of Biodiversity and Climate Resilience. The year also highlighted ongoing challenges, notably electricity infrastructure constraints, limited internal capacity, and funding gaps for large-scale retrofit and decarbonisation projects, which continue to influence programme pace and prioritisation.

As the Council enters a new financial year, with a robust evidence base, strengthened governance, and clearer short-term delivery priorities in place, the Programme is well positioned to build momentum and support scaled-up climate action in future years.

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BP2.2.05 Total Greenhouse gas emissions for the year	Cllr T Beckett	<ul style="list-style-type: none"> ■ Ian Boll ■ Michael Suddens 	Smaller Is Better	4,014.00	3,900.00	▲
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Year End Commentary

Total emissions for 2024–25 are **4,014 tCO₂e**, representing a marginal reduction compared to the revised 2023–24 baseline of **4,016 tCO₂e**. The prior year figure has been restated (from 4,119 tCO₂e) following improvements to data quality, methodology, and asset coverage, providing a more robust and consistent baseline for reporting.

Overall emissions have plateaued, with reductions achieved across leisure centres, fleet, and water largely offset by increases in other areas, notably due to expanded landscape contractor activity and changes within the corporate estate. Performance from decarbonisation measures has been positive, but operational issues particularly with heat pump systems are limiting the full realisation of expected energy and carbon savings.

While emissions remain broadly consistent with pre-Covid levels, improvements to data accuracy and reporting completeness represent a strengthening of the evidence base and a positive step forward. Looking ahead, more substantial reductions are anticipated through the transition to HVO fuel for the fleet and the delivery of PSDS4-funded decarbonisation projects.

Environmental Stewardship - Directorate KPI's 2025-2026

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
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Please note there are no Directorate KPIs under this priority due to be reported during FY 2025-26

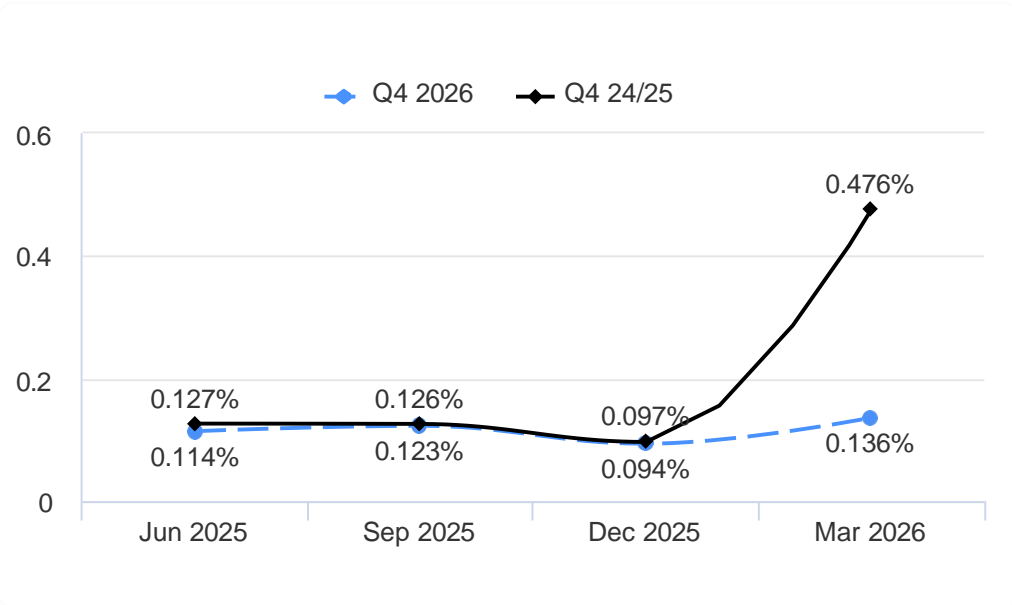
Please note in all the charts below the blue line represents the current performance and the black line the previous financial year 2024-25

BP2.2.04 % of missed waste containers

Average % of missed bins is 0.12% which is comparable with other authorities.
Jan, Feb and March are always the highest quarter for missed containers as residents produce more waste over the christmas/new year period and the new garden waste subscriptions start.

Year End Commentary

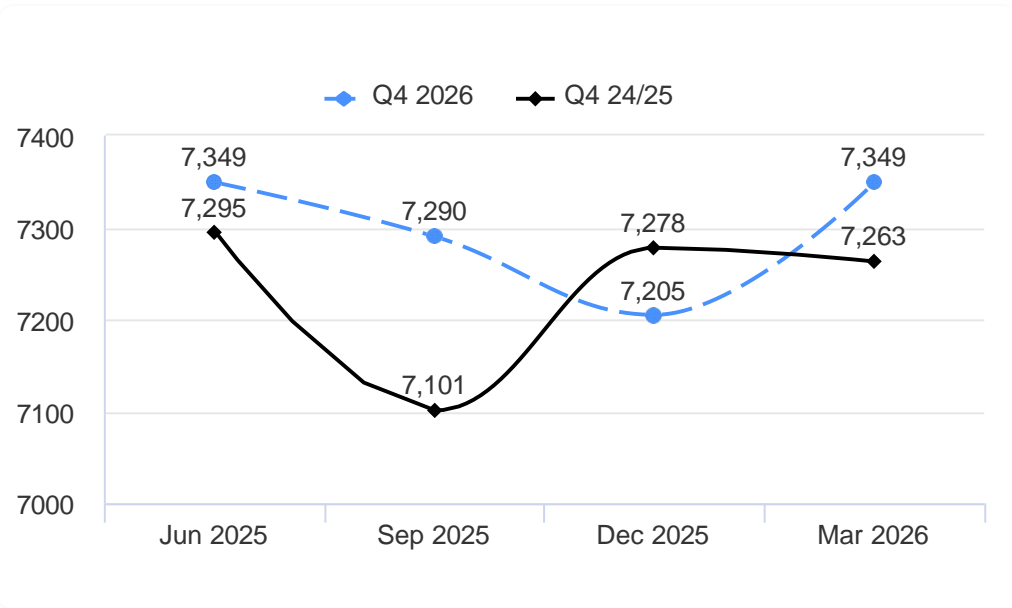
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BP2.2.01d Tonnes residual household waste collected

Residual Waste has increased by 254 tonnes this is a lot less than expected due to a reduction in contamination and cost of living.

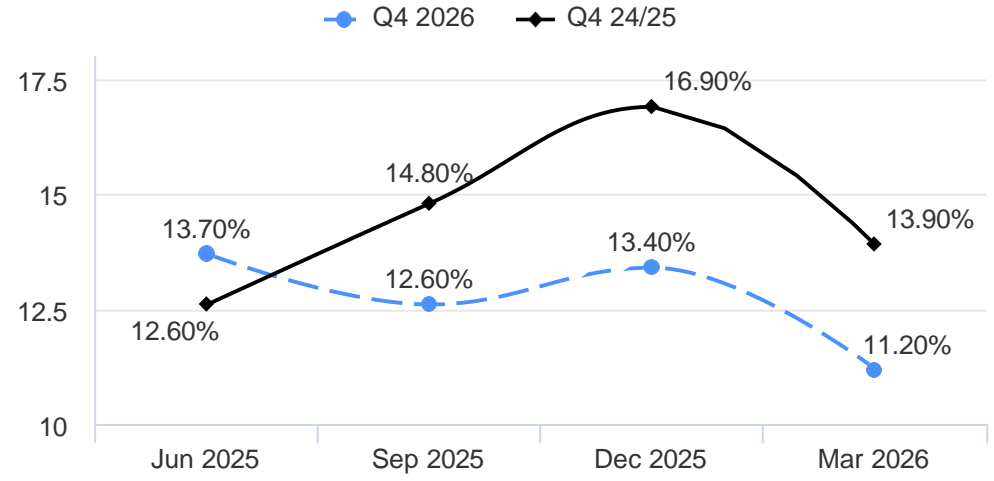
Year End Commentary



BP2.2.07 % of Recycling Contamination rate

Contamination rate has reduced by over 1% from 14.5% in 2024/25. For comparison, the average contamination rate for all councils using the MRF is 16%.

Year End Commentary



Economic prosperity - Corporate KPI's 2025-2026

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP3.2.07 Secure non-retail-based key tenants	Cllr L McLean	<ul style="list-style-type: none"> ▪ Ian Boll ▪ Mona Walsh 	Bigger Is Better	2	2	★
<p>Year End Commentary Terms agreed and solicitors instructed for letting of space at Castle Quay to OCC for a new Banbury Library. Lease of ex-Debenhams unit at Castle Quay completed.</p>						

Economic prosperity - Directorate KPI's 2025-2026

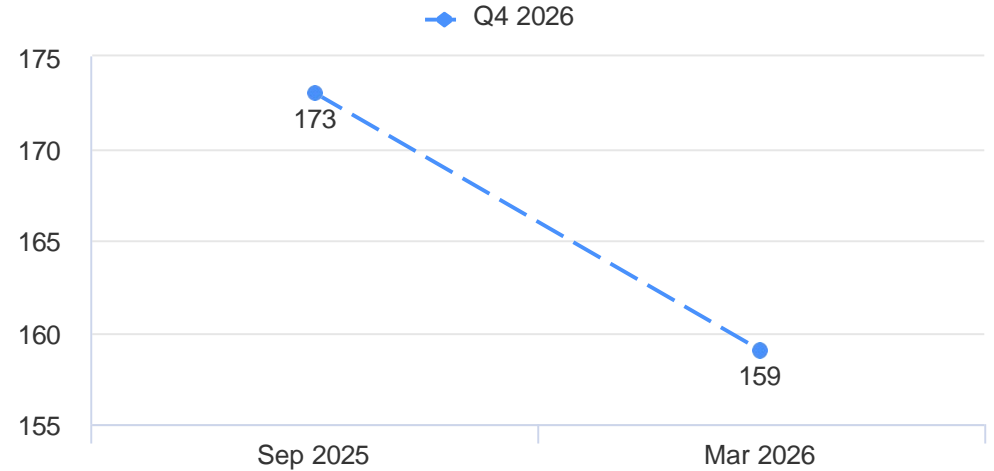
Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP3.2.01 % of Council Tax collected, increase Council Tax Base	Cllr L McLean	<ul style="list-style-type: none"> ▪ Michael Furness ▪ Stephen Hinds 	Bigger Is Better	97.81%	97.50%	★
<p>Year End Commentary The end of year Council Tax collection rates for 2025/26 was 97.81% with the total amount collected during the year was £147.1m. In addition, the Revenue Services team recovered £2.7m relating to Council Tax arrears from previous financial years and will continue to actively pursue all outstanding balances in line with recovery procedures including those from 2026/27.</p>						
BP3.2.02 % of Business Rates collected, increasing NNDR Base	Cllr L McLean	<ul style="list-style-type: none"> ▪ Michael Furness ▪ Stephen Hinds 	Bigger Is Better	97.74%	98.50%	★
<p>Year End Commentary The end of year collection rate for National Non-Domestic Rates (NDR) was 97.74%, slightly below target. Total in-year collections for 2025/26 amounted to £123.1m. The Revenue Services team also successfully collected £8.1m in Business Rates arrears from previous financial years and will continue to pursue outstanding debts in line with recovery procedures, including those from 2026/27, taking the eventual collection rate towards the 98% target.</p>						

Please note in all the charts below the blue line represents the current performance and the black line the previous financial year 2024-25

BP3.2.04 No. of businesses engaged through UKSPF and REPF funded programmes

In 2025/26 a total of 332 businesses were engaged, benefitting from *business support through the Business Spark and Accelerator programmes; decarbonisation support, including grants; 1:1 support; free decarbonisation plans; and workshops * support to the Cherwell Business Awards.

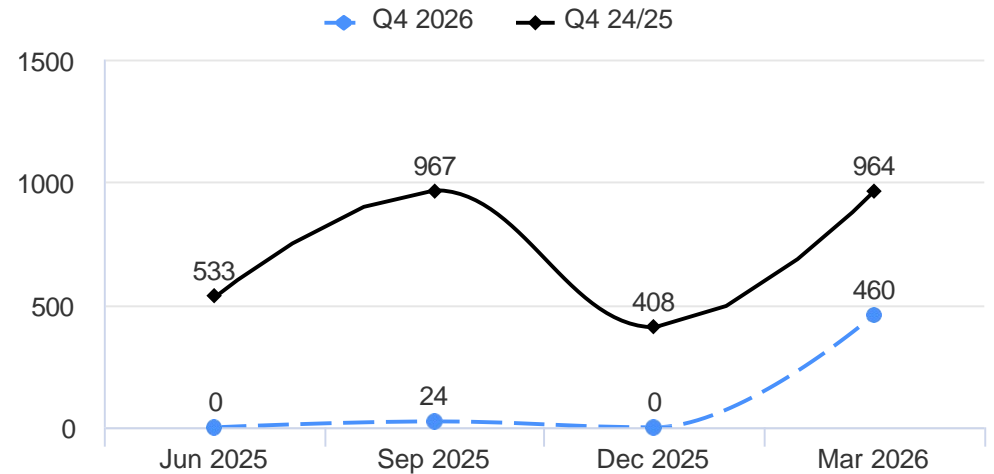
Year End Commentary



BP3.2.05 No. of residents engaged through UKSPF and REPF funded programmes

In 2025/26 a total of 484 residents were engaged, benefitting from employability support sessions through the No Limits programme and attendance at the Banbury Job Fair held at Castle Quay on 18 March 2026.

Year End Commentary



Community leadership - Corporate KPI's 2025-2026

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
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Please note there are no Corporate KPIs under this priority due to be reported during FY 2025-26

Community leadership - Directorate KPI's 2025-2026

Measure	Portfolio Holder	Director/Lead Officer	Good is	Year End Actual	Year End Target	Year End R.A.G.
BP4.2.04 % of due food hygiene inspections of premises rated A-D completed	CLlr R Pattenden	<ul style="list-style-type: none"> ▪ Kristian Aspinall ▪ Tim Hughes 	Bigger Is Better	94.06%	95.00%	★

Year End Commentary

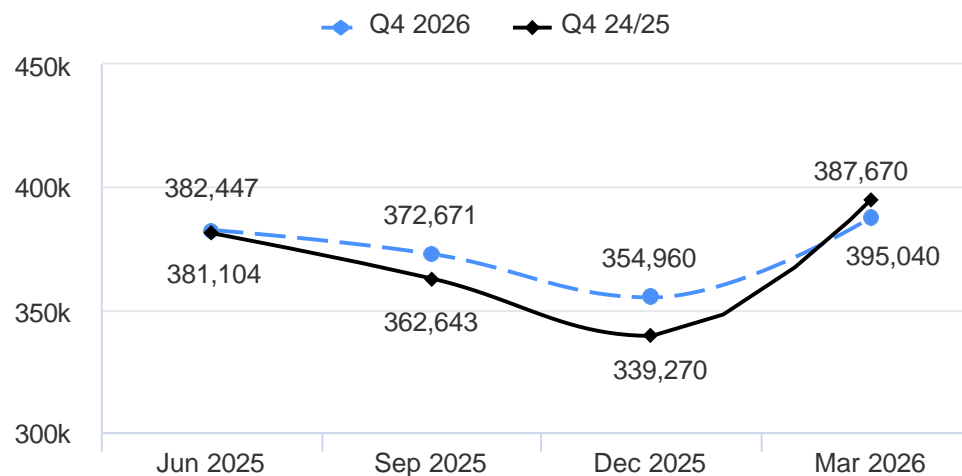
Food hygiene inspection program above 95% target for Q4. Previous quarters overdue visits were also completed.

Please note in all the charts below the blue line represents the current performance and the black line the previous financial year 2024-25

BP4.2.01 Number of Visits/Usage of all Leisure Facilities within the District

Total usage figures across all 4 leisure centres have increased by circa 19,000 with the increase aligned to improved number of attendances at Kidlington Leisure Centre

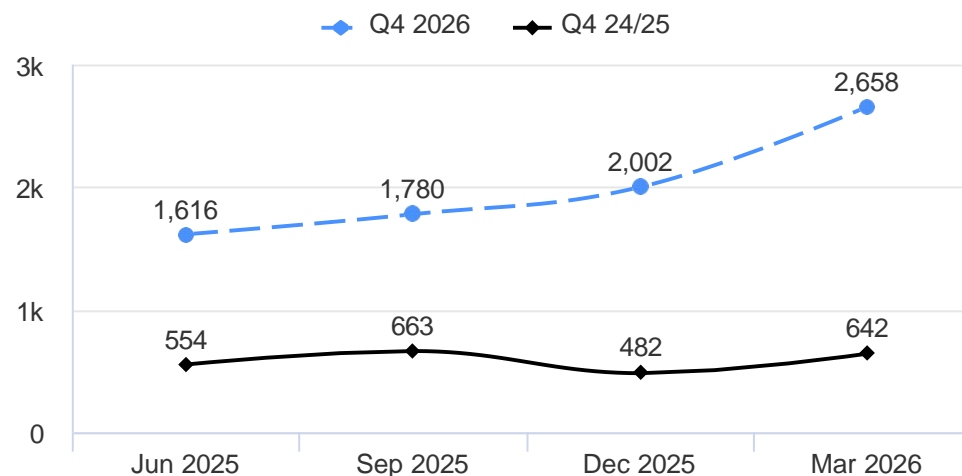
Year End Commentary



BP4.2.02 Residents who have taken part in programmes contributing to reducing health inequalities

This year has been highly successful for the Wellbeing Team's health prevention work, with You Move, Move Together and Youth Activators delivering clear improvements in health, wellbeing and equity across the district. You Move effectively supported families, particularly in areas of highest need, to increase physical activity, improve mental wellbeing and build long-term healthy habits. Move Together helped residents with long-term health conditions regain confidence, wellbeing and independence, while also reducing reliance on health services through its person-centred approach. Youth Activators successfully engaged children and young people, boosting activity levels, confidence and emotional wellbeing. Together, these programmes have contributed to reduced health inequalities, with IMD data showing improvement in priority areas of Banbury. Overall, the year highlights the strong impact and value of preventative, place-based work in delivering lasting change.

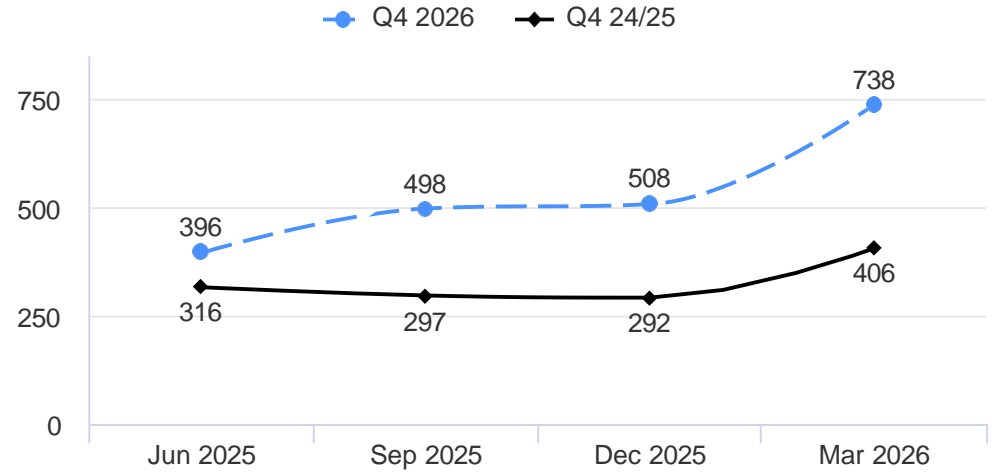
Year End Commentary



BP4.2.05 Number of Illegal Fly Tips

There is an increase in the number of fly tips on the system this year, but we are now reporting the numbers of fly tips reported to the council and I have tightened up the data on our system since I came into the role to give us a more accurate picture.

Year End Commentary

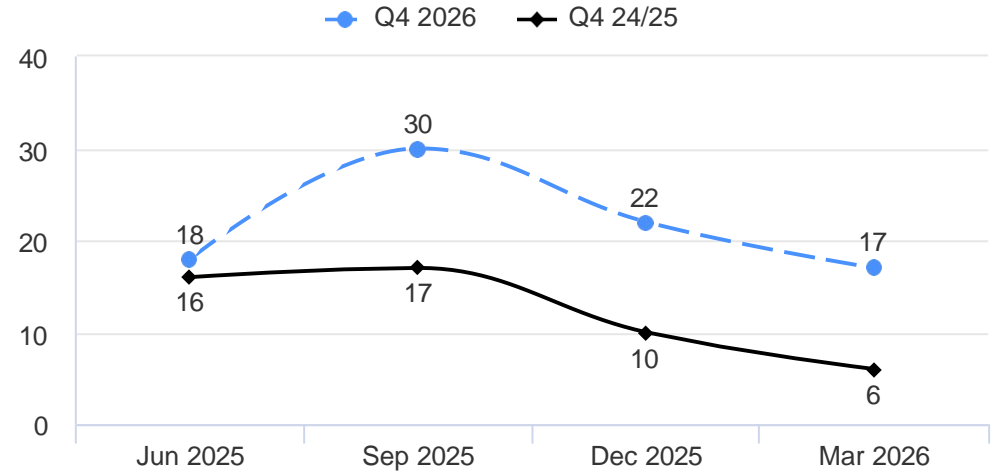


Please note in all the charts below the blue line represents the current performance and the black line the previous financial year 2024-25

BP5.1.07 Number of upheld complaints

Although 2025/26 saw an increase in the number of upheld complaints the number has been consistently going down during the year, we expect this trend to continue in the new financial year. Complaints are being closely monitored to feedback lessons learnt and identify improvement opportunities.

Year End Commentary



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Appendix 9 - Annual Delivery Plan 2025-26

Please note delivery of the actions below could be affected by changes in policy, national and local circumstances, these risks are managed through each service operational risk

Council plan priority	Goals	Aims	Year 1 actions	Lead/Director	Portfolio Holder	QTR	Milestones Q1-Q4	Quarter RAG	Comments	End of year RAG
Economic prosperity	Create vibrant economic centres and thriving rural villages	To foster diverse economic centres and villages that support local businesses, attract investment, and enhance community life.	Ongoing engagement with businesses to support their investment plans. Working together with OCC to plan infrastructure for strategic growth	Peter Sharp Ian Boll	Cllr L McLean	Q1	Agree delivery timescales for Market Square, Bicester. Agree action plans and priorities for Kidlington, Bicester and Banbury	Green	The Market Square project has been progressing throughout Q1. An estimated programme has been developed in Q1, and is included as an Appendix to the Exec report due to be presented on the 2nd September. The Area Priority Plans have been developed in Q1 for all 3 areas, and presented to the relevant Area Oversight Group (AOG).	Green
						Q2	Agree the plan for the 2025/26 Economic Forum Hold annual Business Awards (Sept)	Green	Economic Forum plan developed - location will be in Kidlington, to be held in March subject to venue confirmation.	
						Q3	Commission a report on the Future of Cherwell's high streets. Develop and agree an action plan to reflect the findings of Experience Oxfordshire's Economic report on Cherwell	Yellow	Commissioning a report on the Future of Cherwell's High Streets has been initiated and will be undertaken as part of the Council's developing Economic Strategy. Due to sickness lateness in appointing external support. New Head of Service is focusing on this activity. The 2024 Experience Oxfordshire Economic Impact of tourism report was received in September 2025 and will inform the action plan to be developed as part of the Economic Strategy.	
						Q4	Hold the 2025/26 Economic Forum in order to explore investment opportunities and barriers/challenges to future investment	Green	Successful Economic Forum held in February, over 70 attendees including businesses, and stakeholders. Looked at what LGR asks from businesses and wider business needs	
		To promote sustainable economic prosperity through innovation, resilience, and strategic growth.	Continue the diversification of tenancies at Council owned commercial properties including key public/third sector partners	Mona Walsh Ian Boll	Cllr L McLean	Q1	Launch a campaign to attract a diverse range of tenants at commercial sites	Green	Campaign launched. End Q1 outcome - terms agreed for two new lettings at Castle Quay. Offers received for vacant unit at Pioneer Square being considered and due diligence underway.	
						Q2	No milestone	Green	Agreement for lease for two new lettings at Castle Quay completed and fit out works for one letting is underway. Exec and Council approval of terms of new letting at 36-37 Bridge Street Banbury (part of ex M&S unit).	
						Q3	No milestone	Green	One letting complete and tenant open and trading. Second letting due to open Mar 26. Legal instructed on letting at 36-37 Bridge Street (part of ex M&S unit)	
						Q4	No milestone	Green		
	To promote sustainable economic prosperity through innovation, resilience, and strategic growth.	Maximise the impact of Council-owned and other assets to further enable the regeneration of our Economic Centres	Mona Walsh Peter Sharp Ian Boll	Cllr L McLean	Q1	Complete asset register and agree future plan for each, with a focus on those that are underutilised or suitable for community transfer.	Yellow	Initial document drafted and discussed with Cllr McLean. Actions agreed include action plan and focus on underutilised and assets suitable to transfer or disposal. Updated to Amber following monthly meeting with Prop Portfolio Holder (PH) on 19 Aug. Good progress made to date but some further actions to be agreed.		
					Q2	No milestone	Green	Further report to and discussions with Cllr McLean in Sept have led to agreed approaches and strategy for sites including community centres and garages.		
					Q3	Complete options appraisal for Castle Quay Bridge Street area site and agree next steps in collaboration with Banbury AOG Agree assets for disposal and delivery plan	Yellow	Options appraisal considered by CLT. Asset disposal list reviewed and discussed with Cllr McLean.		
					Q4	Complete an options appraisal for extending PV and wind energy on council assets in support of climate priority.	Yellow	Options appraisal for two assets underway at Thorpe Place and Castle Quay. Other assets require further engagement with Climate and Biodiversity Team to ensure aligned with detail of the recently approved Climate ADP.		
	Build an inclusive and green economy	To build an economy that is both inclusive and environmentally sustainable, ensuring equitable opportunities for all while minimising environmental impact.	Delivering the Year 4 programme of UK Shared Prosperity Funding, to focus on pressures in our communities	Peter Sharp Ian Boll	Cllr L McLean	Q1	Agree and Launch the 2025/26 UKSPF programme. Produce report on the outcomes achieved for 2024/25	Green	The UKSPF (UK Shared Prosperity Fund) programme for 25/26 has been agreed by Cllr McLean as Portfolio Holder decision, with delegation to the Director of Communities to amend when required, in discussion with Portfolio Holder. The outcomes report for 24/25 has been completed and approved by Assistant Director of Finance and sent back to Ministry for Housing Communities and Local Government (MHCLG).	Green
						Q2	Identify implications for Cherwell of Oxfordshire Flood Task Force priorities	Green	The Building Control and Flood Risk Manager is holding a Flood Workshop to discuss the priorities. UKSPF (UK Shared Prosperity Fund) funding approved to be spent by March 26.	
						Q3	Report on area infrastructure gaps/needs (electricity, water, foul) and agree priorities	Green	Consultants appointed for Bicester area, and work is well underway and linked in with key developers. Final Reports will take time to develop.	
						Q4	Produce a report on the outcomes of the final year of the UKSPF programme.	Yellow	Shared Prosperity programme extended to September nationally, allowing CDC to continue to fund projects into 26/27. Intend to review outputs/outcomes in Q2/Q3 26/27.	
Support the Marmot Place Partnership for Oxfordshire.		Support the Marmot Place Partnership for Oxfordshire.	Nicola Riley Kristian Aspinall	Cllr R Pattenden	Q1	Activity for this Action starts in Quarter 2	Green	Five villages in Cherwell have been selected for the Marmot Rural Place initiative based on data-driven insights, and the commissioning process is underway to appoint an organisation to deliver community insight profiles in collaboration with the Wellbeing team.		
					Q2	Launch Marmot Place Programme with partners	Yellow	Procurement of a research partner has been protracted resulting in a delay to the progress of partnership work. The research phase will conclude in Q3.		
					Q3	Consult on the Deprivation Remediation Programme for 2026	Yellow	Household Support Fund 7 (£128,000) started to be delivered in December to benefit residents that need additional support. Evaluation of the programme will take place in March in line with Cost of Living provision. Rural Marmot inequalities work started on 1st December		
					Q4	No milestone	Green			

Community Leadership	Strengthen community collaboration and resilience	To work closely with communities and partners to foster shared solutions to building safe, resilient, and empowered communities.	Review of our Local Strategic Partnership to be more effective in delivering co-produced solutions to community issues	Tim Hughes Kristian Aspinall	Cllr R Pattenden	Q1	No milestone	Activity for this Action starts in Quarter 2.
			Q2	Work with key partners to identify and agree key community issues for the partnership to consider in year.	A stakeholder survey has been drafted ready for circulation and will be open from 8th - 31st October. The survey will seek to obtain partners input to the review of the LSP and to acquire partners input regards the key community issues that should be addressed by the LSP. The survey will also seek views from stakeholders on how the partnership might be improved to better achieve positive outcomes benefitting the community			
			Q3	Work with key partners to identify and agree community-based solution. Review and re-launch the LSP accordingly.	Survey went live 18th December and will run until 16th January (4 weeks). Survey seeks to get views and opinions from relevant stakeholders on the effectiveness of the partnership and suggestions on how it might be improved. Survey also seeks to gather insight on what are the key community issues that stakeholders think the partnership look to focus on. Relaunch will take place in Q4.			
			Q4	No milestone				
			Q1	Launch parish toolkit initiative	Parish liaison meeting considered the first topic for a toolkit should be flooding. The Council will be holding a Parish Flood Workshop in late Summer/early Autumn - Cherwell in conjunction with Oxfordshire County Council.			
			Q2	Work with parish councils to identify key components required to empower communities and agree next steps	Flooding workshop 16h October. Further workshops will be considered for the New Year.			
			Q3	Review and agree Cherwell's Green and Blue Corridors to increase understanding and awareness	The Green and Blue Infrastructure Strategy was produced in 2022 and forms part of the evidence submitted alongside the Local Plan that is currently under examination.			
			Q4	Review and implement actions as appropriate from the Oxfordshire Adaptation Route map	A new Biodiversity and Climate Change Service has been established which will help manage local flooding issues in support of the Lead Local Flood Authority (OCC) and ensure alignment with climate resilience objectives. It will also manage the Council's Land Drainage Authority powers. A local flooding toolkit is in preparation following the workshop in Q2.			
			Q1	No milestone				
			Q2	Identify and agree potential assets for transferring to community organisations	The timescale for identification has slipped to Q3			
			Q3	No milestone				
			Q4	No milestone				
	Strengthening community cohesion	Tim Hughes Kristian Aspinall	Cllr C Brant	Q1	Produce Annual EDI General Duty Compliance Report and agree next steps.	Work has begun on collation but timescale not achieved for report.		
				Q2	Agree new EDI Framework and supporting actions	Currently the framework is being reviewed by the Council's Inclusion Champions awaiting for the feedback to publish.		
				Q3	No milestone			
				Q4	No milestone			
				Q1	Activity for this Action starts in Quarter 2	Activity for this Action starts in Quarter 2.		
				Q2	Develop and agree new Community Safety Partnership Plan	New plan agreed by Community Safety Partnership.		
				Q3	No milestone	No milestone for Q3		
				Q4	Establish baseline metrics for measuring progress towards Community Safety Plan	Activities and actions to support the broader aims and objectives of CSP Plan have been established and these are being tracked and reported on periodically.		
Promote health and wellbeing with a focus on inequality	To enhance health, wellbeing, and social cohesion across the district and address inequalities through preventive initiatives and targeted interventions.	Improving access to sports and healthy places by making the most of the external (and developer) funding we receive, improved insight and maintenance of our leisure centres.	Nicola Riley Kristian Aspinall	Cllr R Pattenden	Q1	To identify Parishes where significant capital projects are planned and support them with their delivery plans to ensure developer contributions deliver improved outcomes for their communities.	Parishes with s106 allocated for new development of community and sports projects have been consulted with and capital plans have been mapped over the Multilateral Trading Facility (MTFs).	
					Q2	No milestone		
					Q3	No milestone		
					Q4	Confirm which Capital projects will be progressed in 26/27 and how they will be funded	Projects to be progressed in 2026/27 that are in the Capital/s106 funded programme include Graven Hill Community Centre and Sports Pitches, Whitelands 3G football pitch, North Oxfordshire Academy 3G football pitch and Hanwell Fields Mezzanine Floor project	
Safeguard the environment and promote biodiversity	To implement sustainable policies and practices, protect natural habitats, and support conservation initiatives that enhance ecosystem health and biodiversity while responding to the climate emergency.	Identify pathways for CDC to reach net zero carbon	Michael Suddens Ian Boll	Cllr T Beckett	Q1	Review consultant's report on the costed pathways to net zero and agree next steps / direction of travel	Bioregional is expected to share the draft report for this study by the end of this week w/c 28 July 25.	
					Q2	Produce new draft climate change strategy	The evidence base informing the strategy, specifically the Council's and District's net zero pathways studies has not yet been finalised and is now expected to complete in early Q3. This has impacted the original timeline. The Climate Team is now working to produce and finalise the strategy, with publication expected in early Q4. The delay ensures the strategy is robust, evidence-led, and aligned with CDC's wider climate objectives.	
					Q3	Consult on draft climate change strategy	The draft Climate Change Strategy is anticipated to be ready in early Q4. In the meantime, consultation is actively underway with PflH (Portfolio Holders), SRO (Senior Responsible Owner), members of the Climate Change Programme Board, and all Assistant Directors and Heads of Service to shape the vision and the Target Operating Model for the Climate Programme and Strategy.	
					Q4	Agree new climate change strategy in light of costed pathway findings	In quarter 3, the Climate Change Strategy was de-prioritised, and in preparation for the new financial year the Climate Team was asked to focus on producing a Climate Action Plan (CAP) for 2026-2027. The CAP 2026-2027 was completed and approved by the Executive on 7 April 2026.	

Environmental Stewardship	Promote the circular economy of reduce, reuse and recycle to minimise waste	To encourage sustainable consumption, optimise the use of resources, and implement efficient recycling systems that support waste reduction and re-use initiatives.	Progress decarbonisation of our fleet, including electrifying smaller vehicles and implementation of HVO fuel	Ed Potter Kristian Aspinall	Cllr I Middleton	Q1	Produce report on decarbonising waste fleet and agree next steps		Report gone to CLT.
			Q2	No milestone		Report was approved by Executive on 2nd of September, implementation plan commenced.			
			Q3	Implement HVO fuel plan		Prices for HVO have greatly increased. A procurement exercise has taken place for a HVO fuel supply through the Yorkshire Purchasing Organisation prices appear high			
			Q4	No milestone					
			Q1	Modelling new service delivery options, to include early adoption of kerbside glass recycling		Service delivery options modelled. Simpler Recycling Project Board met 4 times to evaluate.			
			Q2	No milestone		Kerbside glass due at Executive in November.			
			Q3	Agree new service delivery design		Kerbside glass launches 01 January 26. Paper on other Simpler Recycling matters at Executive Jan26			
			Q4	Implement new service		The new service has been implemented with great success, residents are very complimentary regarding the new service and we have collected 392 tonnes more of dry recycling compared to the same 3 month period last year with the vast majority of this being glass. We have also removed the glass bring banks under budget and on time.			
			Q1	No milestone		Planning application likely to be submitted in Q2 but the admin features of the design have been completed.			
			Q2	No milestone					
			Q3	Approval of outline business case. Submission of Planning Application.		Development plans are held currently. A revised business case will be developed in collaboration with the Waste and Environmental Services Partnership (WESP) to reflect the depot needs in the north of the county. Task & Finish Depot group meets weekly to oversee development of the requirements and business case for the future depot. Planning permission for Gravenhill site to go to Planning Committee in June. Current technical spec being drawn up by AD Environmental Services for end of June.			
			Q4	No milestone					
			Q1	Refresh promotion around district's Growing Spaces		Rural England Prosperity Fund (REPF) and community food grants have supported eight growing spaces including Cropredy Lock Garden, Sustainable Duns Tew, Horton and Kidlington Parish Councils, as well as edible garden projects at schools including St Leonards, Dashwood, St Joseph's, and West Kidlington. Resources have been updated and shared via the Growing Space leaflet			
			Q2	Review delivery of Y2 actions of Food Action Plan for CDC		Progress made against every objective as planned.			
			Q3	No milestone					
Q4	Establish a schools-food partnership		Partnership has been formalised and meetings and newsletters have been held and circulated.						
Q1	Agree the litter blitz programme for 2025/26		Litter blitz carried in Banbury Town Centre. Rest of the programme to be finalised.						
Q2	Develop and agree a Civic Pride campaign to promote cleaner communities and open spaces		A Neighbourhood blitz programme has been developed, to be considered by the Portfolio Holder for approval						
Q3	No milestone								
Q4	No milestone								
Q1	Activity for this Action starts in Quarter 2								
Q2	Submit Local Plan for Examination		The draft Local Plan was approved by the Council's Executive on 3 July. On 21 July it will be presented to the Council. Upon approval, it will be submitted to the Secretary of State for independent examination including public hearings.						
Q3	No milestone		The Local Plan Examination commenced on 31 July. First hearings sessions confirmed for the week commencing 16 February 2026. Second set of hearings expected July 2026.						
Q4	No milestone		The Inspectors' letter is awaited following the initial hearings in February.						
Q1	Confirm new three-year programme of Conservation Area reviews and appraisals		Programme established - Year 1 - Bloxham, Grimsbury, Hanwell; Year 2 - Hook Norton, Chesterton, Hampton Gay - Shipton on Cherwell -Thrupp; Year 3 - Islip, Bodicote, Begbroke, Fritwell. Bloxham is at an advanced stage and Grimsbury is on-going.						
Q2	No milestone		Bloxham Conservation Area Appraisal is being finalised. Grimsbury is on-going and work on Hanwell has commenced.						
Q3	No milestone		A public consultation event for the review of the Grimsbury Conservation Area Appraisal took place on 9 December. Work on the Hanwell CAA review is progressing.						
Q4	Complete year 1 of Conversation Area programme		Bloxham – Updated and published. Grimsbury – Completed and going through approval process. Hanwell - Public consultation complete. Consultation responses being considered in completing the appraisal.						
Q1	Complete and agree Housing Delivery Action Plan		The Housing Delivery Action Plan was approved by the Council's Executive on 10 June 2025. The Executive also resolved that it be kept under review having regard to comments received, and to make any necessary changes in consultation with the Portfolio Holder for Planning and Development Management. Officers were also instructed to present a comprehensive review of the five year housing land supply position to the Executive, should there be evidence of a significant change.						
Q2	Implement Housing Delivery Action Plan		The Housing Delivery Action Plan (HDAP) has been published and being implemented by the Planning and Development & the Growth and Economy teams.						
Q3	Implement Housing Delivery Action Plan		An Annual Monitoring Report was approved by the Executive on 2 December. However, land supply is reported as 3.1 years						
Q4	Review the progress of the Housing Delivery Action Plan		Updating of the Housing Delivery Action Plan is in progress and will be informed by housing completions for 2025/26 which will be verified in Summer 2026.						

Quality housing and Place Making	Deliver sustainable and strategic development that meets Cherwell's needs now, and in the future	To ensure the right mix of facilities, services and infrastructure for new developments, to create successful, well-designed communities.	Reducing the percentage of 'major' planning application decisions overturned at appeal	David Peckford Ian Boll	Cllr J Conway	Q1	Complete and agree major applications action plan		An action plan for the management of strategic planning applications was prepared in Q1 and presented to the Accounts, Audit and Risk Committee on 28 May 2025.
						Q2	Implement Major Applications Action Plan		Project working group established and meeting. Resourcing for implementation under review.
						Q3	Implement Major Applications Action Plan		The availability of resource has delayed implementation of the action plan for managing strategic applications. Additional temporary staff are now to be recruited and it is anticipated that project management support will be available in the new year.
						Q4	Review the progress of the Major Applications Action Plan		Additional resource is now in place and supporting budget approved in February. Full implementation is to be overseen as part of the Council's Transformation Programme.
			Streamline process for the preparation of 'section 106' legal agreements and associated land transfers which support planning permissions.	David Peckford Ian Boll	Cllr J Conway	Q1	Complete internal s106 process review and agree improvement action plan		A review of the Council's internal processes for 'section 106' legal agreements was completed by the start of Q1.
						Q2	Implement actions from s106 process review		Resourcing for implementation under review.
						Q3	Implement actions from s106 process review		Incremental implementation is ongoing with the resource available.
						Q4	Review the progress of the s106 improvement action plan		Progressed by the Head of Development Management at regular liaison meetings with legal services. Now to be part of the Council's Transformation Programme.
	Deliver Planning Service Improvement	David Peckford Ian Boll	Cllr J Conway	Q1	Establish performance improvement indicators, targets & resource needs		A review of the Council's development management (Planning Committee) decision making processes has been undertaken and included a peer review on 29 May 2025. The final report is awaited and will be published. The recommendations will inform improvement targets together with the defined actions for the management of strategic planning applications and from the section 106 review (see above). A consolidated plan is to be prepared and resourcing needs are being reviewed.		
				Q2	Define & implement improvements		Planning Advisory Service Report received. Consolidated plan dependent on corporate transformation programme. Resourcing under review.		
				Q3	Implement improvements		Planning Advisory Service report published. Recommendations are due to be presented to the Executive in the new year		
				Q4	Implement improvements & review progress		Reports on implementation of the PAS recommendations were presented to the Overview & Scrutiny Committee on 24 March and to the Executive on 7 April 2026. Significant changes have been made in response to the recommendations of PAS and work is continuing alongside corporate transformation and service improvement. The Transformation Programme will ensure a consolidated approach including Digital Planning Improvement.		
	Establish and progress with Partners the Area Oversight Groups for Banbury, Bicester and Kidlington	Tom Dobrashian Ian Boll	Cllr L McLean	Q1	Implementation of Area Oversight Groups for Banbury, Bicester and Kidlington		The 3 Area Oversight Groups have been implemented.		
				Q2	Identify and report on infrastructure delivery issues (water, electricity, foul, etc), develop and agree action plan		Atlas project in Bicester has project team to focus/resolve infrastructure issues - action plan and funding identified. OCC/LAEP (Local Area Energy Planning) on-going work covering energy issues throughout Cherwell area. Foul water issue resolution and plan in place. Issue on all APP (Area Priority Plan) to be discussed at AOGs (Area Oversight Groups).		
				Q3	No milestone				
				Q4	No milestone				
	Achieve more high-quality, secure, and affordable housing that caters for the diverse needs of our residents	To help all residents access safe places they can make/call their home, including housing that is affordable through direct ownership, private rental and social rent housing.	Reduce pressure on temporary accommodation capacity in the District through delivery of our Housing Strategy	Nicola Riley Kristian Aspinall	Cllr N Cotter	Q1	Commence delivery of new LAHF schemes for temporary accommodation and resettlement, and S106 scheme to provide additional temporary accommodation provision		Grant agreements in place with SOHA. They have begun to identify properties and progress purchase. All properties are on target to deliver in year.
						Q2	Review procurement of temporary accommodation and nightly charged options to ensure we make the best use of our resources, whilst providing suitable standards of temporary accommodation		Review completed. Some current provision will cease but nightly charged accommodation still required and procurement opportunity has been launched. Once successful supplier is identified, this will come to Executive.
						Q3	No milestone		
						Q4	Complete annual review of housing strategy action plan to identify any improvements needed		Temporary accommodation was a topic at overview and scrutiny in March and the review of the housing strategy actions has been completed.
Host a registered providers forum to improve tenant outcomes			Nicola Riley Kristian Aspinall	Cllr N Cotter	Q1	Conduct satisfaction survey of CDC tenants		Completed. Survey took place during May and June 2025 with the shared ownership and rented tenants.	
					Q2	No milestone			
					Q3	Establish new monitoring framework for Registered Provider activity and performance and agree objectives and line up for forum		New monitoring system developed and live. Data is slowly building as more providers are being inspected by the regulator. The system measures overall satisfaction from tenants, consumer standard rating, governance rating and viability rating. RP Forum on track.	
					Q4	Hold registered providers forum to discuss challenges in meeting obligations		The next RP forum is planned for 15th April 2026	
Ensure Graven Hill Village Development Company submits Planning Application for Phase 2 at Graven Hill (for completion of the site)		Stephen Hinds	Cllr L McLean	Q1	Ensure Graven Hill Village Development Company submits Planning Application for next phase of development at Graven Hill to LPA		The application for planning permission (25/01768/HYBRID) was received as a valid application by the Local Planning Authority (LPA).		
				Q2	No milestone				
				Q3	No milestone				
				Q4	No milestone				

Appendix 10 – Leadership Risk Register as at 17/04/2026

Level of risk	How the risk should be managed
High Risk (16-25)	Requires active management to manage down and maintain the exposure at an acceptable level. Escalate upwards.
Medium Risk (10 -15)	Contingency Plans - a robust contingency plan may suffice together with early warning mechanisms to detect any deviation from the profile.
Low Risk (1 – 9)	Good Housekeeping - may require some risk mitigation to reduce the likelihood if this can be done cost effectively, but good housekeeping to ensure that the impact remains low should be adequate. Re-assess frequently to ensure conditions remain the same.

Risk Scorecard – Residual Risks						
		Probability				
		1 - Remote	2 - Unlikely	3 - Possible	4 - Probable	5 - Highly Probable
Impact	5 - Catastrophic			L10		
	4 - Major		L08-L11	L03-L09-L13-L14-L16	L01	L05
	3 - Moderate		L06-L07-L12	L02-L15	L17	L04
	2 - Minor					
	1 - Insignificant					

Risk Definition	
Leadership	Strategic risks that are significant in size and duration, and will impact on the reputation and performance of the Council as a whole, and in particular, on its ability to deliver on its corporate priorities
Operational	Risks to systems or processes that underpin the organisation’s governance, operation and ability to deliver services

Name and Description of risk	Potential impact	Inherent (gross) risk level (before Controls)			Controls	Control assessment	Lead Member	Risk owner	Risk manager	Residual risk level (after existing controls)			Direction of travel	Mitigating actions (to address control issues)	Comments	Last updated
		Probability	Impact	Rating						Probability	Impact	Rating				
L01 - Financial resilience – Failure to plan for and/or react to external financial impacts, new policy and increased service demand. Poor investment and asset management decisions.	Reduced medium and long term financial viability	4	4	16	Medium Term Revenue Plan updated and reported regularly to members.	Fully	Councillor L. McLean	Michael Furness	Joanne Kaye	4	4	16	↔	<p>This continuous process will include reviewing budget monitoring, active budget management, and reflection of economic and Local Government sector trends in the MTFS. Wherever possible, policy decisions impacting on the MTFS will be taken as soon as possible, rather than waiting until the February Council meeting which sets the annual budget. This will allow officers to be ready to implement, or have implemented, policy decisions which will maximise positive impacts on the budget. Budget managers are reflecting on the potential economic impact of the conflict in the Middle East and reviewing potential mitigations to manage within existing budgets.</p> <p>The budget for 2026/27 was agreed with savings proposals identified to contribute to addressing reductions in funding. Close monitoring of the delivery of the savings programme will take place throughout 2026/27 with mitigations required if slippage is identified. The budget and transformation process for 2027/28 will begin in May 2026 and will involve a robust review of current budgets, how those link to activity supporting the corporate priorities, and services level options to allow for prioritisation of resources. Consultation on the treatment of Pooling payments in the second year of the settlement are expected sometime in 2026. Officers will be communicating the council's view that the current application is inappropriate. In the meantime the council continues to lobby the government, contribute to the District Council Network's response and to work with government as part of the MHCLG Implementation Working Group.</p> <p>Integration and continued development of Performance, Finance and Risk reporting.</p> <p>Internal Audits being undertaken for core financial activity and capital as well as service activity and governance.</p> <p>Introduction and implementation of an Asset Management Strategy.</p> <p>Capital & Investment Strategy agreed annually.</p> <p>Posts are filled by appropriately qualified individuals.</p> <p>Regular involvement and engagement with colleagues across the county and nationally. The potential impact of local government reorganisation (devolution/unitarization) has been noted but as yet the potential impact on the council is unknown. Officers will continue to monitor the discussions at local and national levels. The council has submitted its preferred approach to reorganising local government in Oxon/West Berks and we expect to hear in the summer. Following that work will begin in earnest to plan for the transition which will provide a clearer picture of the future financial situation of the new authority. Funds have been set aside to cover costs associated with the transition.</p> <p>Regular member training and support.</p> <p>Regular utilisation of advisors as appropriate.</p> <p>Summarise and distribute announcements to CLT and members.</p> <p>Timely and good quality budget management reports, particularly property income and capital.</p> <p>Work is underway to maximise the impact of the available space in Banbury town centre.</p>	Full risk review carried out, controls and mitigating actions updated	Risk reviewed on 17/04/2026
	Reduction in services to customers				Planning for balanced medium term and dynamic ability to prioritise resources.	Fully										
	Increased volatility and inability to manage and respond to changes in funding levels				Finance team made up of highly professional, competent, qualified staff.	Partially										
	Reduced financial returns (or losses) on investments/assets such as in subsidiaries.				Good networks established locally, regionally and nationally to ensure officer are aware of developments across the sector which could impact on the council.	Fully										
	Inability to deliver financial efficiencies.				Strong shareholder function and relationships with subsidiaries to manage investment risk.	Fully										
	Exposure to commercial pressures in relation to regeneration projects.				To be prudent, financial returns from the subsidiaries are not included in the MTFS until they are reasonably assured to materialise.	Partially										
	Poor customer service and satisfaction.				National guidance interpreting legislation available and used regularly.	Fully										
	Increased complexity in governance arrangements.				Progress regeneration plans in a coordinated manner. Participate in Oxfordshire Treasurers' Association's work streams.	Fully										
	Lack of officer capacity to meet service demand.				Review of best practice guidance from bodies such as CIPFA, LGA, SDCT, DCN and NAO.	Fully										
	Lack of financial awareness and understanding throughout the council.				Treasury management and capital & Investment strategies in place and updated at least annually. Regular financial and performance monitoring in place.	Fully										
	Increased inflation in the costs of capital schemes.				Independent third party advisers in place. Regular bulletins and advice received from advisers. Property portfolio income monitored through financial management arrangements on a regular basis.	Fully										
	Increased inflation in revenue costs.				Asset Management Strategy in place and embedded.	Fully										
					Transformation Programme in place to deliver efficiencies, prioritise resources, link to strategic priorities and increased income in the future.	Partially										

Name and Description of risk	Potential impact	Inherent (gross) risk level (before Controls)			Controls	Control assessment	Lead Member	Risk owner	Risk manager	Residual risk level (after existing controls)			Direction of travel	Mitigating actions (to address control issues)	Comments	Last updated
		Probability	Impact	Rating						Probability	Impact	Rating				
L02 - Statutory functions – Failure to meet statutory obligations and policy and legislative changes are not anticipated or planned for.	Legal challenge	3	4	12	Embedded system of legislation and policy tracking in place, with clear accountabilities, reviewed regularly by Directors.	Partially	Councillor C. Brant	Stephen Hinds	Shiraz Sheikh	3	3	9	↔	Ensure Committee forward plans are reviewed regularly by senior officers.	No change as at Q1 25/26	Risk reviewed and updated 13/04/2026
	Loss of opportunity to influence national policy / legislation				Clear accountability for responding to consultations with defined process to ensure Member engagement	Fully								Ensure Internal Audit plan focusses on key leadership risks.		
	Financial penalties				National guidance interpreting legislation available and used regularly	Fully								Senior Officers are aware of key policy/legislative changes taking into consideration all of the Council's functions and duties arising as a result.		
	Reduced service to customers				Risks and issues associated with Statutory functions incorporated into Directorate Risk Registers and regularly reviewed.	Fully								Considerable progress has been made to embed a consistent project management approach and agreed methodology across Cherwell Futures and other key transformation projects. This has helped to strengthen planning, oversight and assurance arrangements, ensuring that wider governance considerations—particularly those impacting on statutory functions—are clearly identified, managed and delivered in a timely way. While this work is still at a relatively early stage of implementation, the direction of travel is positive, with improving levels of consistency, clearer accountability and a stronger link between programme delivery and corporate governance requirements.		
	Inability to deliver council's plans				Clear accountability for horizon scanning, risk identification / categorisation / escalation and policy interpretation in place	Partially								Learning and development opportunities identified and promoted by the Chief Executive and Directors. Staff briefings on rules and procedures by MO		
	Exposure to commercial pressures				Robust Committee forward plans to allow member oversight of policy issues and risk management, including Scrutiny and Audit	Fully								Review Directorate/Service risk registers.		
	Reduced resilience and business continuity				Internal Audit Plan risk based to provide necessary assurances	Fully								Ensure Committee forward plans are reviewed regularly by senior officers.		
	Reduced staff morale, increased workload and uncertainty may lead to loss of good people				Strong networks established locally, regionally and nationally to ensure influence on policy issues. In addition two Directors hold leading national roles	Fully								Ensure Internal Audit plan focusses on key leadership risks.		
					Senior Members aware and briefed regularly in 1:1s by Directors	Fully								Establish corporate repository and accountability for policy/legislative changes taking into consideration all of the Council's functions.		
					Arrangements in place to source appropriate interim resource if needed	Partially								Project Management Methodology to be established with appropriate oversight. Programme Office with the appropriate capabilities to monitor deliver projects.		
	Ongoing programme of internal communication	Fully	Review Directorate/Service risk registers.													
	Programme Boards in place to oversee key corporate projects and ensure resources are allocated as required.	Partially														
	Extended Leadership Team (ELT) Meetings established to oversee and provide assurance on key organisational matters including resourcing.	Fully														
L03 - Core Local Plan - Failure to have up to date Local Plan could result in poor planning decisions such as development in inappropriate locations. It could also make it more difficult to demonstrate an adequate supply of land for housing which could lead to more planning by appeal and decisions that are contrary to the Council's wishes. The Plan requires approval by Council to be submitted for Examination. Failure at Examination.	Poor planning decisions leading to inappropriate growth in inappropriate place.	4	4	16	The statutory Local Development Scheme (LDS) is actively managed and reviewed, built into Service Plan, and integral to staff appraisals of all those significantly involved in Plan preparation and review	Partially	Councillor J. Conway	Ian Boll	David Peckford	3	4	12	↔	Annual (Authority) Monitoring Reports presented to the Executive on plan making and policy effectiveness.	The submission version of the emerging Local Plan was approved by Council on 21 July. It was submitted to the Secretary of State for Housing, Communities and Local Government for independent Examination on 31 July at which point the Examination commenced. Initial public hearings took place in February 2026 concentrating on 3 topics - transitional arrangements, Oxford's unmet housing need, and duty to co-operate. The Inspectors' letter is awaited which will determine whether the Council proceeds to the next public hearings. The Oxford Growth Commission's interim report has been published which presents some risk to the plan making processes of the Oxfordshire Local Planning Authorities. However, the OGC report has not been responded to by Government and the Council's barrister is engaged to support officers in managing the risk presented.	Risk updated on 15/04/26
	Failure to have up to date policies that meet the District's requirements.				Team capacity and capability kept under continual review with gaps and pressures identified and managed at the earliest opportunity.	Partially								An updated LDS presented to the Executive when there is a significant change in the circumstances for the Local Plan timetable.		
	Negative impact on the council's ability to deliver its strategic objectives, including for minimising carbon emissions.				On-going review of planning appeal decisions to assess robustness and relevance of Local Plan policies	Partially								Programme built into Directorate level objectives (e.g. via Service Plans) and staff appraisals; on-going preparation of the Local Plan is a service priority.		
	A higher number of planning appeals with associated increased costs				Regular Councillor briefings to ensure all timescale requirements are understood. Ensuring that staff and consultancy resourcing is maintained	Partially								Project management of the Local Plan process continues.		
	Reputational damage with our local communities through not having up to date policies to meet needs and protect the environment				Political consensus - building	Partially								Regular Corporate Director, Portfolio Holder and Members Advisory Group briefings		
	Reputational damage with investor community of Cherwell as a good place to do business created by uncertainty/lack of policy clarity.													Continuance of internal Members' Advisory Group meetings.		
L04 - Five Year Housing Land Supply - Failure to maintain a five year housing land supply provides more opportunity for unplanned housing developments to receive planning permission	More housing development in locations not preferred by the Council and in potentially less sustainable locations with more environmental impact.	4	4	16	A new Local Plan provides the opportunity to review the allocation of land for housing. Planning decisions are taken in the context of the five year housing land supply position and are a means by which additional housing can be approved for delivery within a five year period. Housing land supply is reviewed on at least an annual basis. An action plan can be prepared to identify measures to help facilitate the delivery of approved housing. The rate of housing delivery is ultimately a matter for the developer.	Partially	Councillor J. Conway	Ian Boll	David Peckford	5	3	15	↔	Regular monitoring and review	The 2025 Annual Monitoring Report (AMR) was approved by the Council's Executive on 2 December 2025. It was reported that the district has a 3.1 year housing land supply. The Council has an approved Housing Delivery Action Plan. A new Local Plan with proposed additional land supply is presently being Examined. The district also has over 10,000 homes with outline or detailed planning permission.	Risk reviewed 15/04/26
														Preparation & adoption of a new Local Plan		
L05 - Planning Applications for Major Development - The need to reduce the percentage of planning decisions for major development overturned at appeal	Over the period April 2022 to March 2024, and allowing for appeal decisions to December 2024, 10.4% of decisions on major applications were overturned at appeal (12 out of 115 decisions). The Council avoided designation for exceeding the prescribed 10% threshold due to the positive actions being taken to improve performance. Although performance has improved for the monitoring period 24-26, the legacy effect is that there is a high risk of the percentage for 23-25 also exceeding 10%.	5	4	20	A review of the Council's decision making processes by the Planning Advisory Service. Entering into an improvement plan to address issues identified in the review. Ensuring full, timely and successful implementation of the improvement plan.	Fully	Councillor J. Conway	Ian Boll	David Peckford	5	4	20	↔	Corporate Transformation Programme. Service improvement action plans. Discussion with the Planning Advisory Service about the review of decision-making. Corporate oversight	Transformation and improvement work is ongoing. A review of the Council's decision-making processes for major development was undertaken by the Planning Advisory Service (PAS) in 2025. Progress reports were presented to the Overview & Scrutiny Committee on 24 March 2026 and to the Executive on 7 April 2026. While performance has improved during the 2024–2026 monitoring period, figures for the Government's current monitoring period (2023–2025) indicate that the Council has exceeded the nationally prescribed threshold for the percentage of decisions on major developments overturned at appeal for the second consecutive year. 13 of 116 decisions were overturned which at 11.2% exceeds the 10% threshold. This is largely due to the legacy of decisions taken in 2023 & 2024. The Ministry for Housing, Communities and Local Government is considering whether or not the Council should be designated for 'special measures'. A case has been prepared as to why this is unnecessary and the Secretary of State's decision is awaited.	Risk updated 15/04/26

Name and Description of risk	Potential impact	Inherent (gross) risk level (before Controls)			Controls	Control assessment	Lead Member	Risk owner	Risk manager	Residual risk level (after existing controls)			Direction of travel	Mitigating actions (to address control issues)	Comments	Last updated
		Probability	Impact	Rating						Probability	Impact	Rating				
L06 - Business Continuity - Failure to ensure that critical services can be maintained in the event of a short or long term incident impacting on the delivery of the Council's operation	Inability to deliver critical services to customers/residents	4	4	16	Business continuity strategy, statement of intent and framework in place and all arrangements overseen by a Business Continuity Steering Group	Fully	Councillor R. Pattenden	Kristian Aspinall	Tim Hughes	2	3	6	↔	BCSG meeting routinely and corporate refresh across all areas completed. BC programme is in place and timescales for review/update/test are being followed. BC Impact Assessments and BCPs being updated and reviewed by Emergency Planning Team with supporting document management system having been implemented. Business Continuity Statement of Intent and Framework reviewed and updated to align with new incident management framework Cross-council BC Steering Group meets regularly to identify BC improvements needed; BC Steering Group engagement is being achieved across all service areas. Plans tested and annual cycle clearly sets out the test/review/improve process and expectations	Full corporate-wide exercise took place as planned and draft debrief report produced for 25/26 was used to feed into cycle of review and update in Q3 of 25/26. BIA and BCP updates behind schedule for cycle, working with authors and owners to ensure all up to date prior to exercise scheduled for June.	Risk reviewed - 15/4/2026
	Financial loss/ increased costs				Services prioritised and ICT recovery plans reflect those priorities and the requirements of critical services	Fully										
	Loss of important data				ICT disaster recovery arrangements in place with data centre and cloud services reducing likelihood of ICT loss and data loss	Fully										
	Inability to recover sufficiently to restore non-critical services before they become critical				Incident management team identified in Business Continuity Framework	Fully										
	Loss of reputation				All services undertake annual business impact assessments and updates of business continuity plans	Partially										
	Reduced service delivery capacity in medium term due to recovery activity				Cross-council Business Continuity Steering Group meets regularly to identify Business Continuity improvements needed	Partially										
L07 - Emergency Planning (EP) - Failure to ensure that the local authority has plans in place to respond appropriately to a civil emergency fulfilling its duty as a category one responder	Inability of council to respond effectively to an emergency	4	4	16	Incident Management Framework in place and key contact lists updated monthly.	Fully	Councillor R. Pattenden	Kristian Aspinall	Tim Hughes	2	3	6	↔	IMF reviewed and updated. Training schedule in place and being delivered including training for new ADs/CEX and refresh for existing duty directors. Emergency plan contacts list updated monthly and reissued to all duty directors periodically. Available on ELT Teams channel. Supporting officers for incident response reviewed and identified across some areas, to ensure they are reviewed and updated across all service areas.	OCC Joint resilience Team arrangements to be continued into 26/27. EP plans due review and refresh in 2026 - will be reviewed and updated on prioritised basis. EP arrangements working well and have supported response to illegal landfill site nr. Kidlington. Approach to resourcing Duty Director rota for Strategic and Tactical (Gold/Silver) under review. Report shared with CLT identifying that additional resource required and for EDs and above to solely resource strategic response rota, ensuring appropriate seniority in respective response roles. Training being reviewed and updated for all relevant roles. Exercise for CDC to be scheduled for Q1 2026/27.	Risk reviewed - 15/04/2026
	Unnecessary hardship to residents and/or communities				Emergency Planning Lead Officer defined with responsibility to review, test and exercise plan and to establish, monitor and ensure all elements are covered	Fully										
	Risk to human welfare and the environment				Expert advice and support provided by Oxfordshire County Council's Emergency Planning Team under partnership arrangements.	Fully										
	Legal challenge				Council Duty Directors attend training relating to role prior to joining duty director rota and have refresh training annually	Fully										
	Potential financial loss through compensation claims				CEX and Corporate Directors have received Strategic Co-ordinating Group (SCG) Training.	Partially										
	Ineffective Cat 1 partnership relationships				Multi agency emergency exercises conducted to ensure readiness	Fully										
					Active participation in Local Resilience Forum (LRF) activities											
	Reputational damage				On-call rota being maintained and updated to reflect recent staffing changes	Fully										
L08 - Safeguarding the Vulnerable - Operational and partnership actions - Failure to work effectively with partners to identify and protect vulnerable people in the district and disrupt exploitation leaving vulnerable people at risk or subject to exploitation	Increased harm and distress caused to vulnerable individuals and their families.	4	4	16	Continue in linking in with Oxfordshire partnerships protocol review to ensure outcomes relevant to CDC are understood and implemented as necessary	Partially	Councillor R. Pattenden	Kristian Aspinall	Tim Hughes	2	4	8	↔	Continue in linking in with Safer Oxfordshire partnership and contributing towards partnership activity to ensure safeguarding responsibilities are met. Exploitation concerns and actions discussed routinely at Joint Agency Tasking and Co-ordination meetings on a monthly basis	Full risk review carried out. Risk controls updated	Risk reviewed - 15/04/2026
	Council subject to external reviews				Exploitation concerns and actions discussed routinely at Joint Agency Tasking and Co-ordination meetings on a monthly basis	Fully										
	Criminal investigations potentially compromised															
	Potential financial liability if council deemed to be negligent.															
	Reputational damage to the council.															
L09 - Health and safety Failure to ensure effective arrangements are in place for Health and Safety.	Unsafe services leading to fatality, serious injury & ill health to employees, service users or members of the public	5	4	20	Corporate H&S governance arrangements and policies are regularly reviewed and updated by the Corporate H&S Team and monitored by the H&S Assurance Board.	Fully	Councillor C. Brant	Claire Cox	Ruth Woodbridge	3	4	12	↔	Corporate H&S Auditing and Inspection programme on track. Reports issued to managers and actions tracked for completion. Work ongoing with 2 audits per calendar month. Work still in progress with service areas around the corporate H&S register, which will be managed and monitored with a focus on the depots as our highest risk areas. Relevant and required policies and procedures are regularly reviewed. Working with service areas to ensure that suitable risk assessments are in place. Working with service areas and providing training to staff where necessary.	Full risk review carried out. Risk reviewed and mitigation actions updated. These are ongoing risks which cannot be removed only reduce the likelihood of these happening. The Veritau audit actions have now been completed and closed down.	Risk reviewed on 30/03/2026
	Criminal prosecution for failings Breach of legislation and potential for enforcement action.				Directors and service leads are responsible for ensuring H&S arrangements are in place within their areas or responsibility. Managers are responsible for ensuring operational health and safety risks are assessed and effective control measures implemented.	Fully										
	Financial impact (compensation or improvement actions)				Consultation with employee representatives via employer and union consultative committees (Unison)	Fully										
	Reputational Impact				Corporate H&S Training provided via corporate learning and development programme. Training for operational risks may be organised by services.	Fully										
					H&S performance monitored by accident and incident reports and corporate H&S auditing and inspection programme.	Fully										
				H&S information is disseminated via internal communications and updates to ELT and other relevant meetings.	Fully											

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		Probability	Impact	Rating						Probability	Impact	Rating				
L10 - Cyber Security -If there is insufficient security with regards to the data held and IT systems used by the councils and insufficient protection against malicious attacks including ransomware on council's systems then there is a risk of: a data breach, or a loss of service.	Financial loss / fine	4	5	20	Intrusion prevention and detection monitoring and regular actions are implemented from the resulting reports	Fully	Councillor C. Brant	Stephen Hinds	David Spilsbury	3	5	15	↔	All staff reminded to be vigilant to unexpected emails due to the heightened risk of cyber-attack due to escalating worldwide tensions and at critical periods such as the run up to Elections. Monitoring is in place via the SOC 24/7.	Full risk review carried out. Impacts, controls and mitigating actions updated	Risk reviewed 09/04/2026 - no material change, just minor wording.
	Prosecution – penalties imposed	Additional 3rd party monitoring in place using a SIEM tool and 24/7 monitoring via a SOC	Fully													
	Individuals could be placed at risk of harm	A zero trust VPN model.	Fully													
	Reduced capability to deliver services	Schedule of regular security patching	Fully													
	Unlawful disclosure of sensitive information	Vulnerability scanning	Fully													
	Inability to share services or work with partners	Malware protection and detection	Fully													
	Loss of reputation	File and data encryption on computer devices	Fully													
		Managing access permissions and privileged users controls.	Fully													
		Effective information management and security training and awareness programme for staff	Fully													
		Password and Multi Factor Authentication security controls in place.	Fully													
		Robust information and data related incident management procedures in place	Fully													
		Appropriate robust contractual arrangements in place with all third parties that supply systems or data processing services	Fully													
		Appropriate plans in place to ensure ongoing PSN compliance	Fully													
		Preventative measures in place to mitigate insider threat, including physical and system security	Fully													
		Advice received from NCSC on specific activity alerts, the increased threat of globalised ransomware and malware attacks	Fully													
	Mimecast awareness training and comprehensive defence system deployed to improve email security	Fully														
L11 - Safeguarding the vulnerable - Internal procedures - Failure to work effectively with partners to identify and protect vulnerable people in the district and disrupt exploitation leaving vulnerable people at risk or subject to exploitation.	Increased harm and distress caused to vulnerable individuals and their families	4	4	16	Safeguarding lead in place and clear lines of responsibility established	Fully	Councillor R. Pattenden	Nicola Riley	Susan Asbury	2	4	8	↔	Action plan acted upon and shared with Overview and scrutiny committee once a year	Mitigations refreshed	Risk reviewed 13/04/2026 No changes
	Council subject to external reviews	Safeguarding Policy and procedures in place	Fully													
	Criminal investigations potentially compromised	Information on the intranet on how to escalate a concern	Fully													
	Potential financial liability if council deemed to be negligent	Mandatory training and awareness raising sessions are now in place for all staff.	Fully													
	Reputational damage to the council	Safer recruitment practices and DBS checks for staff with direct contact	Fully													
		Data sharing agreement with other partners	Fully													
		Attendance at Safeguarding Boards	Fully													
		Annual Section 11 return compiled and submitted as required by legislation.	Fully													
L12 - Sustainability of Council owned companies and delivery of planned financial and other objectives - Failure of council owned companies to achieve their intended outcomes or fail to meet financial objectives	Unclear governance leading to lack of clarity and oversight in terms of financial and business outcomes	3	5	15	Annual business planning in place for all companies to include understanding of the link between the Council's strategic objectives being delivered and financial impact for the council. A regular Shareholder Representative meeting takes place, a Shareholder Liaison Meeting including the S.151 Officer and Monitoring Officer takes place on a quarterly basis and a Shareholder Committee meeting on a quarterly basis. A governance review is being undertaken and initial recommendations have been approved by the Shareholder Committee.	Fully	Councillor D. Hingley	Gordon Stewart	Stephen Hinds	2	3	6	↔	A Shareholder Representative was appointed and regular governance arrangements are in place.	Strategy Day held in February with Company and Executive, with business plan approved at March Shareholder Committee.	Risk reviewed and updated on 13/04/2026
	Failure of council owned companies to achieve their intended outcomes or fail to meet financial objectives	Regular meetings are in place between the Council's S.151 Officer and the relevant company Finance Directors. Financial planning for the companies undertaken that will then be included within our own Medium Term Financial Strategy. Financial risks are routinely reported by the Shareholder Representative to the Shareholder Committee.	Fully													
	Lack of understanding at officer and member level about the different roles of responsibilities required when managing council owned companies	Clear governance arrangements are in place.	Partially													
		Sound monitoring in place of both business and financial aspects of the companies and the impact on overall council performance through the Shareholder Representative meetings and through the reporting to the Corporate Leadership Team monthly.	Fully													
		Training in place for those undertaking Director roles relating to the companies.	Partially													

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		Probability	Impact	Rating						Probability	Impact	Rating				
L13 - Financial sustainability of third-party suppliers and contractors	The financial failure of a third party supplier and contractors results in the inability or reduced ability to deliver a service to customers or provide goods needed. A reduced supply market could also result in increased costs due to the council's loss of competitive advantage.	3	4	12	Ensure contract management in place review and anticipate problems within key service suppliers and partners	Partially	Councillor C. Brant	Shiraz Sheikh	Darren Jacobs	3	4	12	↔	Creditsafe UK tool purchased to allow Procurement to carry out supplier credit checks when required.	New Contract in the process of being put in place via a CCS Framework, currently with legal services, new contract will give us more access to the Creditsafe tool and enables more detailed supplier checks and financial information.	Risk reviewed and updated on 13/04/2026
					Business continuity planning arrangements in place in regards to key suppliers	Partially										
					Ensuring that proactive review and monitoring is in place for key suppliers to ensure we are able to anticipate any potential service failures	Partially										
					Reduced resilience and business continuity	Fully										
					Intelligence unit set up procurement Hub to monitor supplier and contractor market	Fully										
L14 - Corporate Governance - Failure of corporate governance leads to negative impact on service delivery or the implementation of major projects providing value to customers.	Threat to service delivery and performance if good management practices and controls are not adhered to.	4	4	16	Clear and robust control framework including: constitution, scheme of delegation, ethical walls policy etc.	Fully	Councillor C. Brant	Stephen Hinds	Shiraz Sheikh	3	4	12	↔	External Audit - external audit issue an opinion on the accounts and the Council's arrangements for securing Value for Money. The Council's Annual Governance Statement and Code of Corporate Governance. At least annually, a review of effectiveness of governance framework including the system of internal control and AGS is published. The work is informed by the Corporate Governance and Oversight Group. CLT & ELT has responsibility of maintenance of the governance environment.	Full risk review carried out - potential impacts updated	Risk reviewed and updated 13/04/2026
					Member Scrutiny - OSC function, Council Executive, AARC and Standards Committees	Fully										
					Risk of ultra vires activity or lack of legal compliance	Fully										
					Risk of fraud or corruption	Fully										
					Risk to financial sustainability if lack of governance results in poor investment decisions or budgetary control.	Partially										
					Corporate programme office and project management framework. Includes project and programme governance.	Partially										
					Internal audit programme aligned to leadership risk register.	Fully										
					Training and development resource targeted to address priority issues; examples include GDPR, safeguarding etc.	Partially										
					HR policy framework.	Partially										
					Annual governance statement process connects more fully and earlier with ELT and CLT.	Fully										
Review of the Constitution by the MO with member involvement and approval by the Full Council	Fully															
L15 - Monitoring and management of Major Infrastructure Projects and Programmes - Failure to properly manage and monitor the various residual Oxfordshire Housing and Growth Deal infrastructure projects.	Failure to actively manage the various Infrastructure Projects and Programmes, particularly in relation to those being delivered by Oxfordshire County Council, could lead to delays or failure to deliver timely obligations, which could lead to HM Government holding back some or all of its funding, or requiring repayment.	4	5	20	Need to establish appropriate officer and stakeholder governance structures to support effective programme delivery.	Fully	Councillor L. McLean	Ian Boll	Peter Sharp	3	3	9	↔	Regular infrastructure & project meetings are held between officers at Oxfordshire County and Cherwell District Councils in order to monitor progress. Projects also included within Area Oversight Priority Plans for monitoring at AOGs held quarterly for each area.	The ATLAS funded work being undertaken around Bicester has created a clearer picture of infrastructure needs and trajectory of housing delivery. Joint meetings between developers, OCC and CDC are Cherwell are being held. The Kidlington constraints and mitigations is being initiated. Highlighted in a ARUP review paid for OGC is being reviewed.	Risk reviewed on 13/04/2026
					Need to institute regular and effective dialogue with developers.	Fully										
					Delivery of Infrastructure projects fail to accelerate housing delivery as commercial pressures impact house builders											
	Regular and effective dialogue with developers via Area Developer Forums and Area Oversight Groups held on a quarterly basis. Joint work with ATLAS team from Homes England to understand capacity constraints of infrastructure necessary for housing delivery. This is financed by MHCLG and Homes England.															

Name and Description of risk	Potential impact	Inherent (gross) risk level (before Controls)			Controls	Control assessment	Lead Member	Risk owner	Risk manager	Residual risk level (after existing controls)			Direction of travel	Mitigating actions (to address control issues)	Comments	Last updated
		Probability	Impact	Rating						Probability	Impact	Rating				
L16- Workforce Strategy The lack of effective workforce strategies could impact on our ability to deliver Council priorities and services.	Limit our ability to recruit, retain and develop staff	3	4	12	Analysis of workforce data and on-going monitoring of issues.	Partially	Councillor C. Brant	Stephen Hinds	Claire Cox	3	4	12	↔	There are indications that specific service areas continue to experience recruitment difficulties for professional roles. HR is working with the relevant directors to consider alternative resourcing methods. Development of a people strategy to include succession planning, and to underpin the organisation strategy Development of relevant workforce plans. Development of specific recruitment and retention strategies. It is planned for CDC to develop a framework that suits the needs of all services ensuring that the Council has access to a much wider pool of staffing agencies at competitive rates. The new IT system has been implemented to improve our workforce data and continues to be develop to improve our ability to interrogate and access key data (ongoing) in order to inform workforce strategies.	Full risk review carried out. Mitigating actions updated. We continue to collect recruitment data to better identify areas where recruitment is proving challenging so that a review and actions can be carried out at the earliest opportunity. We are also completing a succession planning data gathering exercise with all managers, which will inform of any areas of concern and allow for plans to be put in place.	Risk reviewed and updated 16/04/2026
	Impact on our ability to deliver high quality services				Key staff in post to address risks (e.g. strategic HR business partners)	Fully										
	Overreliance on temporary staff				Weekly Vacancy Management process in place	Fully										
	Additional training and development costs				Ongoing service redesign will set out long term service requirements	Partially										
L17 - Local Government Reorganisation - Potential impact that the Local Government Reorganisation implementation might across the council, including services we provide to our residents.	Impact on potential short term decision making due to future uncertainty	4	4	16	Representation of all political parties is ensured, including through dialogue with PGL		Councillor D. Hingley	Gordon Stewart	Stephen Hinds	4	3	12	↔	Implement proposals from our Transformation Plan to ensure improved efficiencies and improving our resilience	Council submitted formal Consultation response to Central Government on March 26th further supporting the two unitary proposals. Councils continue to work together on planning and preparing.	Risk reviewed and updated on 13/04/2026
	Inability to recruit key personnel to achieve priorities during the transition period				Legal implications and actions to be identified and executed											
	Inability to transform services to achieve required financial savings/ VFM due to uncertainty of future design requirements & timescales				Communication plan to be put in place											
	Services not being fully ready on vesting day				Local/District specific impact to be identified, assessed and managed/escalated											
	Risk to the continuity of services				Active engagement at officer & Council Leader levels with authorities across Oxfordshire & wider as appropriate.											
	Insufficient resources to implement LGR / business case with impact on BAU work. Staff morale and resilience may be low															
	Risk that assumed savings from reorganisation will not be realised or will be significantly delayed.															
	Failure of back-office systems															
	That decision making will be unclear and confused															
	Lack of clarity of vision and priorities Loss of local representation to issues important to Cherwell residents; that any unitary body(ies) may not have community as a central focus in design of the new operating model.															

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Cherwell
DISTRICT COUNCIL
NORTH OXFORDSHIRE

Performance Annual Report 2025/2026

A modern
council
inspiring and
enabling
positive, lasting





Foreword by Cllr McLean and Gordon Stewart

We are pleased to present Cherwell District Council's Annual Performance Report for 2025/26. This past year has both challenged and strengthened us. Against a demanding national and financial backdrop, the council has remained steadfast in its focus: delivering for its residents, protecting those most in need, and investing in the long-term future of our district. The progress set out in this report reflects not only what we have achieved, but also the collaboration, determination and shared sense of purpose that have made it possible

Across our four strategic priorities, we have continued to make meaningful progress. From supporting economic growth and helping local businesses adapt and thrive, to improving access to housing, strengthening community wellbeing and advancing our environmental ambitions, we have sought to turn ambition into tangible outcomes that residents can see and feel in their everyday lives.

We are particularly proud of the way in which our services, staff and partners have responded to ongoing pressure. Whether through delivering efficient, high-quality frontline services, supporting households with the cost of living, or driving forward our climate commitments, the council has remained focused on making a difference where it matters most.

This report also reflects a balanced and honest assessment of our performance. While most of our objectives have been met or are close to being met, we recognise that there remain areas requiring continued focus and improvement. We are committed to learning from this, strengthening delivery, and ensuring that we continue to provide value for money and high-quality services for our residents.

None of this would be possible without the dedication and professionalism of our staff, the commitment of our councillors, and the invaluable contribution of our partners and community organisations. Together, we have made real progress for Cherwell.

Our district has a bright future, which we can embrace with confidence. The foundations laid out over the past year place us in a strong position to respond to future challenges, embrace new opportunities and continue building a district where our communities can thrive.



Councillor Lesley McLean
Leader
Cherwell District Council

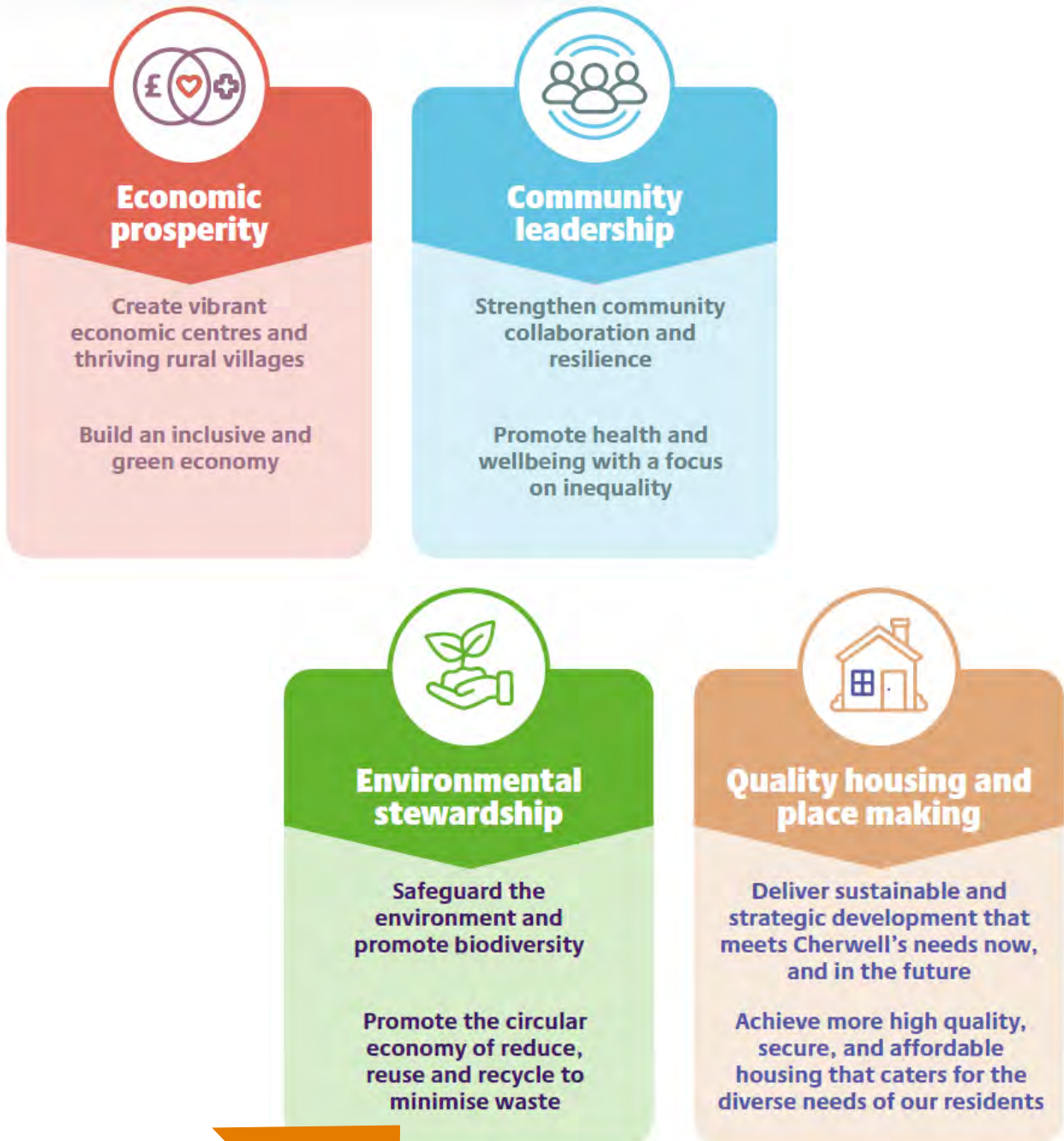


Gordon Stuart
Chief Executive,
Cherwell District Council

Our Priorities 2025/2026

Cherwell District Council is dedicated to inspiring and enabling positive, lasting change for our residents and communities. Our vision is to be a modern, forward-thinking council that embraces opportunities and addresses challenges with innovation and collaboration.

Our strategy focuses on what we aim to achieve for our residents and communities, driving continued progress through four vital priorities:





Economic Prosperity

We want to foster vibrant economic centres alongside thriving rural villages across Cherwell, creating places that are active, welcoming and full of opportunity. By backing local businesses and encouraging innovation, we can build a strong and resilient economy that works for everyone. This future economy will be inclusive and green, offering opportunities for all residents while reducing environmental impact, and balancing growth with eco-friendly practices and green infrastructure to deliver lasting benefits for our communities.

Below some of our achievements around this priority:

Accelerating Local Development – Our proactive approach to funding has seen almost £1 million invested through a combination of council reserves and government grants to accelerate priority housing and regeneration projects, with the potential to unlock around 8,000 new homes. By strengthening collaboration with developers and local community partners, including through our Area Oversight Groups, we are addressing long-standing infrastructure constraints and supporting vital regeneration across our town centres. This work demonstrates the council’s clear commitment to delivering much-needed homes and enabling high quality, sustainable growth across the district.

Supporting Small Businesses to Go Digital – During 2025/26 we delivered a comprehensive support programme to help eligible small and medium-sized businesses embrace digital ways of working. Running from April 2025 to March 2026, the scheme provided expert-led training to strengthen workforce skills, match-funded grants for new digital equipment and software, and tailored leadership development. Together, this support helped local manufacturers modernise their operations, improve productivity, reduce costs and compete more effectively in today’s economy.

Cherwell Economic Forum – Held in February 2025 at Bicester Motion, our flagship business event brought together over 50 business leaders, policymakers, and community figures, hosting a collaborative platform, we facilitated networking and knowledge-sharing across diverse industries to foster long-term successful partnerships. Whilst keeping the council directly connected to the opportunities and challenges facing our local business landscape, helping us shape a more prosperous future for all.

Connecting Residents with Jobs and Skills – During 2025/26, a total of 484 residents were supported through programmes funded by national and regional growth funding. This included participation in employability support sessions delivered through the No Limits programme, as well as attendance at the Banbury Job Fair held at Castle Quay on 18 March 2026. Together, these activities helped residents improve their skills, access advice and connect with employment opportunities across the district.



Community Leadership

We want to build strong, united communities that are confident, resilient and well prepared to meet challenges and succeed. By working in partnership with residents, community groups and service providers, we will shape inclusive environments and practical solutions that work for everyone. At the same time, we are committed to improving health and wellbeing across Cherwell, with a particular focus on tackling inequality. Through close collaboration with healthcare and community partners, we will prioritise prevention, deliver targeted support where it is most needed, strengthen social connections and help ensure Cherwell is a healthier place in which all our residents can thrive.

Below some of our achievements around this priority:

Supporting Our Elders - Our targeted and proactive campaigns this year delivered a real boost for older residents, helping pension-aged households claim more than £400,000 in additional financial support. Through smart use of data and strong partnerships, including work with Age UK, we supported 116 residents to access pension credit and cost-of-living help, significantly increasing household incomes and wellbeing. The success of these campaigns highlights our efforts to ensure residents receive the support they are entitled to and can enjoy greater financial security.

Helping Young Minds Thrive - We started a pilot programme, funded with £55,000 from Oxfordshire County Council's public health team and delivered by Cherwell, aiming to help younger children feel happier and more confident at school. Running for a year in 15 local primary schools, the initiative focuses on pupils aged eight to 11 and offers fun, practical sessions to help them understand their feelings, manage stress and build resilience. With extra one-to-one help where needed and useful training for school staff, the programme is all about giving children the right support early on so they can enjoy school, feel supported and thrive both emotionally and academically.

Empowering Local Grassroots – Our latest round of the Household Support Fund, launched in November 2025, provided £55,000 in vital grants to local charities and community groups. By offering funding of up to £3,000 for resident-focused projects, we empowered these organisations to address the unique cost-of-living challenges within their own neighbourhoods. This initiative ensures that support is delivered by the people who know our communities best, fostering local resilience and collective wellbeing during difficult times.

Supporting School and Community Hubs – We extended our cost-of-living support in December 2025 by offering grants of up to £2,000 specifically for schools and community organisations in need of funding. Following a highly successful previous round where 14 out of 15 applicants were supported, this continued investment helps essential local hubs maintain their services and broaden their impact. Our commitment to these organisations ensures that vital resources remain accessible to our communities, strengthening the social fabric of the district.



Environmental Stewardship

We will protect our environment and strengthen biodiversity by implementing sustainable policies that preserve Cherwell's natural landscapes and wildlife, ensuring our ecosystems continue to thrive for future generations. Alongside this, we will champion a circular economy by promoting the principles of reduce, reuse and recycle, encouraging responsible consumption, minimising waste and extending the life of materials and products. Together, these actions will foster a strong culture of sustainability that supports both our communities and the natural environment upon which they depend.

Below some of our achievements around this priority:

Lowering our emissions – In 2025/26, we increased our electric-vehicle fleet to 15%, collecting 8.5 million containers while using 2% less fuel, and launching new services like coffee pod recycling, with 1.05 million pods collected this year. Contributing to cleaner streets, reduced emissions, and more efficient use of resources, helping to create a greener and healthier district.

New Climate Action plan – In 2025/26 a new Climate Action Plan was developed and presented to the Executive at the beginning of April 2026, reinforcing our commitment to reaching net zero by 2030. Building on the progress made since declaring the climate emergency in 2019. The plan sets out further actions to cut emissions from council buildings and vehicles through cleaner fuels, low-carbon heating and solar investment, while supporting district-wide action on energy efficiency, active travel, electric vehicles and biodiversity.

Improving Air Quality – This year we marked a noticeable improvement in air quality in a busy part of Bicester, Kings End and Queens Avenue, which has led to the agreement to remove its special monitoring designation after pollution levels have remained within national limits for several years. This progress reflects our sustained efforts such as better walking and cycling routes, green infrastructure planting and changes in traffic movement, alongside cleaner vehicles. While the area will continue to be closely monitored due to heavy traffic, the decision marks a positive step for residents' health and the local environment.

Biodiversity Duty Report – Our commitment to nature recovery was reinforced this year with the approval of our first Biodiversity Duty Report in March 2026; from community orchards to school farm visits and habitat protection for protected species, we are taking proactive steps to reverse nature depletion across the district in collaboration with a variety of partners. This initiative ensures that biodiversity is woven into all our decisions, helping to create more resilient green spaces that support both local wildlife and the mental wellbeing of our residents.



Quality Housing and Place Making

We are committed to delivering sustainable, well-planned development that meets Cherwell's needs now and, in the future, ensuring new homes are supported by essential services, strong transport links and community facilities. We will also increase the supply of high-quality, genuinely affordable housing across a range of tenures, helping residents from all walks of life find a secure place to call home.

Below some of our achievements around this priority:

Housing Benefits Efficiency – Over the year, we consistently met our speed of processing targets, with new claims brought into payment within an average of 12 days against a target of 18 days, 9 days less than the average for Southeast England. This strong performance has been supported by ongoing digital transformation, with over 40% of change of circumstance processes now fully or partially automated. Alongside system-led workflow improvements that streamline processes from start to finish, these changes have strengthened the service's resilience and responsiveness, helping to ensure smooth and reliable delivery even during periods of higher demand.

Improving Transitions from Temporary Housing – Our continued focus and proactive approach have delivered strong and encouraging results, with a sustained reduction in the number of households in temporary accommodation, particularly in hotel placements, which have fallen by over 50%, from approximately 50 households at the start of the financial year to fewer than 25. Despite consistent demand for support, the service has successfully reduced overall numbers through effective policy improvements, a growing supply of high-quality self-contained accommodation, and a clear commitment to helping households move more quickly into settled homes. In the context of increasing national demand for temporary accommodation, Cherwell's positive downward trend represents a significant achievement and reflects the Council's dedication to delivering effective and responsive housing support for residents.

Supporting Our Most Vulnerable Residents – Our dedicated housing team was nationally recognised in May 2025 for its swift delivery of home adaptations, becoming one of the most responsive in the country. By significantly reducing the time it takes to implement vital changes like wet rooms and stairlifts, we have helped residents with disabilities maintain their independence and improve their quality of life. This high-performing service, active through 2025/26, exemplifies our commitment to ensuring that every resident has access to safe and suitable housing that meets their specific health and mobility needs.

Local Plan Submission – Our vision for sustainable growth achieved a major milestone this year as the Cherwell Local Plan Review 2042 was submitted for independent government examination. By meticulous planning for approximately 26,000 homes balanced with the protection of Cherwell's heritage and green spaces, we are providing a secure framework for future development. This rigorous process throughout 2025/26 ensures that we can meet our long-term housing needs while maintaining the unique character and biodiversity of our villages and towns.



More Than Movement: Changing Lives Together

This year our programmes have continued to support people across the area to be more active, improve wellbeing and feel more connected, delivering meaningful outcomes for families, young people and residents living with long-term health conditions.

Making a Real Difference for Families

You Move continues to show strong and meaningful outcomes, 52% of adult participants and 48% of children have increased their physical activity levels, with children moving an average of 153 additional minutes each week. Alongside this, 60% of families' reports improved mental wellbeing, demonstrating the programme's wider impact on everyday life.

For many families, You Move has removed barriers that previously prevented participation. One parent shared:

"My daughter has a disability that is improved by regular exercise, and she would not have been able to access sport in the way she has without You Move. It has completely changed her access to physical activity."

The value of this work is reflected in a social return on investment of £3.50 for every £1 spent, underlining both its human and economic benefit.

Supporting Young People Where They Learn and Live

The Youth Activators programme has created welcoming, positive spaces for young people, reaching 1,862 children and young people across 32 schools and 14 community settings. Delivered with Mind, this work has strengthened emotional wellbeing support and will see 15 Cherwell schools' pilot mental health provision and training from September 2026.

Helping People Stay Active, Independent and Connected

The Move Together programme continues to support residents living with long-term health conditions to become more active and feel better in themselves. During this period, 194 new participants joined the programme, with 58% increasing their activity levels and a reassuring 72% reporting improved mental wellbeing. This positive progress is also reducing pressure on local health services, with a 43% fall in GP appointments and a social return on investment of £418,000.

One participant reflected on the support they received:

"I'm incredibly grateful to Alison and the team for supporting me through a very difficult time after my husband passed away. Your steady encouragement during my hip recovery helped me regain my independence, and I will always value the support you've given me."

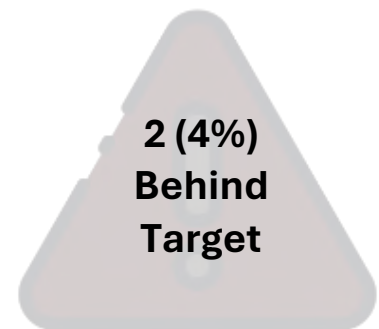
Looking Ahead

Across all programmes, the message is consistent: when delivered with care, understanding and a genuine commitment to inclusion, physical activity can transform lives. Whether supporting families, empowering young people, or helping residents maintain independence and wellbeing, this work shows that movement is about far more than exercise — it is about dignity, belonging and giving people the chance to thrive.



Performance Summary

The below summarises the progress we have made delivering against the activities, tasks and projects outlined in our vision and strategy under each of the four priorities. We use a Red – Amber – Green system, where green refers to a target wholly met, amber to a target narrowly missed and red to a target missed. For more information click [here](#).



Please note at the time of doing this report the data for the measure “Net Additional Housing Completions to meet Cherwell needs” is not available yet. An update will be provided within the Quarter 1 2026-27 report. The calculations above do not include that indicator; the missing measure represents 2% of the results.

In summary

Our performance at the end of 2025/26 presents a mixed but broadly stable picture, with the Council delivering the majority of its agreed objectives while a small number of areas continue to require attention. Most corporate and directorate key performance indicators were achieved or reported within tolerance, and nearly half of Annual Delivery Plan actions were fully delivered, with several others slightly behind target rather than significantly off-track. There were some notable service improvements during the year, including reductions in the use of hotel-based temporary accommodation, consistently strong Housing Benefit processing times, and an increased number of affordable homes delivered. A limited number of performance exceptions, particularly within planning-related measures, reflect historic pressures and external influences, though improvement activity is underway and early progress is evident. Overall, the year-end position indicates steady performance, sensible management of risk, and a clear understanding of where further focus will be required going into 2026/27.





How we spend your money?

The Council monitors its ongoing budget position monthly and the performance of the organisation on a quarterly basis to enable the Executive to make timely decisions on any changes that are required. Demonstrating with this robust process the Council it is fiscally responsible, making the most of every pound and providing value for money to our residents.

Here is where we spent our 2025/2026 funding and what services each directorate covers:

£0.935m - Place and Regeneration - The directorate oversees key place-shaping services, including Planning and Development Management, Regeneration and Economy, Biodiversity and Climate Resilience, and Property. Together, these services support sustainable growth, environmental stewardship and the effective management of land and assets to meet local priorities.

£9.791m - Resources - The directorate delivers core corporate services, including Finance, Customer Services, Digital and Innovation, Human Resources, Law and Governance, and Transformation, enabling efficient, well-governed and resident-focused operations across the organisation.

£9.265m - Neighbourhood Services - The directorate brings together Environmental Services, Regulatory Services and Community Safety, and Wellbeing and Housing to promote clean, safe and healthy neighbourhoods, support vulnerable residents, and ensure effective regulation and protection across the district.

£1.943m – Chief Executive Office - The directorate provides strategic coordination at the heart of the organisation, bringing together Communications and Marketing, Performance and Insight, the Executive Support Team and Policy Development, supporting effective leadership, clear communication, robust insight, effective performance monitoring and well-informed policy making across the council.

£3.811 – Executive Matters -

Where did our funding come from?

£0.512m came from government grants

£9.893m from council tax

£14.405m from business rates

£0.935m from New Homes Bonus

This adds up to **£25.745m** - our funding for 2025/2026



Engaging to Our Customers

Our Contact Centre figures

From April 2025 to March 2026, our friendly team stood shoulder to shoulder with our community through the current cost of living crisis, offering reassurance, understanding and practical support, through:

77,228 Phone calls

58,577 Emails processed

1008 Customer appointments

91% Customer satisfaction with overall experience

97% Customer Satisfaction-With Advisor

66% Of queries were resolved first time

Listening and Learning

Throughout the year, we delivered 23 consultations, providing valuable opportunities for residents to share their views and help shape our services. We remain committed to this approach and will continue to invite feedback on key matters, including budgets, new projects and service developments. Whether through formal consultations, engagement with local business organisations, or feedback submitted via our website, we are keen to understand what works well and where we can improve.

To participate in live consultations and sign up to notifications of future consultations, access <https://cherwell.citizenspace.com/> or email consultation@cherwell-dc.gov.uk



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This report is public	
Appointments to Partnerships, Outside Bodies, Member Champions and Shareholder Committee 2026/27	
Committee	Executive
Date of Committee	16 June 2026
Portfolio Holder presenting the report	Leader – Strategic Leadership and Regeneration, Councillor Lesley McLean
Date Portfolio Holder agreed report	3 June 2026
Report of	Assistant Director Law and Governance and Monitoring Officer, Shiraz Sheikh

Purpose of report

To appoint representatives to Partnerships, Outside Bodies, where these are executive functions, Member Champions and the Shareholder Committee, for the municipal year 2026/2027.

1. Recommendations

The Executive resolves:

- 1.1 To make appointments to partnerships, outside bodies, the Shareholder Committee, Member Champions and advisory groups for the 2026/2027 municipal year as set out in Appendix 1 to this report.
- 1.2 To delegate authority to the Assistant Director Law and Governance, in consultation with the Leader of the Council, to appoint Members to any outstanding vacancies and make changes to appointments, including new appointments, as may be required during the 2026/2027 Municipal Year.
- 1.3 To remind appointed members to update their Register of Interests as may be required, to reflect these appointments.

2. Executive Summary

- 2.1 Appointments to outside bodies and partnerships, Member Champion appointments and appointments to the Shareholder Committee are made annually. Appointments will be effective until the following Annual Council meeting, unless the appointee ceases to be an elected Member or the appointment is changed via the agreed delegations.
- 2.2 Paragraph 2.2 of Part 2 of the Constitution, Committee Terms of Reference, states that appointing representatives to outside bodies is a Full Council function, “unless

the appointment is an executive function”. The appointments listed in Appendix 1 are Executive functions.

- 2.3 To enable appointments to be made in a timely manner, Executive is requested to consider and agree appointments for 2026/2027 and delegate authority to the Assistant Director Law and Governance, in consultation with the Leader, to appoint to any vacancies and make changes as required during the municipal year.

Implications & Impact Assessments

Implications	Commentary			
Finance	There are no financial implications associated with this report. Any costs will be funded within the approved budget Kelly Wheeler, Finance Business Partner, 25 May 2026			
Legal	There are no legal implications arising directly from this report. Appointments to the roles listed are within the remit of the Executive, as explained in paragraph 2.2 above. Members should update their register of interests and if advice is needed, this can be sought from the Monitoring Officer. Shiraz Sheikh, Assistant Director Law and Governance, 3 June 2026			
Risk Management	There are no risk implications associated with this report. Shiraz Sheikh, Assistant Director Law and Governance, 3 June 2026			
Impact Assessments	Positive	Neutral	Negative	Commentary
Equality Impact				N/A
A Are there any aspects of the proposed decision, including how it is delivered or accessed, that could impact on inequality?				N/A
B Will the proposed decision have an impact upon the lives of people with protected characteristics, including employees and service users?				N/A

Climate & Environmental Impact				N/A
ICT & Digital Impact				N/A
Data Impact				N/A
Procurement & subsidy				N/A
Council Priorities	N/A			
Human Resources	N/A			
Property	N/A			
Consultation & Engagement	Leader of the Council, regarding Executive appointments for 2026/27			

Supporting Information

3. Background

- 3.1 Appointments are required to be reviewed following local elections each year, following retirement of Councillors or Councillors not being re-elected and where there are changes to Executive portfolios.

4. Details

- 4.1 Appendix 1 sets out the proposed appointments for 2026/2027 in accordance with nominations by the Leader.
- 4.2 The business of local government includes considerable partnership working and work in the community. The Council's and a Councillors' representational role is enhanced and strengthened by participating in outside bodies.
- 4.3 Members are appointed annually to serve as representatives on outside bodies and partnerships.
- 4.4 Part 17 of the council's [Constitution](#), "An Advice Note for Councillors serving on Outside Organisations", was agreed by all Oxfordshire councils and adopted in August 2015. The note provides general advice for councillors about some issues which can and do arise when they are appointed to serve on partnerships and outside bodies.

Shareholder Committee

- 4.5 The Shareholder Committee is a sub-committee of Executive, comprising five Executive Members. No substitutes are permitted.
- 4.6 The role of the Committee is not operational, it is the means by which the Council shall:
- Be the body for approving council nominated non-executive directors, and approving best practice policies in relation to such appointments, considering any reserved shareholder matters within the company articles;
 - Be responsible for agreeing and approving the framework within which the council interfaces with Council owned/influenced companies;
 - Exercise strategic functions flowing from the council's ownership of shares.
- 4.7 Executive is asked to confirm the membership of the Shareholder Committee for 2026/27.

Member Champions

- 4.8 Following a review of Member Champions in December 2021, the Military Member Champion role was retained, to be appointed to annually.
- 4.9 Following adoption of the "Motion to declare a Food Poverty Emergency" at the 18 July 2022 Council meeting, a Food Member Champion was established. The Portfolio Holder for Healthy Communities was appointed Food Champion.
- 4.10 In June 2023, the Healthy Place Shaping Team at Oxfordshire County Council requested Cherwell District Council to consider reappointing a Cycling Member Champion. Following the request, the Portfolio Holder for Sport and Leisure was appointed Cycling Champion. The County, District/City Cycling Champions have an opportunity to feed into strategy before formal consultation and participate in learning events.
- 4.11 Within their Terms of Reference, a Member Champion may carry out the following functions with regard to the issue for which they have been appointed Member Champion:
- Ambassador – to raise the profile of an issue, provide a visible focus and raise the profile of an issue both internally and externally to the Council;
 - Adviser to the Council in relation to the issue to provide a source expertise;
 - Bringing issues to the Council's attention;
 - Liaising with and providing a bridge between the Council and external groups, bodies and communities; and
 - May be appointed by Council to outside bodies by virtue of office.

Informal Advisory Groups

- 4.12 There is currently one established Executive cross-party informal group: Local Plan Members' Advisory Group
- 4.13 The Group is chaired by the Deputy Leader - Planning and Enforcement. It operates in an advisory capacity only and has no decision making powers. It is administered by the relevant service area

- 4.14 The Assistant Director Law and Governance and Assistant Director Planning will liaise with the Deputy Leader - Planning and Enforcement and Group Leaders regarding the membership of the Local Plan Members' Advisory Group.

5. Alternative Options and Reasons for Rejection

- 5.1 The following alternative options have been identified and rejected for the reasons as set out below.

Option 1: Not to appoint representatives to outside bodies, partnerships and as Member Champions. This is not recommended as the internal working groups would be ineffective and the Council would not be represented on these outside bodies and could miss valuable information and opportunities.

6 Conclusion and Reasons for Recommendations

- 6.1 It is proposed that representatives are appointed to Partnerships, Outside Bodies, Shareholder Committee and as Member Champions as set out at Appendix 1 to ensure that the Council is represented and maintains links with partnerships and outside bodies.
- 6.2 Delegation to the Assistant Director Law and Governance, in consultation with the Leader provides flexibility for the remainder of the Municipal Year to appoint to any outstanding vacancies, or if amendments are required to any appointments, and ensures they are made in a timely manner.

Decision Information

Key Decision	No
Subject to Call in	Yes
If not, why not subject to call in	N/A
Ward(s) Affected	All

Document Information

Appendices	
Appendix 1	Outside Bodies, Member Champions, Shareholder Committee proposed appointments 2026/2027
Background Papers	None
Reference Papers	None

Report Author	Emma Faulkner, Principal Officer – Scrutiny and Democratic Lead
Report Author contact details	democracy@cherwell-dc.gov.uk 01295 221534
Executive Director Approval (unless Executive Director or Statutory Officer report)	Report of statutory officer, Monitoring Officer

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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