Notes of the NDP meeting held Tuesday 17th July 2018 at The Memorial Hall commencing 14.00hrs

Those attending :-

Barry Turner(BT) (Secretary and Chair), Dylan Griffiths(DG), Alan Coles(AC) and Keith Sullivan (KS) Liz Beth (LB)

Prospective new members - Ben Guzman(BG), Ian Bell (IB) ,Chris Jennings(CJ), and Ann Martin (AM)

Apologies received from ;- Allan Knapp (AK) , Peter Everton (PE)and Liz Nichols(LN)

Those attending introduced themselves to each other .

Declarations of Interest . There were no declarations from the Working Group Members . However there was a discussion regarding interests because community members interested in helping to prepare the NDP are also owners or related to owners of land which has potential for development and as the minutes record shows was identified prior to landowner/relative involvement . The NDP is a subcommittee of the Parish Council , declaration of interest at meetings is intended to give the public confidence in the integrity of the council's decision making. A formal decision making member of the NDP must abide by rules that apply to the disclosure of pecuniary interests of, ownership of land under discussion is one .With this in mind BG declared that he (as son of LN) had an interest . This was recognised and there was a brief discussion about the implications. It was accepted by all that decision making needs to be very clear and that those with an interest should not be involved in decision making which may be seen as giving them some unfair advantage. This will need to be borne in mind when certain NDP matters are being decided (ie site selection).

The notes of the meetings held 15th May and 20th June were accepted after the Secretary identified that the 15th June meeting notes were wrongly dated as the 18th April and that the informal meeting held 20th June was not dated . The master files have been amended, members to amend their copies/files as appropriate .

There was no Public Forum, but potential group members attended having been invited to participate as a result of declaring a willingness to get involved . See those attending - above .

2018/86 Resume' of the informal meeting held 20th June to discuss the receipt and contents of the draft HNA assessment . BT explained that there had been some discussion between the Authors , the Working Group members and Liz Beth regarding the failure of the report to recognise the two major issues which impact on new development around the Parish . SGC has policies which have to be complied with, one of which is the restriction of development in the open country side and the Environment Agency classification of flood risk in the Parish which also prevents/discourages development in areas of high flood risk as per the NPPF.
After discussion though the Housing Needs Assessment now recognises this and it is felt that the document is a valuable addition to the evidence base informing plan preparation

AM asked why the HNA seemed to focus on the Village and not the Parish . BT explained that when the plan was initiated the Neighbourhood Area had to be agreed with SGC and their preference was that it was the whole parish . At that stage (Autumn 2016) the scope of the plan was not known although primarily it was intended to address the failure of the Parish Plan to achieve some modest

housing development . There is a long history of the circumstances surrounding this. The Parish Plan had made modest proposals for development which SGC would not accept due to a number of constraints . The facts behind this can be seen in the South Glos Policies Sites and Places Development Planning Documents which can be accessed by clicking here . The operative point being the conclusion that :-

• Due to the high risk of flooding and other significant environmental constraints in the area, opportunities for further development are very limited.

It should be noted that SGC held a publicised engagement day in the Memorial Hall late in 2014 and a formal local public consultation on the Policies Sites and Places Plan was undertaken which concluded in February 2015

This matter was discussed with the authoritative bodies and went as far as Westminster . The conclusion was, that to make some positive steps forward a Proportionate Strategic Flood Risk Assessment was required . This would enable a picture of the Parish to be formed which better understood the existing flood risk defences and conceivably would allow some modest development .
This was initiated by the Parish Council and arranged in conjunction with SGC , the document as we all know is now available and in the public domain (see Community website for link) .
This was focused on the current settlement boundary plus an agreed buffer given the known flood risk issues in the wider parish
To understand more about this it is necessary to read the Core Strategy which can be accessed by clicking here Policies CS18 , 19 and 34 are the most relevant . Additionally reference to the Policies Sites and Places Plan adopted 2017 will provide further information , this can be accessed by clicking here Policy PSP 40 is the most relevant .

Suffice to say Local Authority Policy requires that potential development sites relate well to the current settlement boundary and this has a big influence on the Site Selection Process for the sites identified post the flood risk assessment **.(Appendix 1)** is the a summary of some of the issues which impact on Site Selection . **(Appendix 2)** Is the Executive Summary of the assessment , the full report will be formally circulated when it is released by LOCALITY, it is not expected to change significantly .

2018/87 Village Character Assessment . A first Draft of the assessment was displayed and various comments made for which notes were taken . All agreed it was a good starting document thanks to AC and PE . The comments made will be considered and included where felt appropriate in the 2nd Draft . First draft is included as **(Appendix 3)**separate e-mail attachment accompanying these notes . **action AC, PE and BFT**

2018/88 First Draft of the Policy document for inclusion in the Regulation 14 package . This document had been circulated prior to the meeting and contains the vision and objectives agreed at earlier meetings . It reflects the wishes of the meeting held 20th June to discuss the draft HNA and identifies 5 potential development sites and the proposed tenure split for the dwellings required (30) over the life of the plan to 2036. Aspects of the document were discussed but the

overall feeling was that it was a good starting point for discussions with SGC scheduled for the 13th August . Any further thoughts to be coordinated by BT and sent to LB .

2018/89 Further Site Owner Consultations it was agree that the informal communications undertaken with Landowners were not sufficient to be confident that sites would be made available to make the plan deliverable . A more formal approach will be necessary, this will be the subject of discussion at a later meeting .

2018/90 Planning Gain Benefits NNB. Whilst not strictly a Neighbourhood Development Plan issue plans to build a new Nuclear Facility (NNB) will have a dramatic impact on the Parish and wider area Whilst the Parish Council have a NNB Subcommittee liaising with both the Local Authority and Horizon it is considered relevant even at this early stage to include consideration of the Planning Gain benefits which may help to mitigate the impacts generated through both the Construction and Operational stages . It was agreed to give this matter some serious consideration and thought in readiness for the next NDP meeting .

Ongoing Plan / Funding . **(Appendix 4)** attempts to demonstrate the anticipated timescales to conclude the plan (Referendum stage) after which if there is a majority in favour the plan will be 'Made ' and will become in effect part of the local plan . A number of the stages still to be achieved are not within our control but generally the LPA and other statutory bodies have a fixed timescale to which they have to respond . The meeting scheduled for the 13th August will hopefully make things clearer particularly in respect to the need for a Strategic Environment Assessment (SEA) . Making allowance for bureaucracy the whole of 2019 will be required and possibly longer subject to the SEA. We now have the evidence base required to support the plan. Our next targets are to work with SGC to achieve a good outcome from the LPA screening. This will enable us to produce a viable plan . Part of this will be further engagement with the community on a fairly detailed plan . Feedback from this will help inform the plan should any amendments be considered necessary when everything has been taken into account .
(Appendix 5) Shows a breakdown of the Phase 3 grant request for work expected to be done between now and March 31st 2019.
(Appendix6) Shows the summary breakdown of how much grant money has been awarded and how much has been spent . Assuming we are awarded the full grant for phase 3 .The plan will have cost just under £12k to produce mostly grant funded with a minor cost to the Parish Council . It is anticipated that the Phase 3 grant request outcome will be known within 7 days .

There was no other business raised. It was agreed that the next meeting would be scheduled for the 9th October .

Note The Memorial Hall is not available to us on that day and arrangements are being discussed for a different(local) venue which will be circulated to all as soon as it is firmed up.

Site Selection Summary **(see also appendix 7)** **Appendix 1**

Site →	2	7	8	9	13	General
NPPF Planning Implications	Sequential Test Required	Sequential and Exception Tests Required	Sequential Test Required	Sequential and Exception Tests Required	Sequential and Exception Tests Required	
Flood Risk Management	ok	ok	ok	ok	ok	Not complete sites
Access	ok	?	?	ok	ok	
Sewerage	ok	ok	ok	ok	ok	All sites will require Wessex advice
Green Belt	No	Yes	Yes	Yes	No	
Formal Availability	Not yet (One Ownership)	Not yet (Two Ownerships)	Not yet (One Ownership)	Not yet (One Ownership)	Not yet (Four Ownerships)	Need to formalise – sites must be deliverable

Executive Summary

Appendix 2

Headlines

1. Oldbury and the wider Parish are mostly covered by flood risk warnings and flood defences. For this reason, it is restricted from growth, in line with the NPPF Paragraph 100: *"Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk*". Although supply and planning constraints are not part of the HNA exercise, it is crucial to acknowledge its impact on the likely amount of housing to be built in the Parish. Flooding events occur frequently within the boundaries of the NA, and as a result a Proportionate Strategic Flood Risk was produced to understand flood risks locally. This assessment was heavily relied upon by the AECOM Site Assessment work.
2. Despite the aforementioned constraints, the village is now being considered for some development. Although the Core Strategy did not expect or encourage any contribution from the rural areas other than windfalls and agricultural conversions, the emerging Local Plan suggests that a contribution for non-strategic growth in the rural areas is possible.
3. Following the presentation and comparison of various quantitative projections**,** an unconstrained and objectively assessed[1] housing needs figure (HNF) of 74 dwellings in the Oldbury NA and 31 dwellings in the Oldbury settlement by 2036 was identified. **However, this HNF does not take into account policies relevant to housing delivery that may constrain supply. Given the constraints mentioned earlier, the separate projection for the Oldbury settlement alone, which produced an HNF of 31 dwellings up to 2036, is seen as a more realistic HNF than the one for the whole NA.**
4. Shared ownership and other affordable forms of home ownership and affordable renting, including social renting, have a significant role to play in meeting locally expressed needs, while more private rented dwellings should be made available to meet a growing demand.
5. There is likely to be a significant need for **small and medium sized housing of 2-3 bedrooms in the future**, with these most appropriately provided via the provision of terraced houses, semi-detached houses or bungalows, although any development will need to comply with the Village Character Assessment Guidelines (currently being developed).

Introduction

6. Oldbury-on-Severn Parish Council (OPC) is designated as a Qualifying Body (QB) and has decided to prepare a Neighbourhood Plan for the Parish area, referred to here as the Neighbourhood Area (NA). The 2011 Localism Act introduced neighbourhood planning, allowing Parishes, town UAs or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area. We have been asked to prepare a Housing Needs Assessment by the Parish Council, based on a robust methodology, local data, and focused on a number of research questions agreed with the Parish Council.
7. As more and more towns and Parish Councils and forums seek to address housing growth, including tenure and type of new housing, it has become evident that housing policies need to be underpinned by robust, objectively assessed housing data.
8. In the words of the national Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer.[2] The process involves making balanced judgements based on the qualitative and statistical evidence gathered as well as having regard to relevant national and local planning policies and guidance.
9. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority 'average' in terms of housing needs, reflecting the fact that a single town, village, or neighbourhood almost never constitutes a housing market area on its own and must therefore be assessed in its wider context.

[1] Other considerations, such as supply and viability, are not taken into account.
[2] PPG Paragraph: 014 Reference ID: 2a-014-20140306 Revision date: 06 03 2014

10. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing needs at a local authority and/or housing market area level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a localised level should be proportionate.

11. Our brief was to advise on data at this more local level to help Oldbury understand the tenure, type, and size of housing needed to inform neighbourhood plan policies.

PPG-based assessment

12. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.

Summary of methodology

13. Housing needs Assessment (HNA) at neighbourhood plan level can be focused on quantity of housing needed, type of housing needed, or both. In most cases, there is a need to focus on quantity where the housing target for the area is unclear, for example where the local authority has not set a specific target for the area, or where there is no Local Plan in place.

14. In the case of Oldbury, the emerging Local Plan for South Gloucestershire does not identify Oldbury as a place for investigation in Rural Growth, preferring the Neighbourhood Plan to investigate and propose allocations for Non-Strategic Growth. In this context, the task of this HNA is to consider the overall level of housing required, together with the types, tenures and sizes of housing that are needed by the local population living in Oldbury.

15. The rationale for this approach is that neighbourhood plans need to meet the so-called basic conditions, the fulfilment of which is tested through an independent examination. One of these, Basic Condition E, requires the Neighbourhood Plan to be in 'general conformity with the strategic policies' of the Local Plan. The Government's Planning Practice Guidance indicates that the level of housing development is likely to count as a strategic policy.[3] As such, this HNA investigates specific local needs that are relevant to the neighbourhood whilst supporting the strategic development needs set out in the emerging Local Plan. This means a neighbourhood plan can propose more housing where there is demonstrable need, but not less than in the Local Plan.

16. In terms of the types of housing needed, there is generally more flexibility on what neighbourhood plans can cover. In order to understand the types of housing needed in Oldbury, we have gathered a wide range of local evidence[4] and distilled this into policy recommendations designed to inform decisions on housing characteristics.

Focus on demand rather than supply

17. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that "*the assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints*."[5]

18. For this reason, we advise that the conclusions of this report should be assessed against supply-side considerations (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on exercise.[6] In this case, a Proportionate Strategic Flood Risk

[3] PPG Paragraph: 006 Reference ID: 2a-006-20140306

[4] The sources of information are detailed throughout the document. Some of the sources include: SHMA, ONS Census data, Land Registry. No up-to-date local Housing Survey was undertaken but we have considered the questionnaire analysis from the Spring 2017 Questionnaire.

[5] See Planning Practice Guidance, Paragraph: 004 Reference ID: 2a-004-20140306 Revision date: 06 03 2014

[6] Such an approach, clearly separating housing needs assessment from dwelling capacity assessment, was endorsed by the Government for calculating housing needs at local authority level in the ministerial statement and press release 'UAs must protect our precious green

was produced to understand flood risks locally and was heavily relied upon by a Site Assessment work done by AECOM.

Quantity of housing needed

19. We have estimated the quantity of housing needed in the NA according to four different sources; these are:

    1. South Gloucestershire Local Plan: Core Strategy – 2006-2027 (2013)
    2. New South Gloucestershire Local Plan – 2018-2036 (2018)
    3. MHCLG household projections
    4. Dwelling growth between 2001 and 2017

20. We have produced two separate projections: one which reflects the whole Neighbourhood Area and the other Oldbury-on-Severn only. The settlement boundary for Oldbury-on-Severn is shown in **Error! eference source not found.**. However, as it is not possible to retrieve ONS Census data at this scale, we have used the output area E00075593 (see **Error! Reference source not found.**) as a proxy. It should be oted that the QB estimated the number of dwellings within the settlement boundary to be 132, whilst there were 152 dwellings in the output area E00075593 in 2011 according to the Census.

21. These projections are shown in **Error! Reference source not found.** below.

Table 0-1: Arriving at the interim housing needs figure

	Projection	Total housing needs in the Oldbury NA	Total housing needs in the Oldbury settlement
1	Core Strategy	56	22
2	New Local Plan	94	45
3	MHCLG household projections fair share	72	27
4	Home growth	66	32
5	Standard methodology fair share	77	36
	Average of 1, 2 and 3	**74**	**31**

22. To arrive at an overall projection for the quantity of housing to be delivered in the NA over the Plan Period, we have averaged projections 2 and 3 set out above. Therefore, the projections outlined above produce an interim housing needs figure of 74 dwellings in the Oldbury NA and 31 dwellings in the Oldbury NA by 2036.

23. Following the presentation and comparison of the quantitative projections and the derivation of an interim housing needs figure, the next step is to assess the interim housing needs figure against a series of so called 'market signals' which may serve to raise or lower the interim housing needs figure or range as appropriate.[7] Our assessment of these market signals is summarised in Table 1-1 below. Following this assessment, we have decided to not apply any market signals to increase or lower the interim housing needs figure, which produces a final housing needs figure of **74 dwellings in the Oldbury NA and 31 dwellings in the Oldbury settlement by 2036.** This HNF does not take into account policies relevant to housing delivery that may constrain supply.

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belt land' (DHCLG, 4 October 2014, available at https://www.gov.uk/government/news/UAs-must-protect-our-precious-green-belt-land)

[7] *"The housing needs number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Prices rising faster than the national/local average may well indicate particular market undersupply relative to demand."*

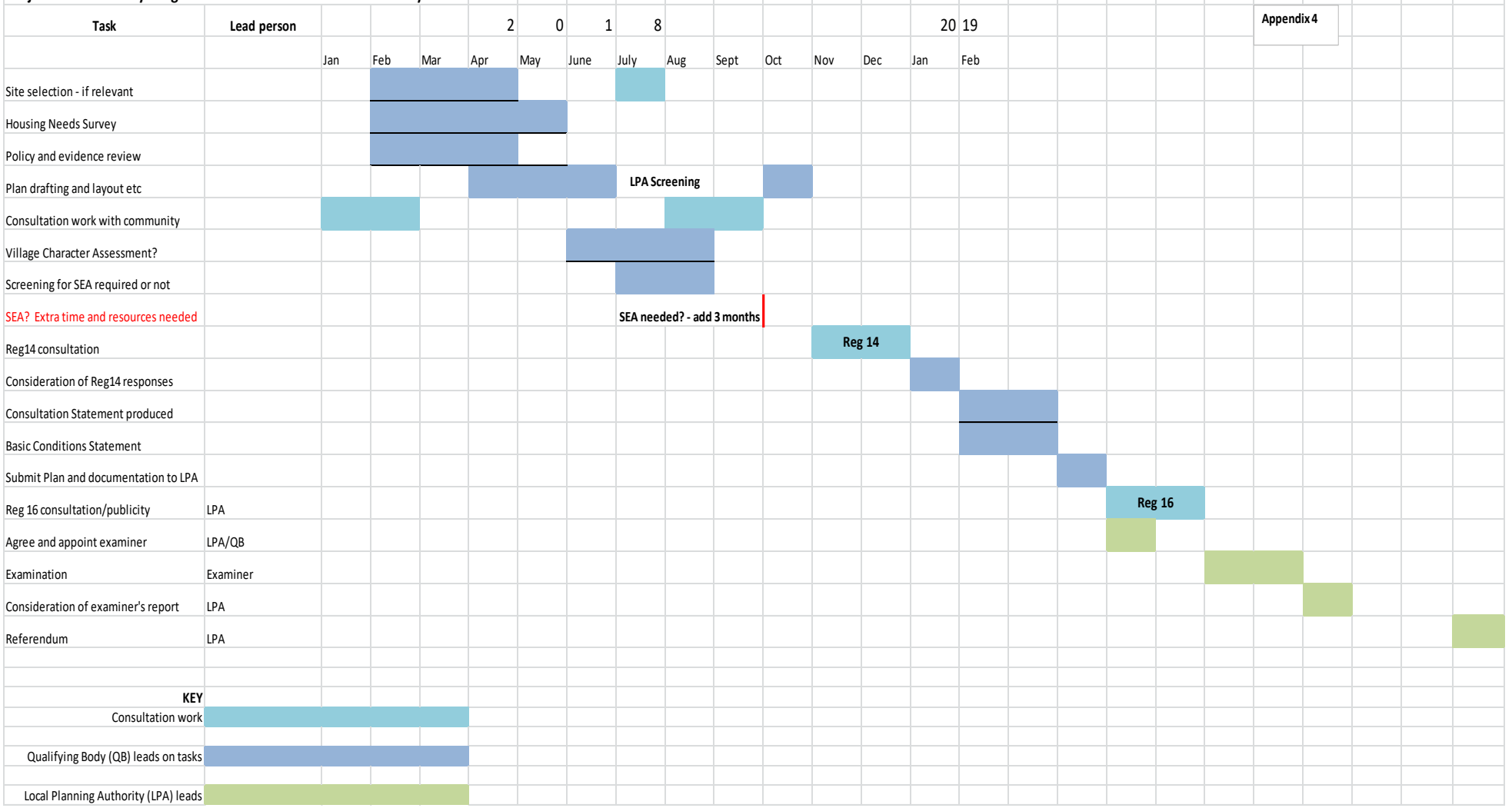
Yet, Oldbury and the wider Parish are mostly covered by flood risk warnings and flood defences. For this reason, it is restricted from growth, in line with the NPPF Paragraph 100: *"Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk*". Although supply and planning constraints are not part of the HNA exercise, it is crucial to acknowledge its impact on the likely amount of housing to be built in the Parish. Flooding events occur frequently within the boundaries of the NA, and as a result a Proportionate Strategic Flood Risk was produced to understand flood risks locally. This assessment was heavily relied upon by the AECOM Site Assessment work. Despite the aforementioned constraints, is now being considered for some development. Although the Core Strategy did not expect or encourage any contribution from the rural areas other than windfalls and agricultural conversions, the emerging Local Plan suggests that a contribution for non-strategic growth in the rural areas is possible.

Therefore, **given the constraints mentioned above the separate projection for the Oldbury settlement alone, which produced an HNF of 31 dwelling up to 2036, is seen as a more realistic HNF than the one for the whole NA.**

List of acronyms used in the text

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
DMSH	Discounted Market Sale Homes
DPD	Development Plan Document
DWP	Department for Work and Pensions
HMA	Housing Market Area
HNA	Housing needs Assessment
HPA	Housing and Planning Act 2016
HRP	Household Reference Person
JSP	West of England Joint Spatial Plan
UA	Local Authority
UA	Local Planning Authority
MHCLG	Ministry for Housing, Communities and Local Government
NA	Neighbourhood Plan Area
NDP	Neighbourhood Development Plan
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
OAN	Objectively Assessed Need
ONS	Office for National Statistics
OSPC	Oldbury-on-Severn Parish Council
PPG	Planning Practice Guidance
PRS	Private Rented Sector
PSPP	South Gloucestershire Local Plan: Policies, Sites and Places Plan (2017)
SGUA	South Gloucestershire Authority UA
SGLP	New South Gloucestershire Local Plan 2018 – 2036
SHUAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SMAHN	Standard Methodology for Assessing Housing needs
UA	Unitary Authority
UAA	Unitary Authority Area
WoE	West of England sub-region

Project Plan - Oldbury Neighbourhood Plan to submission and beyond



Appendix 4

Appendix 5

Application Reference App-10454

Technical Support Reference DR-10166

Dear Barry Turner,

Thank you for submitting your application to the Neighbourhood Planning programme on behalf of Oldbury on Severn Parish Council. This email is to provide you with a brief summary of your application.

Technical Support

Type of support you are applying for: Strategic Environmental Assessment

Grant applied for: £4,240.60

Breakdown:

Funding professional fees: £3,231.00

1.1 Type of Activity Planning and Process advice

1.1 Cost: £1,350.00

1.2 Type of Activity Prepare Basic Conditions Statement for Reg 15

1.2 Cost: £675.00

1.3 Type of Activity Visits to group and LPA (progress and advice)

1.3 Cost: £675.00

1.4 Type of Activity Assistance in responding to Examiner questions

1.4 Cost: £450.00

1.5 Type of Activity Consultant Travel and other expenses

1.5 Cost:

1.1 Type of Activity Working Group Meetings and Community Engagement

1.1 Cost £285.00

1.2 Type of Activity Working Reports and Consumables

1.2 Cost £180.00

1.3 Type of Activity Presentation and Display Media

1.3 Cost £150.00

1.4 Type of Activity Travelling Expenses to LPA Offices

1.4 Cost £64.80

1.5 Type of Activity Pre submission consultation and publicity + Postage

1.5 Cost £329.80

Reasons you told us you need the grant: The Parish Council Precept provides a very small income . By the time the overheads are paid there are insufficient funds to fully support a NDP initiative .

How it will help plan move forward: Thanks to the grant money already awarded we have made good progress in a rather difficult environment . The Local Authority are working on a new Local Plan stimulated by the West of England Joint Spatial Plan . This request is to cover the final phase of the Neigbourhood Plan making through to its conclusion .

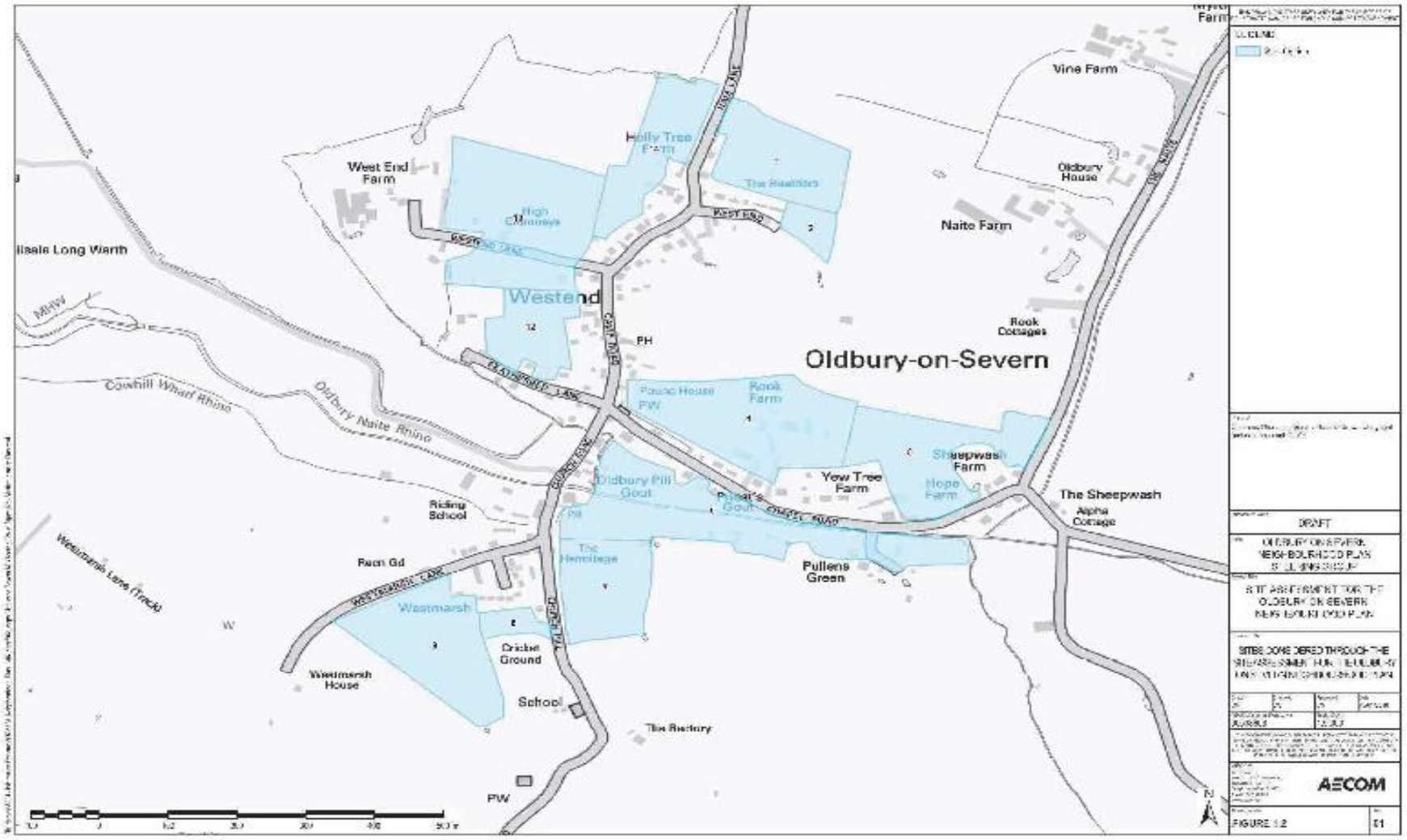
Commissioned experts: We continue to use the Consultants engaged for the last phase (Phase 2) - LB Planning , 36, Colston Road,Bristol, BS56AE.

Appendix 6

NDP Grant Funding Summary (July 2018)

Phase	Grant Reference	Amount Requested £	Tech Support (Aecom)	Amount Awarded £	Amount spent £	Amount returned to Locality £
One	02806	4303	No	4303	4071.86	231.14
Two	03812	5866	Yes	3841	3581.31	259.69
Three	?	4240	Yes	?	?	?
Totals		14409		8144	7653.17	490.83

Appendix 7



BFT notes of NDP Meeting held 170718