

This report is public	
Annual Monitoring Report 2024	
Committee	Executive
Date of Committee	3 February 2025
Portfolio Holder presenting the report	Portfolio Holder for Planning and Development Management, Councillor Jean Conway
Date Portfolio Holder agreed report	22 January 2025
Report of	Assistant Director Planning and Development, David Peckford

Purpose of report

To seek approval for publication the 2024 Annual Monitoring Report (AMR) which includes a housing land supply update (December 2024).

To seek approval of the accompanying updates to the Local Plan's Infrastructure Delivery Plan and Brownfield Land Register update (December 2024).

1. Recommendations

The Executive resolves:

- 1.1 To approve the 2024 Annual Monitoring Report (AMR) presented at Appendix 1 including a Housing Land Supply Statement and a 2023/24 Infrastructure Delivery Plan update for publication.
- 1.2 To approve the 2023/24 Brownfield Land Register presented at Appendix 2 for publication.
- 1.3 To instruct the Assistant Director Planning and Development to prepare a Housing Delivery Action Plan in consultation with the Portfolio Holder for Planning and Development Management.
- 1.4 To authorise the Assistant Director Planning and Development to approve the final presentation of the AMR and Brownfield Land Register and to make any necessary minor administrative amendments and corrections to them prior to formal publication and in consultation with the Portfolio Holder for Planning and Development Management.

2. Executive Summary

- 2.1 This report seeks the Executive's approval of the 2024 Annual Monitoring Report (AMR), presented at Appendix 1, and the Brownfield Land Register presented at Appendix 2. Should these factual documents be approved, they will then be made publicly available on the Council's website. In addition, given the Council's overall housing land supply position, the Executive is asked to instruct the Assistant Director – Planning and Development to prepare a Housing Delivery Action Plan as explained at paragraph 4.9 of this report.

Implications & Impact Assessments

Implications	Commentary			
Finance	There are no direct financial implications arising from this report. The work collecting data and preparing the AMR is met within existing budgets. There are risks of costs associated with unsuccessful refusals of planning permission upon appeal and this risk can be reduced through having a robust AMR. Kelly Wheeler, Finance Business Partner, 4 December 2024			
Legal	The production of a monitoring report, 5-year land supply statement, and Brownfield Land Register are statutory requirements. Their availability, and that of the IDP update, also assists the Council in making informed decisions Shahin Ismail, Interim Head of Legal. 4 December 2024			
Risk Management	There are no identified risks arising directly as a consequence of the publication of the documents. Any related risks that may arise in the future will be managed, as per our risk strategy, within the service operational risk register and escalated to the Corporate Leadership Risk Register as and when deemed necessary. Celia Prado-Teeling, Performance Team Leader 4 December 2024			
Impact Assessments	Positive	Neutral	Negative	
Equality Impact		X		This report in itself makes no recommendations for change in policy but recommends publication of the Annual Monitoring Report. The recommendations do not raise equalities or inclusion implications. Equalities Impact Assessments will be undertaken as an integral part of the preparation of the Local Plan Review 2042.
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	Business plan priorities for 2024-2025: <ul style="list-style-type: none"> • Housing that meets your needs (including prepare the Local Plan) • Supporting environmental sustainability • An enterprising economy with strong and vibrant local centres • Healthy, resilient and engaged communities 			
Human Resources	N/a			
Property	N/a			
Consultation & Engagement	N/a			

Supporting Information

3. Background

- 3.1 The Council has a statutory obligation to produce a planning (authorities) monitoring report. An Annual Monitoring Report (AMR) has been prepared for the period 1 April 2023 to 31 March 2024 and is presented at Appendix 1 to this report.
- 3.2 The AMR presents information on development that took place or was permitted from 1 April 2023 to 31 March 2024.
- 3.3 The AMR reviews progress in preparing the Council's planning policy documents as well as assessing whether current adopted development plan policies are effective. It therefore incorporates the monitoring indicators and targets from the adopted Cherwell Local Plan 2011-2031 and the Cherwell Local Plan 2011-2031 (Part 1) Partial Review for Oxford's unmet needs.
- 3.4 Subject to approval, the information contained in the AMR will be used to inform policy making, planning consultation responses and in decision making on planning
- Cherwell District Council

applications. The AMR will be made publicly available but is not subject to consultation as it is a factual update.

- 3.5 The monitoring work undertaken to prepare the AMR has also informed the preparation of a 2023/24 update to the Council's Brownfield Land Register. This is presented at Appendix 2 to this report for approval.

4. Details

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

Housing Delivery / Housing Land Supply

- 4.2 The AMR's key findings for housing delivery include:

- i. A total of 805 (net) housing completions were recorded in 2023/24. Recorded housing completions have been significantly lower this year than previously recorded annually between 2015 and 2023. This slow down reflects trends across the country and is likely to be as a result of a number of factors both locally and nationally. Total completions for 2011 to 2024 are 13,117 dwellings. However, this includes a four-year period before adoption of the Cherwell Local Plan in 2015. Completions from 2015 to 2024 have been 11,065, an average of 1,229 per annum;
- ii. There were 266 net affordable housing completions in 2023/24 secured through a Section 106 legal agreement. This is an annual increase recorded since 2021/22. The tenure mix was: 174 affordable rent, 11 social rent and 81 shared ownership.
- iii. 26% of the 805 homes delivered during the monitoring year were on previously developed land. 28% were at Bicester, 24% at Banbury and 48% elsewhere.
- iv. The district can no longer demonstrate a five-year housing land supply for Cherwell's requirements. Furthermore, it cannot demonstrate a five-year supply for the district's contribution to Oxford's requirements, but the sites identified are making good progress through the planning system.
- v. Following recent appeal decisions, the five-year housing land supply calculation has been combined. The combined calculation reduces the five-year land supply figure to 2.3 years.

- 4.3 The national standard method for assessing housing need has been applied to the district's housing land supply calculations since February 2023 in accordance with the National Planning Policy Framework (NPPF) as the 2015 Local Plan is more than 5 years old. In December 2024 the Government revised the NPPF and the standard method. This has increased the local housing need for Cherwell from 706 homes per annum to 1118. Table 1 below sets out the land supply calculations for deliverable housing sites measured against this need.

Table 1: Cherwell Only Housing Land Supply Calculation

Description	5-year Period 2024 to 2029
Annual Requirement Standard Method	1118
5 Year Requirement Standard Method	5590
5% Buffer	280
5 Year Requirement Plus Buffer	5870
Revised Annual Requirement (Over next 5 years)	1174
Deliverable Supply Over Next 5 Years	3689
Total Years Supply Over next 5 Year	3.1

- 4.4 The Partial Review of the Local Plan, which provides for housing to help meet Oxford's unmet housing needs was adopted in September 2020 so is therefore less than five years old. The Council has to date monitored a separate land supply for this as set out in Policy PR12a of that Plan. Policy PR12a states: '*The Council will manage the supply of housing land for the purpose of constructing 4,400 homes to meet Oxford's needs. A separate five-year housing land supply will be maintained for meeting Oxford's needs.*'
- 4.5 Table 2 below sets out the housing land supply position for the Partial Review against its housing requirement.

Table 2: Partial Review Only Housing Land Supply

Step	Description	Five-year period 2024 to 2029
a	Partial Review requirement 2021- 26	1,700
b	Annual Requirement 2021-26	340
c	Partial Review Requirement 2026-31	2,700
d	Annual Requirement (c/5)	540
e	Requirement to date (b x 3 years)	1,020
f	Completions 2021-24	0
g	Shortfall at 31/3/24 (f -e)	1,020
h	Base requirement over next 5 years (b x 2) + (d x 3)	2,300
i	Base requirement over next 5 years plus shortfall	3320

j	Base requirement over next five years plus 5% buffer (i x 1.05)	3486
k	Revised Annual Requirement over next 5 years (j/5)	697
l	Deliverable supply over next 5 years	650
m	Total years supply over next 5 years (l/k)	0.9

4.6 This is the fourth AMR which reports on the monitoring framework for the Partial Review of the Local Plan. To date no homes have been delivered on the allocated sites. Nevertheless, work towards delivery has been progressing at pace. Planning permission has been granted for PR9 (at appeal) and the Council has resolved to approve applications at sites PR6a, PR7a and 7b, and PR8.

4.7 However, as a result of appeal decisions in 2024 and a recent High Court judgement a combined assessment of the district's housing land supply position must now be taken into account in considering relevant planning applications. Table 3 below presents this assessment.

Table 3: Combined 5 Year Housing Land Supply Table at 31/03/2024

Description	5-year Period 2024 to 2029
Combined base requirement over next 5 years plus buffers	9356
Revised Annual Requirement (Over next 5 years)	1871
Deliverable Supply Over Next 5 Years	4339
Total Years Supply Over next 5 Year	2.3
Shortfall	-5017

4.8 Table 3 shows that the district can only presently demonstrate deliverable land supply of **2.3** years for the period 2024 to 2029.

4.9 In this context – a higher local housing need and combined assessment - it is recommended that an action plan is prepared to support the requisite level of land supply. The Government encourages the preparation of such action plans as a matter of good practice. The action plan could consider such matters as:

- barriers to early commencement after planning permission is granted and whether such sites are delivered within permitted timescales;
- barriers to delivery on sites identified as part of the five-year housing land supply (such as land banking, scheme viability, affordable housing requirements, pre-commencement conditions, lengthy section 106 negotiations, infrastructure and utilities provision, involvement of statutory consultees etc.);
- whether sufficient planning permissions are being granted and whether they are determined within statutory time limits;
- whether the mix of sites identified is proving effective in delivering at the anticipated rate.

- whether proactive pre-planning application discussions are taking place to speed up determination periods;
- the level of ongoing engagement with key stakeholders (for example, landowners, developers, utility providers and statutory consultees), to identify more land and encourage an increased pace of delivery;
- whether particular issues, such as infrastructure or transport, could be addressed at a strategic level - within the authority, but also with neighbouring and upper tier authorities where applicable.

Policy Villages 2 –Distributing Growth across the Rural Areas

- 4.10 Policy Villages 2 of the adopted Cherwell Local Plan 2011-2031 provides for an additional 750 dwellings at Category A villages (between 2014-2031) in addition to the rural allowance for small site ‘windfalls and planning permissions as of 31 March 2014. New planning permissions at the Category A villages from 1 April 2014 and completions on those sites therefore contribute to the requirement of 750 dwellings.
- 4.11 During 2023/24 there were 178 dwellings completed at Category A Villages that contribute to the Policy Villages 2 requirement of 750 dwellings. This means that since 2014 there has now been a total of 970 completions with a further 66 dwellings under construction but not completed at 31 March 2024. This gives a total of 1051 dwellings. There are also an additional 294 dwellings with planning permission on sites with planning permission but where construction has not yet started. The requirement to deliver 750 new dwellings at Category A villages set out in Policy Villages 2 has therefore been met and exceeded.

Travelling Communities

- 4.12 The Council has commissioned a new Gypsy and Traveller Accommodation Assessment jointly with the other Oxfordshire authorities. The study has been completed and a new five-year housing land supply position has been prepared.
- 4.13 The current supply of Gypsy and Traveller pitches in Cherwell is 73. The assessment identifies a need for a further 25 pitches from 1 April 2023 to 31 March 2042. The district has some expected supply which is set out in the AMR and reflected in the land supply calculation in Table 4 below.

Table 4: Calculation of 5 Year Land Supply for Gypsy and Traveller Pitches (2024 GTAA)

		Five Year Period 2024-29 (from 1 April 2024)
a	Plan Requirement (2023/24 to 2041/42)	25
b	Annual Requirement (a/19)	1.32
c	Requirement to date (b x years)	1.32
d	Completions	0

e	Shortfall at 31/3/24 (c-d)	1.32
f	Base Requirement over next 5 years (b x 5)	6.6
g	Base Requirement over next 5 years plus shortfall (f + e)	7.92
h	Revised Annual Requirement over next 5 years (g/5)	1.58
i	Deliverable Supply over next 5 Years	13
j	Total years supply over next 5 years (i/h)	8.23
k	Shortfall (g- i)	0

Employment

4.14 The AMR's key findings on employment generating development during 2023/2024 include:

- i. Completion of 63,900sqm of employment floorspace across the district
- ii. No net loss of employment land recorded during the monitoring period
- iii. Further delivery of employment development at Oxford Technology Park, Bicester Gateway and land to the North East of Junction 11, Banbury

Natural Environment

4.15 Key findings for the natural environment include:

- i. the total area of Priority Habitat in the district has increased.
- ii. During 2023/24 61 planning applications were approved for renewable energy schemes, an increase from 42 in 2022/23.
- iii. 78.9% of the Sites of Special Scientific Interest (SSSI) units are in "favourable condition". This means that the habitats and features are in a healthy state and are being conserved by appropriate management.

Local Development Scheme

4.16 The AMR reports on the progress in preparing the Council's planning policy documents as set out in the Local Development Scheme (LDS). The latest approved LDS is dated December 2024. The LDS contains the overall programme for the Local Plan. Work has progressed on the Cherwell Local Plan Review 2042 with consultation on the submission plan (Regulation 19) currently.

Neighbourhood Planning

4.17 The AMR provides the updated position on Neighbourhood Planning in Cherwell. During the monitoring year the district had five made neighbourhood plans. Deddington Neighbourhood Plan was subsequently made in May 2024.

Infrastructure Delivery Plan (IDP) Update

- 4.18 The Infrastructure Delivery Plan (IDP) which supports the adopted Local Plans is maintained and monitored and includes updates from the County Council and other infrastructure providers. An updated 2024 IDP is included at Appendix 3 of the AMR.

2023/24 Brownfield Land Register

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

5. Alternative Options and Reasons for Rejection

- 5.1 *Deferment to seek significant amendment of the: 2024 Annual Monitoring Report, Infrastructure Delivery Plan or Brownfield Land Register*

Officers consider the documents to comprise robust factual reporting and updating against relevant indicators and requirements, supported by data and research. Members are therefore asked to consider amendment through delegation and consultation with the Portfolio Holder should they consider significant changes to be necessary.

- 5.2 *Not to approve the documents for publication*

Production of an Authorities Monitoring Report is a statutory requirement and the AMR's wider information supports the Local Plan implementation and review. Updating the Brownfield Land Register is also a statutory requirement. The Infrastructure Delivery Plan is required to monitor and support delivery of the adopted Cherwell Local Plan 2011-2031 and its Partial Review.

6 Conclusion and Reasons for Recommendations

- 6.1 The Annual Monitoring Report provides important information to measure the effectiveness of planning policies and to assist policy making and development management decision making. It is the statutory mechanism for monitoring housing delivery.
- 6.2 Its most significant conclusions are that Cherwell continues to deliver homes and employment land, albeit fewer homes than in recent years. Affordable housing completions has increased. The Council cannot however, now demonstrate a five-year supply of deliverable housing land and the preparation of an action plan to assist housing delivery is recommended.
- 6.3 It is recommended that the AMR and Brownfield Land Register be approved for publication.

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	2024 Annual Monitoring Report, including Infrastructure Delivery Plan Update 2024.
Appendix 2	2024 Brownfield Land Register
Background Papers	None
Reference Papers	None
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Corporate Director Approval (unless Corporate Director or Statutory Officer report)	Ian Boll, Corporate Director Communities, 22 January 2025