

# **Pyrton Neighbourhood Plan 2018 - 2033 Potential Local Housing Needs Report**

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# 1. Introduction

## 1.1. Purpose

1. The Potential Local Housing Needs have been prepared by the PNP Steering Group, acting on behalf of the Parish Council, in order to understand the potential local housing need within the parish, so as to ensure that the PNP is able to make appropriate provisions for the current and future housing needs in the parish.

## 1.2. Methodology

1. The consultancy AECOM has produced an advice note for the Planning Advisory Service (PAS) in order to explain how Neighbourhood Plan areas could produce Housing Needs Assessments (HNAs) in support of their Neighbourhood Development Plans.
2. The note, entitled *Neighbourhood Planning Advice Note: Housing Needs Assessment for Neighbourhood Plans (no date)*, explains why the housing policies within NPs need to be underpinned by robust, objectively assessed data in order to provide a picture of housing needs at the level of the Neighbourhood Plan area.
3. It goes on to state that *“In determining the housing needs evidence base at a neighbourhood plan level, a balance needs to be struck. Specifically, the requirement under Basic Condition E of Neighbourhood Planning for the neighbourhood plan to be in ‘general conformity’ with the strategic policies of the development plan needs to be squared with demographic and other evidence at a neighbourhood level that might paint a different picture from the development plan, depending on the extent to which the neighbourhood area differs from the local authority average.”*
4. In addition, it notes that NPs should not be able to disregard the local authority’s housing target, but that there are many NP areas where this consideration does not apply, as follows:
  - a. *“There may be no National Planning Policy Framework (NPPF) compliant Local Plan in place*
  - b. *There may be an NPPF-compliant Local Plan in place that does not set a specific housing target for the neighbourhood plan area*
  - c. *The boundaries of the neighbourhood plan area may cover only part of (or cover locations other than) a settlement with a housing target specified in an NPPF-compliant Local Plan”*
5. As explained in the PNP, the parish of Pyrton is identified as an ‘Other Village’ in the South Oxfordshire settlement strategy within the adopted and emerging Local Plan. This places Pyrton in the lowest level of settlement, with the exception of ‘All other places not listed’, when considering the distribution of new housing development. An appropriate scale and nature of development for Pyrton is stated as comprising small infill developments and rural exception housing where there is a demonstrable need.
6. A specific housing requirement is therefore not attributed to the parish, which reflects the second bullet point referred to in para 1.2.4 above. In such a circumstance, the PAS notes that *“there is scope to determine a housing target as well as to explore the tenure and type mix of that housing”*, provided that the housing target selected is:
  - a. *“based on robust local evidence from a range of sources; and,*
  - b. *capable of being considered in general conformity with the strategic policies of any adopted Local Plan.”*
7. These bullet points in para 1.2.6 tie in with paragraph 044 (Reference ID: 41-044-20160519) of the NP section of the National Planning Practice Guidance (NPPG), which explains that: *“A neighbourhood plan can allocate additional sites to those*

- in a Local Plan where this is supported by evidence to demonstrate need above that identified in the Local Plan.”*
8. In determining the extent of any assessment of housing need at a neighbourhood level, the PAS makes reference to the NPPG. Specifically, it refers to paragraph 006 (Reference ID: 2a-006-20140306) of the *Housing and economic development needs assessments* section, which states the following:
    - a. *“Can town/parish councils and designated neighbourhood forums (qualifying bodies) preparing neighbourhood plans use this guidance?”*
    - b. *Town/parish councils and designated neighbourhood forums (qualifying bodies) preparing neighbourhood plans can use this guidance to identify specific local needs that may be relevant to a neighbourhood but any assessment at such a local level should be proportionate (our emphasis). Designated neighbourhood forums and parish/town councils can also refer to existing needs assessments prepared by the local planning authority as a starting point.*
    - c. *The neighbourhood plan should support the strategic development needs set out in Local Plans, including policies on housing and economic development. The level of housing and economic development is likely to be a strategic policy.”*
  9. Of particular importance is the reference in paragraph 1.2.8 to proportionality, which demonstrates that the Government advises that any housing need assessment that a NP area undertakes should be proportionate. Proportionality is not defined in this context, but is taken to mean that the extent of the assessment and data required in order to make a robust assessment should be reasonably related to the size of the NP area, the extent of its housing need (e.g. does it have a large housing requirement or is it seeking to meet needs at the neighbourhood scale over and above any strategic housing requirement, where applicable?), and the objectives of the NP.
  10. The AECOM advice note then provides details of the types of data that should be taken into account in any robust housing needs assessment at the NP level, although it appreciates that not all of the data sources may be available at the time of the assessment. The note again refers to the advice within the NPPG on proportionality, this time paragraph 014 (Reference ID: 2a-014-20140306), which states that:
    - a. *“What methodological approach should be used?”*
    - b. *Establishing future need for housing is not an exact science. No single approach will provide a definitive answer. Plan makers should avoid expending significant resources on primary research (information that is collected through surveys, focus groups or interviews etc and analysed to produce a new set of findings) as this will in many cases be a disproportionate way of establishing an evidence base. They should instead look to rely predominantly on secondary data (eg Census, national surveys) to inform their assessment which are identified within the guidance.”*
  11. However, the advice note goes on to refer to paragraph 009 (Reference ID: 2a-009-20140306) of the NPPG, whereby in general the wider the range of sources consulted, the more robust the housing needs assessment is likely to be:
    - a. *“Is there a single source that will identify the assessment areas?”*
    - b. *No single source of information on needs will be comprehensive in identifying the appropriate assessment area; careful consideration should be given to the appropriateness of each source of information and how they relate to one another.”*
  12. The data sources quoted as being suitable for use in housing needs assessments include those listed in column one of Table 1 below. The advice note comments on whether or not each source is recommended or should be considered optional (column two). Column three then refers to each data source in relation to this Paper on Potential

Local Housing Needs for the PNP, explaining why each source has or has not been used.

<b>Data source</b>	<b>Recommended or optional</b>	<b>PNP Housing needs assessment</b>
Most recent local authority Strategic Housing Market Assessment (SHMA) / housing needs survey	Recommended as the starting point for Neighbourhood Plan level assessment	The Oxfordshire SHMA was published in April 2014 and has been considered.
Adopted local authority Core Strategy	Recommended	The South Oxfordshire District Council (SODC) Core Strategy (adopted December 2012), as well as the saved policies of the South Oxfordshire Local Plan 2011 (adopted January 2006), have been considered.
Emerging local authority Core Strategy	Recommended	The latest version of SODC's emerging Local Plan, the Publication Version (October 2017) has been considered.
Adopted local authority Site Allocations	Recommended	As SODC does not have a Site Allocation document this data source is not applicable.
Emerging local authority Site Allocations	Recommended	As SODC does not have a emerging Site Allocation document this data source is not applicable.
Department for Communities and Local Government (DCLG) household projections	Recommended	It was not considered that exploring this data source was necessary to understand potential local housing needs in Pyrton, having regard to proportionality.
Dwelling completion rate 2001-2011	Recommended	It was not considered that exploring this data source is necessary to understand potential local housing needs in Pyrton, having regard to proportionality.
Local housing waiting list	Recommended	The information contained on SODC's housing register has been considered.
Local Enterprise Partnership Strategic Economic Plan (SEP)	Recommended	The updated Oxfordshire SEP has now been published. However, given the size of the parish of Pyrton and potential

		housing demand through employment opportunities, and with proportionality in mind, it was not considered necessary to explore this data source.
Most recent local authority Employment Land Review (ELR)	Recommended	The South Oxfordshire ELR was published in September 2015. However, given the size of the parish of Pyrton and potential housing demand through employment opportunities, and with proportionality in mind, it was not considered necessary to explore this data source.
Census data	Recommended	Has been considered.
Local house prices	Recommended	Have been considered.
Local rental prices	Recommended	Have been considered.
Local surveys	Optional – see NPPG advice on proportionality	The note advises that <i>“it would be disproportionate to commission a new survey solely to inform housing needs assessments when so many other data sources are already available.”</i> However, in order to obtain information on the parish’s thoughts regarding potential local housing needs, given that the parish does not have a specific housing requirement, it was considered that obtaining some information through a housing needs survey would be beneficial.
Estate agent interview	Optional – see NPPG advice on proportionality	Has been undertaken.
Local authority Strategic Housing Land Availability Assessment (SHLAA)	Optional – see NPPG advice on proportionality	Has been considered.

Table 1: Data sources for housing needs assessment at neighbourhood level

13. In light of the above, in order to assess the housing needs within Pyrton parish over the plan period, data has been collected from the following sources:
  - a. Oxfordshire SHMA
  - b. Adopted development plan
  - c. Emerging development plan
  - d. Housing waiting list
  - e. Census data
  - f. Local housing market
  - g. South Oxfordshire District Council SHLAA
  - h. Housing needs survey
14. This section considers the data obtained from each source in turn and then concludes by making an assessment of the Potential Local Housing Needs within the parish.

## 2. Oxfordshire Strategic Housing Market Assessment (SHMA)

### 2.1. Overview

1. A consultant team on behalf of the local authorities that fall mainly within the Oxfordshire housing market area, namely West Oxfordshire District Council, Oxford City Council, SODC, Vale of White Horse District Council and Cherwell District Council, prepared the Oxfordshire SHMA.
2. It was published in April 2014 and explains that it is principally concerned with issues related to housing development, and considers questions relating to the following:
  - a. How many homes might need to be developed in the future
  - b. What mix of homes is needed
  - c. The housing needs of specific groups within the population
3. In addition, *“It is intended to inform the future development of planning and housing policies and includes an objective assessment of the need for market and affordable housing over the period to 2031. It considers both need for housing overall, for different types of homes and in different parts of the County.”*
4. Some of the main points from the SHMA that are useful to note with reference to South Oxfordshire include the following:
  - a. Out of the Oxfordshire districts, South Oxfordshire is third out of the five districts in terms of the proportion of households, as well as having the highest proportion of owner occupied housing, joint lowest proportion of shared ownership housing, and lowest level of social rented and private rented accommodation;
  - b. From 2000 to 2011 the proportion of owner occupied properties in South Oxfordshire declined slightly, whereas the proportion of social rented properties remained the same and the proportion of private rented homes increased slightly;
  - c. The majority of houses in South Oxfordshire are detached and semi-detached and predominantly range from 2 to 4 bedrooms;
  - d. House prices in South Oxfordshire are the second highest in Oxfordshire, below only Oxford, and are well above the national and Oxfordshire average;
  - e. The cost of privately renting 2-4 bedroom homes in South Oxfordshire is second highest out of the five Oxfordshire districts, below the Oxfordshire average but higher than the regional average;
  - f. South Oxfordshire continues to have the third highest population out of the five Oxfordshire districts, but has the second lowest population growth over the period, which is joint lowest as a percentage. Population change is lower than the Oxfordshire and regional average;
  - g. Projected household growth in South Oxfordshire from 2011 to 2021 is due to be

- the lowest out of the Oxfordshire districts;
- h. South Oxfordshire has an overall housing need per year from 2011 to 2031 of 725 to 825 new homes, which equates to a midpoint range of 775 new homes per year. This is the lowest out of all Oxfordshire districts with the exception of West Oxfordshire;
  - i. It is considered that the higher end of the South Oxfordshire range of 725 to 825 new homes would support enhanced affordable housing delivery.

### 3. Adopted development plan

#### 3.1. Overview

1. The key policy documents of the adopted development plan for SODC currently comprise the following:
  - a. Saved policies of the South Oxfordshire Local Plan 2011 (adopted January 2006)
  - b. SODC Core Strategy (adopted December 2012)

#### 3.2. Saved policies of the Local Plan

1. There remain a number of saved policies from the South Oxfordshire Local Plan, which set out the vision for the district until 2011.
2. However, policy H1, which noted that "*Sufficient land will be released for housing development to ensure that the housing provisions in the [South Oxfordshire] Structure Plan are met*", was not saved.
3. The South Oxfordshire Structure Plan made provision for an additional 8,000 new dwellings in the district between 1996 and 2011, with 5,000 in Didcot and 3,000 in the Rest of the District. However, as this policy is no longer saved, the housing requirements set out within it no longer form the basis for assessing housing need in the district.
4. SODC's Core Strategy is therefore the most recently adopted development plan document that addresses housing need.

#### 3.3. Core Strategy

1. SODC's adopted Core Strategy sets out the Council's vision for South Oxfordshire up to 2027.
2. It outlines a target of delivering 11,487 dwellings over the plan period, and divides this target into two areas: 6,300 in Didcot and 5,187 in the Rest of the District.
3. In terms of distributing this housing requirement, policy CSS1 *The Overall Strategy* explains that: "*Proposals for development in South Oxfordshire should be consistent with the overall strategy of: (i) focusing major new development at the growth point of Didcot so the town can play an enhanced role in providing homes, jobs and services with improved transport connectivity; (ii) supporting the roles of Henley, Thame and Wallingford by regenerating their town centres through measures that include environmental improvements and mixed-use developments and by providing new houses, employment, services and infrastructure; (iii) supporting and enhancing the larger villages of Berinsfield, Benson, Chalgrove, Chinnor, Cholsey, Crowmarsh Gifford, Goring, Nettlebed, Sonning Common, Watlington, Wheatley and Woodcote as local service centres; (iv) supporting other villages in the rest of the district by allowing for limited amounts of housing and employment and by the provision and retention of services; and (v) outside the towns and villages, and other major developed sites, any*

*change will need to relate to very specific needs such as those of the agricultural industry or enhancement of the environment.”*

4. According to Appendix 4 of the adopted Core Strategy, which outlines the settlement strategy for South Oxfordshire, Pyrton is defined as one of a number of ‘Other Villages’. As shown below, Pyrton therefore falls within the lowest level of the settlement hierarchy, with the exception of ‘All other places not listed’, when considering the distribution of new housing development:
  - a. Towns
  - b. Larger Villages
  - c. Smaller Villages
  - d. Other Villages
5. This means that, in accordance with policy CSR1 *Housing in villages* of the Core Strategy, the appropriate scale and nature of housing development for Pyrton, in order to contribute to its present and future economic, environmental and social sustainability, includes infill developments on sites of up to 0.1 hectares (the equivalent of 2-3 houses) and the delivery of rural exception housing if a demonstrable need is shown.
6. Pyrton is not identified as being a location that is appropriate for housing allocations through the Core Strategy, which it explains are to be focused in the district’s four ‘Towns’ and ‘Larger Villages’. The parish therefore does not have a housing requirement that it is required to deliver over the plan period, unlike a series of towns and larger villages within South Oxfordshire.
7. The Core Strategy outlines a need to identify land for 1,154 new homes in the 12 larger villages to support their function as local services centres. It is explained in a separate publication from SODC, entitled *Proposed housing split between the 12 larger villages and Bayswater Farm*, that the emerging Local Plan will set out how these 1,154 new homes will be divided between the districts 12 larger villages.
8. The Core Strategy goes on to explain that specific sites will also be identified in the plan to accommodate this allocation (or in NPs, where appropriate). This publication explains that SODC undertook some initial work to determine where to distribute this housing requirement, and at the time of its publication, proposed the following figures:

<b>Location</b>	<b>Proposed number of homes</b>
<b><i>Central Oxfordshire area</i></b>	
Benson	125
Berinsfield	109
Cholsey	128
Crowmarsh Gifford	48
Wheatley	50
Bayswater Farm	40
Sub total	500

<b>Rest of District area</b>	
Chalgrove	80
Chinnor	159
Goring	105
Nettlebed	20
Sonning Common	138
Watlington	79
Woodcote	73
Sub total	654
<b>GRAND TOTAL</b>	<b>1,154</b>

Table 2: Proposed housing split between the 12 larger villages and Bayswater Farm

9. The above figures continued to demonstrate that the parish of Pyrton does not have a specific housing requirement that it needs to satisfy.

## 4. Emerging development plan

### 4.1. Overview

1. SODC is in the process of preparing a new Local Plan and has undertaken multiple consultations to date:
  - a. Issues and Scope - June 2014
  - b. Refined Options - February 2015
  - c. Preferred Options - June 2016
  - d. Second Preferred Options - March 2017
2. This process culminated in a final publication version of the Local Plan being made available for a formal publicity period that closed on 30 November 2017.
3. The next steps for the Proposed Submission Document includes:
  - a. Submission to Secretary of State: end of 2017
  - b. Examination: Spring 2018
  - c. Adoption: Summer 2018
4. Once adopted, the new Local Plan will cover the period up to 2033.

### 4.2. Key points

1. Key points noted from the SODC Local Plan 2011-2033 Final Publication Version October 2017 are as follows.
2. The consultation document explains that SODC is preparing a new Local plan for the following reasons: *"In April 2014, the councils across Oxfordshire published a Strategic Housing Market Assessment (SHMA), and this identified that South Oxfordshire needs additional housing beyond that which is planned for in the existing Core Strategy. As well*

*as this, Oxford City Council indicated that they would have difficulties in meeting their identified housing need entirely within the city boundary and that other districts across the county could be asked to consider taking some of this “unmet housing need”. In response we decided that we need to review our existing plan and consider how we can plan for additional growth in the most advantageous and positive way. By preparing a new Local Plan now we will ensure that we can plan where, how and when new development takes place, and that we can plan for all needs in the best way.”*

3. With regard to neighbourhood planning, it explains that: *“In South Oxfordshire, Neighbourhood Development Plans can be prepared by either town or parish councils, or a neighbourhood forum. Once “made” (adopted) they form part of the development plan. They set out in more detail how a community wishes to see its area develop. Where Neighbourhood Development Plans are prepared, they must be in general conformity with the Local Plan. The Council will continue to support communities who wish to prepare Neighbourhood Development Plans. Details of how the Council can help with the preparation of Neighbourhood Development Plans are set out on the Council’s website.”* □
4. The proposed overall strategy is as follows:
  - a. *“Proposals for development in South Oxfordshire will be assessed using national policy and guidance and the whole of the development plan and should be consistent with the overall strategy of:*
  - b. *Focusing major new development in Science Vale including Didcot Garden Town and Culham so that this area can play an enhanced role in providing homes, jobs and services with improved transport connectivity*
  - c. *Providing for major development at Chalgrove and Berinsfield, including necessary infrastructure and community facilities*
  - d. *Supporting and enhancing the economic and social dependencies between our towns and villages*
  - e. *Supporting the roles of Henley, Thame and Wallingford by maintaining and improving the attractiveness of their town centres through measures that include environmental improvements and mixed-use developments and by providing new homes, jobs, services and infrastructure*
  - f. *Supporting and enhancing the roles of the larger villages Benson, Berinsfield, Chalgrove, Chinnor, Cholsey, Crowmarsh Gifford, Goring, Nettlebed, Sonning Common, Watlington, Wheatley and Woodcote as local service centres*
  - g. *Supporting smaller and other villages by allowing for limited amounts of housing and employment to help secure the provision and retention of services*
  - h. *Protecting and enhancing the countryside and particularly those areas within the two AONB and Oxford Green Belt by ensuring that outside of the towns and villages any change relates to very specific needs such as those of the agricultural industry or enhancement of the environment.*
  - i. *Support and enhance our historic environment.”*
5. The consultation document goes on to explain that the 2014 SHMA identified a total need for between 14,500 and 16,500 new homes in South Oxfordshire over the twenty-year period 2011-2031. This would equate to an annual provision of between 725-825 new homes. The plan therefore makes provision for 17,050 new homes to be delivered to meet the district’s needs during the plan period 2011-2033. This equates to an annual requirement of 775 homes a year.
6. It is also explained that South Oxfordshire is provisionally planning to deliver around 3,750 homes to contribute to meeting Oxford city’s unmet housing need of 15,000 homes. As a consequence there is deemed to be a total housing need of at least 20,800 new homes over the plan period. The expected sources of this supply of housing is as

follows:

<b>Supply of new homes to come forward</b>	<b>Net number of dwellings</b>
Completions 2011-2017	3,397
Commitments as at 31 March 2017 – sites under construction, with planning permission or resolution to grant planning permission and allocations carries forward from the Core Strategy	9,887
New strategic allocations	6,575*
New Henley-on-Thames, Thame and Wallingford allocations	1,155
New allocations in the larger villages	1,049
Sites in the smaller villages (Neighbourhood Plans and infill sites) and windfall sites	500
<b>Total</b>	<b>22563</b>

\*strategic allocations continue to deliver beyond the plan period.

(from SODC LP 2011-2033 Final Publication Version October 2017, Table 5c, page 59)

7. It is important to note that the requirement to deliver homes through NPs to meet SODC's housing needs applies only to Larger Villages and Small Villages, and there is therefore not a specific requirement for Other Villages, such as Pyrton.
8. With regard to affordable housing provision, the proposed new affordable housing policy for sites outside an Area of Outstanding Natural Beauty (which Pyrton is predominantly outside) is 40% where there is a net gain of 11 or more dwellings. Within an AONB, a contribution of 40% is also proposed but will apply on sites with a net gain of 6 or more dwellings.
9. Pyrton retains its position within the settlement strategy of the Core Strategy as one of the district's 'Other Villages', as per Appendix 7 of the document.