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VALE OF AYLESBURY LOCAL PLAN SCRUTINY COMMITTEE

A meeting of the Vale of Aylesbury Local Plan Scrutiny Committee will be held at **6.30 pm on Wednesday, 29th July, 2015** in **The Olympic Room, Aylesbury Vale District Council, The Gateway, Gatehouse Road, Aylesbury, HP19 8FF**, when your attendance is requested.

Membership: Councillor Poll (Chairman); Councillors Collins (Vice-Chairman), Cooper, Edmonds, Jenkins, Monger and Russel

Contact Officer for meeting arrangements: Alice Fisher; afisher@aylesburyvaledc.gov.uk; (01296) 585041

AGENDA

1. APOLOGIES

2. TEMPORARY CHANGES TO MEMBERSHIP

Any changes will be reported at the meeting.

3. DECLARATION OF INTEREST

Members to declare any interests.

4. MINUTES (Pages 1 - 14)

To approve as correct records the Minutes of the meetings held on 3 March and 27 May 2015 attached as Appendix A.

5. HOUSING AND ECONOMIC DEVELOPMENT NEEDS ASSESSMENT (HEDNA) (Pages 15 - 28)

To consider the report attached as Appendix B coloured green.

Contact Officer: Peter Williams 01296 585208

6. BUCKINGHAMSHIRE GREEN BELT REVIEW (Pages 29 - 30)

To consider the report attached as Appendix coloured pink.

Contact Officer: Peter Williams 01296 585208

7. LOCAL PLAN WORK PROGRAMME (Pages 31 - 32)

To consider the report attached as Appendix D coloured cream.

Contact Officer: Peter Williams 01296 585208

VALE OF AYLESBURY LOCAL PLAN SCRUTINY COMMITTEE

3 March 2015

PRESENT: Councillor Poll (Chairman): Councillors Mrs Bloom, Cashman, Mills, Monger, and Mrs Phipps. Councillor Mrs Paternoster attended also.

1. MINUTES

RESOLVED –

That the minutes of the meeting held on 27 January 2015 be approved as a correct record.

2. PROPOSED DEVELOPMENT MANAGEMENT POLICIES

It was reported that paragraph 154 of the National Planning Policy Framework (NPPF) stated that “*Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where. Only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in the plan*”. Attached as an appendix to the report was a list of the policy topics that would be required to deliver the necessary guidance envisaged by the NPPF. The list was based on preparatory work previously undertaken in preparation of VAP and reflected the content of AVDLP. Some of the policies would cover a wide range of issues in one policy to avoid multiple policies covering similar issues. Policies would add detail to guidance set out in the NPPF but would not in themselves deliver development as this was dependant on actions by private developers.

It was confirmed that the draft list would be discussed internally with policies drawn up for each topic. It was expected that the detailed policies would be subject to consultation later this year. Policies would be written to work alongside those set out in Neighbourhood Plans but it was noted that other material considerations, such as development viability, may mean that the aims of any policy may not be delivered e.g. affordable housing. The Local Plan could contain policies not based on the content of the NPPF but specific evidence to justify such policies would be required.

Members commented on most of the Local Plan draft policy list and a compilation of the comments and officers responses are shown in the appendix to these minutes. It was agreed, however, that any further comments on the policies would be circulated amongst the committee members and the officers.

As well as the comments on the policies, Members also had concerns that neighbourhood plans may not deliver on affordable housing or that developers would only build the minimum possible. Developers would have to show evidence on why a particular site couldn't achieve the required percentage of affordable housing. Members asked whether there were any authorities where 35% affordable housing was being achieved. It was recognised that although London's economy was booming, the rest of the UK was struggling.

RESOLVED –

That the report on the preparation of the draft policies for the new Local Plan be considered.

3. DETAILED LOCAL PLAN TIMETABLE

It was reported that the Council was required to prepare a Local Development Scheme (LDS) which formed the overall timetable for the production of policy documents such as a Local Plan. The current LDS envisaged adoption of the new Local Plan in mid 2017 following consultation on a draft Local Plan in 2016. However, due to the continuing pressure for development arising from the lack of a five year housing land supply, officers had been considering how it might be possible to reach submission stage earlier in 2016 as this would mean sites proposed in the new Local Plan could be counted towards the five year land supply. This would mean that the only intervening consultation stage between the initial formal scoping consultation and formal submission stage would be at issues and options later in 2015. Although this did not contradict the Local Plan Regulations there were consequences for the level of public involvement that would need to be carefully considered before a revised timetable could be brought into effect via a new LDS being published.

The current timetable from the existing LDS was included as an appendix to the report. The suggested replacement timetable was included as an appendix. Further detail had been added to show more details of the process and how the evidence preparation linked to the plan timetable. This would depend on work proceeding according to expectations. The timetable may therefore need to be further revised to reflect any developments which occur during the preparation of the new Local Plan.

However, since the report was compiled, the Inspector's decision on the Stage 1 hearing sessions on Central Bedfordshire Council's Local Plan had been made. The Inspector had found the plan unsound and that the Council had failed to comply with the Duty to Co-operate and it should either withdraw the Plan or await his final decision. The Inspector had raised particular concerns over Luton's needs.

Given these findings, Members felt that it could be unwise to advance VALP by three months and risk VALP being found unsound.

RESOLVED –

That the report be noted and that Members recommended that the timetable for the Vale of Aylesbury Local Plan should continue to follow that shown in Appendix 1 to the report.

Summary of points made on the Local Plan Draft Policy List at VALP Scrutiny 3.3.15

Strategic Policies

		Query	Response
S1	Sustainable Development Proposals		
	<i>Sets out the overall approach to the management of all forms of development</i>		
S2	Sustainable Development Strategy		
	<i>Sets out proposed housing, employment and retail growth figures for the Plan period and their spatial distribution. Specific area allocations will deliver the sites.</i>	How is this area defined?	A red line on the map.
S3	Cohesive Development		
	<i>Aims to protect strategic gaps between settlements to prevent coalescence</i>	Need to describe an exact description of the gap – will it be based on landscape/topography/settlement boundaries? If no natural gap can the gap be defined by measurement?	The gaps will be defined on a case by case basis. Need to try and maintain gaps that can't be closed by further development. The plan will help to define those gaps. Settlement boundaries could be used but are not essential.
S4	Green Belt		
	<i>Implements usual green belt policy</i>	Need to define the word usual	Refers to the extensive definition contained in Section 9 of the NPPF.
S5	Infrastructure		
	<i>The spatial strategy will be supported by the provision of suitable infrastructure proportional to the level and type of development proposed.</i>	How far beyond a development (particularly large ones) will the traffic impact be taken into account?	The NPPF is not very helpful in this respect and only refers to severe impacts being addressed. Reliant on Highway Authorities for advice on the suitability of sites and traffic impacts.

S6	Affordable Housing		
	<i>Above a defined criteria a percentage of affordable housing will be sought on all housing sites. Deviation from the policy will require detailed viability evidence.</i>	Balance between housing for social rent and those for shared ownership. Could Housing Team carry out a survey on this? What % of each?	The Housing Team have up to date data on this subject. The HEDNA report would also give advice on this.
S7	Gypsy/Traveller Provision		
	<i>Will set out the gypsy and traveller provision which will be met through allocations over the plan period.</i>		
S8	Brownfield Land		
	<i>To set out the LPAs overall approach to the development of brownfield sites.</i>		

Housing

		Query	Response
H1	Housing Design		
	<i>To set out specific design principles which will need to be observed in all housing development. Will include guidance on extensions and ancillary buildings</i>	Will the local style be included where appropriate? If local communities come up with a design guide, would this be acceptable?	Hard to specifically define the local style. Current approach of requiring attention to local distinctiveness is likely to be continued. Local design guides could be adopted as supplementary design guides and appended to neighbourhood plans.
H2	Gypsy Traveller Sites		
	<i>To set out specific design principles which will need to be observed in all gypsy/traveller developments</i>	Will historic stopping places be included? Proximity to schools/employment sites?	The NPPF directs the criteria for inclusion in the policy. Difficult to prove the existence of historic stopping places.

H3	Exception Sites		
	<i>To allow development in rural areas to meet proven local housing need on sites where development would [not] normally be permitted.</i>	Can Community Land Trusts be included? Will proven housing needs on sites be based on market rents?	This will need to be considered. Community Land Trusts are usually local charities. Possibility of including “where they are in existence”. No control over market rents unless shared ownership.
H4	Rural Workers Dwellings		
	<i>To allow housing development where there is a proven need in relation to a specific rural employment activity.</i>		
H5	Replacement Dwellings		
	<i>To set out the LPAs approach to the demolition of existing dwellings and their replacement.</i>		
H6	Residential Caravans/Mobile Homes		
	<i>To control the temporary location of mobile homes to support development</i>		
H7	Self Build Housing		
	<i>Policy to promote the development of self build housing</i>	Need clear criteria on the type of self build. Would planning permission be given on an individual basis or as a whole for self build?	These will be covered by other policies on planning design guidance. If self build included as part of an outline application, then design would be looked at the detailed stage. Permission could be given individually or as a group.
H8	Housing Mix		
	<i>To ensure that the mix of housing reflects the needs of communities in Aylesbury Vale in terms individual physical requirements and range of sizes/types</i>	Will this include Homes for Life and Extra Care provision?	Yes as the characteristics of the local population will be taken into account and the figures for extra care are usually provided by BCC. However the Buildings for Life criteria and other such design standards are being replaced by Building Regulations.

H9	Dwelling Sizes		
	<i>Optional policy dependant on viability assessment</i>	What will this mean?	As part of the new Government standards an optional Building Regulation relating to dwelling size can be implemented through a Local Plan policy where there is viability evidence to support such a policy.

Employment

		Query	Response
E1	Retention of employment land/buildings		
	<i>Will set out in what circumstances employment land or building will be permitted to convert to other uses such as housing</i>	Concern that shops on developments placed in the “wrong” location, remain vacant and eventually converted to housing. Government more interested in providing housing than employment land.	Cannot force development to take place. If there is no economic justification for an allocation it is supposed to be reconsidered. Land cannot be reserved in perpetuity. The Economy and Business Development Scrutiny Committee recognised the need to be able to swap pieces of land i.e. warehouses for houses. HEDNA will also review employment land. Government is taking decisions away from LAs i.e conversion of offices to housing. There will be need to identify all brownfield sites in the Vale within 4 years.
E2	Town Centre Development		
	<i>To set out the LPAs approach to retail development including defined town centres and shopping frontages</i>	What is policy on car parking requirements and change of use of retail premises? Can we stop existing car parks from being developed?	Change of Use – depends on what the change is, could eventually be permitted development. Parking - There can be a policy but other parking/transport provisions have to be taken into consideration. Negotiations have to take place with developers. Existing car parks are considered to be brownfield land.

E3	Development outside Town centres		
	<i>To control retail development outside town centres</i>	What is the system for deciding what is inside and what is outside the town centre?	Will be defined on a map in the local plan. Work being undertaken by GL Hearn. Buckingham is also providing their own in their Neighbourhood Plan.
E4	Shops and Business Frontages		
	<i>To retain the character of town centres</i>	Shop frontages – control over window displays particularly when there is change of use.	Can't be controlled by condition as it would not be deemed reasonable and many of the changes of use are permitted development so cannot have conditions attached.
E5	There is no policy E5		
E6	Tourism Development		
	<i>Will set out principles for the development of tourism destinations</i>		
E7	Tourist Accommodation		
	<i>To cover the provision of tourist accommodation in all forms including hotels, B&Bs and camping/caravanning</i>		
E8	Working at Home		
	<i>Policy to address the implications of employment becoming the main use of a dwelling</i>	Query regarding live/work units particularly in new developments.	Evidence of need required to justify them but such provisions can be misused to get round planning controls on new housing development.
E9	Agricultural development		
	<i>Policy to set out the LPAs approach to permitting agricultural development</i>		

Transport

		Query	Response
T1	Vehicle Parking		
	<i>To set out design principles and associated standards for car, lorry and cycle parking in relation to development.</i>	Different needs between rural and town centre developments. More car journeys in rural areas, therefore more parking space required at properties.	
T2	Footpaths and Cycle Routes		
	<i>To ensure that development connects to existing pedestrian and cycle networks and provides new facilities proportional to the level of development</i>	Can there be an assurance that they are all off road?	Cannot force developers to create all off road routes. Can only say "where at all possible". Would liaise with BCC.
T3	Protected Transport Schemes	What are these?	These are routes for by passes/railways in line with BCC/LEPs recommendations. National schemes such as HS2 and East/West rail also covered.
T4	Electric Vehicle Infrastructure	Required by the NPPF – more charging points should be encouraged	Although a framework to provide charging facilities can be requested can only go so far in policy.

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Conservation of the Built Environment

		Query	Response
BE1	Heritage Assets		
	<i>To ensure the protection of designated and non-designated heritage assets</i>		
BE2	Overall Design		
	<i>To set out design principles which all development should adhere to</i>		

	<i>including disabled access requirements</i>		
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Conservation of the Natural Environment

		Query	Response
NE1	Protected Sites		
	<i>To ensure that development affecting environmental assets protects them e.g. SSSIs</i>		
NE2	Biodiversity		
	<i>To deliver the protection and enhancement of biodiversity required by the NPPF</i>	Concern that AVDC's biodiversity team are unable to look at all planning applications as recommended in Section 10 of the NPPF.	Can include in policy but cannot control the level of service. Not all councils have biodiversity teams
NE3	Landscape		
	<i>To promote development which avoids inappropriate development in protected landscapes</i>	Can protected landscapes be increased?	They are assessed. Fleet Marston is an example which the Council won on appeal. The report from the land use consultancy will be put on the website.
NE4	Pollution		
	<i>To ensure that negative effects on the natural environment arising from development are mitigated or prevented including air, light, noise and groundwater pollution</i>		
NE5	Local Green spaces		
	<i>To ensure the protection of designated Local Green Spaces from inappropriate development</i>		

NE6	Best and most Versatile Agricultural Land		
	<i>To ensure the protection of designated Local Green Spaces from inappropriate development</i>		
NE7	Trees and Hedgerows?	There should be more protection for trees and hedgerows. If trees/hedgerows are to be lost can they be replaced with new of a certain maturity?	Needed but limited powers unless already covered by a TPO. Even with more powers there's a danger that they will still disappear. Sympathetic to replacement trees/hedgerows being of a certain maturity but their success is often uncertain.

The Countryside

		Query	Response
C1	Conversion of Rural Buildings		
	<i>To ensure the sympathetic conversion of appropriate rural buildings</i>		
C2	Equestrian Development		
	<i>To promote the development of appropriate equestrian businesses and facilities</i>	Need clarity between private and commercial equestrian development.	Can stipulate the difference in policy..
C3	Renewable Energy		
	<i>To ensure that renewable energy developments take place in appropriate locations</i>	Should this read as Alternative rather than Renewable energy? Criteria for site allocations?	
C4	Protection of Public Rights of Way		
	<i>To set out the LPAs approach to public rights of way affected by development</i>		

Infrastructure and Utilities

		Query	Response
I1	Green Infrastructure		
	<i>To ensure that new development delivers suitable levels of green infrastructure</i>		
I2	Sport and Recreation		
	<i>To ensure the delivery of appropriate levels of sport and recreation provision including children's play areas in association with the provision of new dwellings</i>		
I3	Community Facilities (Including designated Community Assets)		
	<i>To protect communities from the loss of essential community facilities through development such as the loss of community halls, local shops, public open space, allotments and public houses</i>	Encourage communities to protect these facilities through their neighbourhood plans.	Can only be lost to developments if they are shown to be replaced or are economically unviable. Limited to a statement with regard to neighbourhood plans.
I4	Flooding		
	<i>To ensure that only development appropriate to the level of flood risk is permitted</i>		
I5	Telecommunications		
	<i>To promote the development of new telecommunications network in a manner which minimises negative</i>		

<i>impacts on communities and the environment.</i>		
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VALE OF AYLESBURY LOCAL PLAN SCRUTINY COMMITTEE

27 May, 2015

PRESENT: Councillors Mrs Bloom, Cooper, Edmonds, Mrs Jenkins, Monger, Poll and Mrs Russel.

APOLOGY: Councillor Collins.

1. ELECTION OF CHAIRMAN

RESOLVED –

That Councillor Poll be elected Chairman of the Committee for the ensuing year.

2. APPOINTMENT OF VICE-CHAIRMAN

RESOLVED –

That Councillor Collins be appointed Vice-Chairman of the Committee for the ensuing year.

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VALP Scrutiny Committee
29 July 2015

HOUSING AND ECONOMIC DEVELOPMENT NEEDS ASSESSMENT (HEDNA)

1 Purpose

- 1.1 To inform VALP Scrutiny Committee of the background and final conclusions of the HEDNA

2 Recommendation

- | |
|---------------------------------------|
| 2.1 To note the content of the report |
|---------------------------------------|

3 Supporting information

- 3.1 As set out in the National Planning Policy Framework (NPPF) “to boost significantly the supply of housing local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing”. This need was originally to be established through a Strategic Housing Market Assessment (SHMA) but this has been replaced with a HEDNA as spelt out in the National Planning Practice Guidance (NPPG). The NPPG says that the primary objective of identifying need through the HEDNA is to:
- identify the future quantity of housing needed, including a breakdown by type, tenure and size;
 - identify the future quantity of land or floorspace required for economic development uses including both the quantitative and qualitative needs for new development; and
 - provide a breakdown of that analysis in terms of quality and location, and to provide an indication of gaps in current land supply.
- 3.2 The starting point for the assessment of housing need in an area are the household projections published by the Department for Communities and Local Government. The household projections are trend based, i.e. they expect previous demographic trends in terms of births, deaths and migration to continue. This does not take account of factors affecting local demography and household formation rates which are not captured in past trends. For example, formation rates may have been suppressed historically by under-supply and worsening affordability of housing. The starting projection will therefore need to be varied to take account of such factors to derive the full, objectively assessed needs for market and affordable housing referred to in the NPPF.
- 3.3 The consultants GL Hearn were appointed to prepare a HEDNA for Aylesbury Vale and last year, as referred to in the report to Cabinet dated 11th November 2014, they reached some preliminary conclusions on Aylesbury Vale’s housing needs for the VALP plan period 2013 to 2033. The consultant’s report on an Initial Assessment of Housing Needs in Aylesbury Vale, which is appended to the Cabinet report, can be seen at <http://committees.aylesburyvaledc.gov.uk/committees/committees.aspx?com>

[mid=74&meetid=1665](#). This concluded that a figure of around 1,000 dwellings per annum will be sufficient to meet Aylesbury Vale's trend based needs adjusted for a range of local factors. However, further work on the HEDNA was needed to determine what effect specific local economic developments will have on housing need and further DCLG demographic information on local migration patterns are to be released shortly. The completed HEDNA will also examine the housing implications of need for employment and retail floorspace in Aylesbury Vale.

4 Final HEDNA Conclusions

- 4.1 The consultants have now concluded the further work and have prepared a draft final Aylesbury Vale HEDNA. The draft HEDNA Executive Summary is attached as an Appendix to this report and the full draft report can be seen at <http://www.aylesburyvaledc.gov.uk/GetAsset.aspx?id=fAAxADYANgAyADcAfAB8AFQAcgB1AGUafAB8ADAAfAA1> . The draft report has been circulated to the HEDNA Steering group of Councils for their comments and their comments are currently being considered.
- 4.2 As indicated in the initial assessment referred to above the starting point for housing need is based on the DCLG 2012-based household projections, which indicate that around 1,000 dwellings per annum (dpa) will be needed in Aylesbury Vale. Evidence from market signals information and of affordable housing need suggests that higher housing provision should be considered and upward adjustment to 1,112 dpa is identified in the HEDNA to reflect that need.
- 4.3 Evidence regarding historic economic growth and future growth potential is then considered utilising three economic forecasts from each of the main forecasting houses, Oxford Economics, Cambridge Econometrics and Experian. As none of these are inherently 'better', an average or 'synthesis' scenario is used which gives total jobs growth for 15,600 between 2013-33. An uplift to 1,192 dpa would be needed to support this level of jobs growth.
- 4.4 Committed investment projects such as ARLA, Silverstone, East West Rail and HS2 could however support even higher economic growth. Taking these into account, an 'expected growth' scenario has been developed, which gives a net increase of employment of 19,000 over the plan period, which would require 1,326 dpa. This translates to a need for 26,520 dwellings over the Plan period 2013 to 2033.
- 4.5 The economic forecasts have also been translated into a need for employment land and the HEDNA concludes that it would be appropriate to make provision for around 100 hectares of employment land (B1, B2 and B8) to meet the District's own needs.

5 Next Steps

- 5.1 When the Aylesbury Vale HEDNA was commissioned other Buckinghamshire Councils were in the process of completing their Local Plans and already had evidence in place regarding housing need. However, since then timetables for the preparation of other Council's Buckinghamshire Local Plans have become much more closely aligned and a Housing Market Area (HMA) of Aylesbury Vale, Wycombe and Chiltern council areas has also been defined. Significantly Government guidance states that a HEDNA should be based on a HMA rather than individual council areas. As a result a joint Central Bucks HEDNA has been commissioned and the results of that will be the basis for

VALP. The VALP Issues and Options consultation which is due to commence in October will be based on the need defined in the Central Bucks HEDNA.

- 5.2 In the interim the Aylesbury Vale HEDNA will be used to inform neighbourhood plans and 5 year supply calculations as it is the most complete and up to date forecast of Aylesbury Vale's full objectively assessed need for housing as required by paragraph 47 of the National Planning Policy Framework (NPPF). The Central Bucks HEDNA will also need to have regard to the findings of the Aylesbury Vale HEDNA. The methodology for the Central Bucks HEDNA can be seen on the AVDC website at <http://www.aylesburyvaledc.gov.uk/GetAsset.aspx?id=fAAxADYANAA1ADkAfAB8AFQAcgB1AGUafAB8ADAAfAA1>

6 Resource implications

- 6.1 Funding of the HEDNA is being derived from existing budgets.

Contact Officer	Peter Williams (01296) 585208
Background Documents	None

Aylesbury Vale Housing & Economic Development Needs Assessment

Aylesbury Vale District Council

Executive Summary

June 2015

Prepared by

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1 EXECUTIVE SUMMARY

- 1.1 This report considers future development needs for housing and employment land in Aylesbury Vale over the 2013-33 period. It has been prepared alongside a Retail Study which assesses the future retail floorspace needs in the District.
- 1.2 The report considers how the District's population and economy might grow, and wider housing market conditions to derive findings on the future overall need for housing, the need for different types and sizes of homes, and housing needs of different groups within the population. It considers employment land needs, taking account of economic forecasts, past rates of development, commercial property market conditions.
- 1.3 The approach used to assessing housing and employment land needs follows that set out by Government in the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). It considers future development needs on a 'policy off' basis leaving aside issues related to land supply, development constraints and infrastructure – as Government policy requires. It does not set policy targets for future development – this is for the Council to do as part of preparing the Vale of Aylesbury Local Plan, bringing together these factors and a range of wider evidence.

Housing Needs

- 1.4 Following the approach in the PPG, the starting point for assessing need has been demographic projections. These reflect what has happened in the past – both in terms of the levels of migration and household formation rates (the key driving factors in trend-based demographic projections). The PPG therefore sets out a number of other factors which need to be considered in assessing whether it would be appropriate to increase the identified housing need – either to enhance affordable housing delivery, to respond to market signals which point to poor affordability or a supply-demand imbalance, or to support expected economic growth. In drawing conclusions on housing need, the Housing and Economic Development Needs Assessment (HEDNA) works through this process.

Initial Demographic Projections

- 1.5 The latest Government official household projections available at the time of writing are the 2012-based Household Projections, published by Government in February 2015. These are based on the Office for National Statistics (ONS) 2012-based Sub-National Population Projections (SNPP) and use new information regarding household formation.
- 1.6 The 2012-based SNPP are considered to represent a robust starting point projection for population growth in Aylesbury Vale. These project 19.8% growth in the District's population between 2013-33.

This is very similar to the level of population growth seen over the previous 20 years in the District. If the household formation rates in the 2012-based Household Projections are applied to this, a need for 971 homes per year is shown. This provides the 'starting point' estimate of housing need.

- 1.7 The report includes a sensitivity analysis considering alternative scenarios for migration and new household formation. On the basis of the available evidence it concludes that a trend-based demographic assessment of housing need be for around 1,000 homes per annum. This recognises that there are potentially modest upward pressures to the official household projections in respect of household formation amongst younger households and/or higher potential net out-migration from London.

Housing Affordability

- 1.8 The PPG sets out that consideration should be given as to the relationship between the demographically-based housing need and the need for affordable housing; and whether market signals point to a worsening level of affordability of housing. Where there is evidence that affordability has worsened it required a reasonable upwards adjustment to be made to the assessed housing need based on demographic projections to improve affordability.
- 1.9 The HEDNA report identifies that, in net terms, 412 households per year who would require support in meeting their housing needs. These households are eligible for affordable housing. Currently around 300 such households per year find accommodation within the Private Rented Sector, supported by Local Housing Allowance. However the sector does not provide security of tenure and changes to LHA may reduce the willingness of landlords to take on households in housing need.
- 1.10 The Planning Practice Guidance identifies that the affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments. An increase in total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes. With 35% affordable housing delivery, 350 affordable homes would be delivered if 1000 homes per annum were built, in line with the demographic projections.
- 1.11 The affordable housing evidence therefore provides some basis for considering higher levels of overall housing provision within the Vale of Aylesbury Local Plan. However it should be borne in mind that some households in affordable housing need do not require additional homes, but require a different type of home – such as one which is larger, or in a different tenure.
- 1.12 House prices in Aylesbury Vale are on average just below the average across Buckinghamshire, but above those in Milton Keynes. This is the case across dwelling types. In the pre-recession

period prices grew in line with sub-regional and regional trends. They have however been relatively stable since 2010.

- 1.13 Entry level house prices in Aylesbury Vale are 8.1 times the typical annual income of younger households. Affordability trends reflect house price levels with the District, with a lower affordability ratio than the average of the Buckingham authorities, but higher than Milton Keynes. Affordability in Aylesbury Vale is notably more severe than the national average, as is the case across the Greater South East.
- 1.14 Housing delivery in Aylesbury Vale has been similar to that in other Buckinghamshire authorities, with stronger relative delivery in recent years. Housing delivery has been maintained through the recession in contrast to many other areas, but has fallen below targets in some years. Overall there has been a 12% increase in the dwelling stock since 2001 which is a greater increase than any of the other Buckinghamshire authorities except Milton Keynes.
- 1.15 The trend between 2001-11 was of decreasing numbers of homeowners in Aylesbury Vale (a 4.1 percentage point fall) with a corresponding growth in the Private Rented Sector. This is a trend which has been seen nationally. The 2011 Census points to a moderate increase in overcrowded and shared households, but at a lower level than has occurred at the regional and national level.
- 1.16 The analysis of market signals points to a combination of the increasing house prices and declining affordability over the 2001-11 decade. However the situation in Aylesbury Vale has not been worse than across similar areas or the wider HMA.
- 1.17 The demographic analysis indicates that levels of household formation amongst younger households have fallen. Drawing together the evidence of affordable housing need and market signals, GL Hearn consider that it would be appropriate to consider an adjustment to the overall assessment of housing need to improve affordability over time in line with the approach outlined in the Planning Practice Guidance.
- 1.18 Household formation rates have therefore been adjusted to support an improvement in affordability for younger households. This adjustment, seeking to return household formation to rates seen in 2001, results in an increase in the assessed housing need of 113 dwellings per annum (11%) over the demographic-led projections. It results in an assessed need for 1,112 dwellings per annum.

Economic Growth Potential

- 1.19 Historically Aylesbury Vale's economy has performed relatively well, with growth in employment similar to that seen across the wider South East region. The District has a strong representation of

employment in agriculture, public administration and business support activities. Professional and business services have however driven employment growth in the District over the last decade.

- 1.20 The report has considered potential future economic performance as well as commercial property market dynamics. Three separate forecasts – from each of the main forecasting houses (Cambridge Econometrics, Oxford Economics and Experian) – have been considered. Neither forecast is inherently ‘better.’ For the purposes of providing a baseline/ trend-based assessment future economic performance, GL Hearn considers that it would be sensible to take the average of the three forecasts on a sector basis to provide a Synthesis Forecast. A Synthesis Baseline Forecast sees net growth of 15,600 jobs between 2013-33 in the District.
- 1.21 This Synthesis Forecast represents expected growth in employment of 0.8% per annum. This is consistent with past trends (albeit that the precise growth rate varies depending on what period is studied and dataset used). Provision of 1192 homes per annum is modelled as being required to support this (including adjustments to improve affordability).
- 1.22 The exact relationship between growth in jobs and housing need will be sensitive to the relationship between jobs and people (as some people hold down more than one job), to changes in employment rates and the extent to which people work longer in the future, and to commuting dynamics. The report has sought to make reasonable estimates of the impact of these issues based on the evidence currently available.
- 1.23 GL Hearn’s analysis suggests that there are however some committed investment projects which are likely to support stronger employment growth than is modelled in the Synthesis Baseline Scenario. In drawing conclusions, GL Hearn has taken account of the potential impacts of investment in infrastructure including delivery of East-West Rail; and of major development projects which can be expected to support stronger employment growth in some sectors than shown in the Synthesis Baseline Forecast. This results in forecast growth of 1.0% per annum in employment, with net growth of 19,000 jobs between 2013-33 in the District. This is modelled to require 1326 homes per annum.

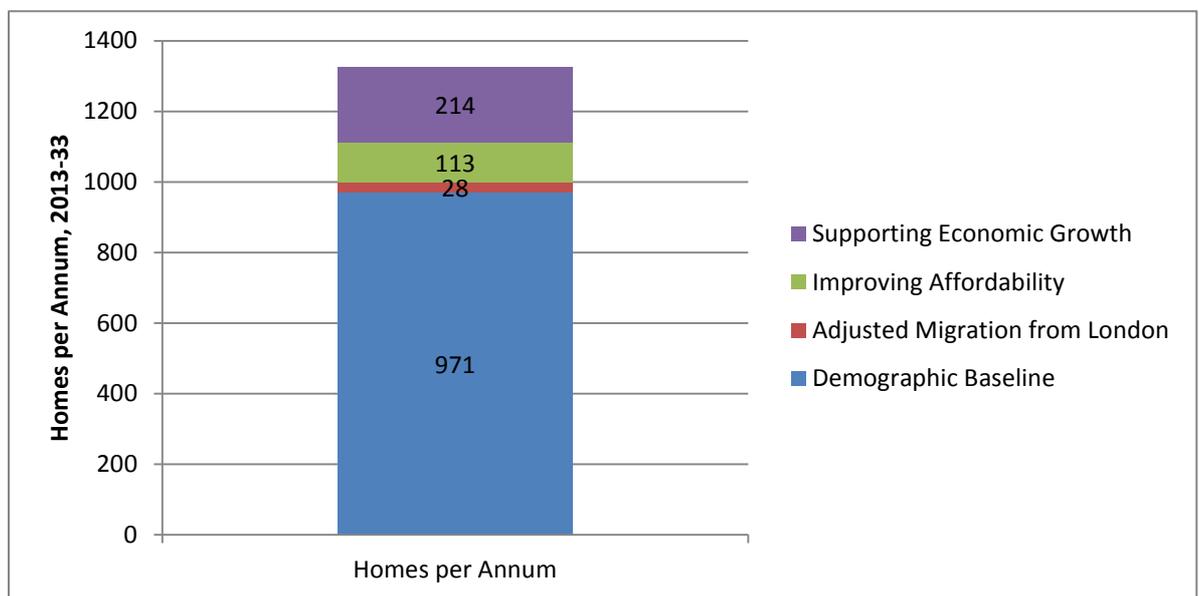
Drawing Conclusions on Full OAN

- 1.24 Drawing the above evidence together indicates that a demographic starting point for 1,000 homes per annum in Aylesbury Vale between 2013-33. Evidence from market signals and of affordable housing needs however suggests that higher housing provision should be considered. An upward adjustment of 11% is modelled.
- 1.25 On this basis an identified need for 1112 homes is identified. This should be considered to represent the District’s “own” housing need based on past population dynamics, with adjustments to

improve affordability. This should be considered as the baseline on top of which any unmet needs from adjoining areas or other parts of the Central Bucks HMA should be added.

- 1.26 The full objectively assessed housing need (OAN) for housing however also needs to take account of potential economic performance. The report concludes that taking account of baseline forecasts and the impacts of planned investment which will support economic growth, delivery of 1,326 homes per annum would be needed.

Objectively-Assessed Housing Need – Aylesbury Vale



- 1.27 This represents a “policy off” assessment of housing need and provision at or above this level would see the District meeting its own development needs in full.

Need for Different Types of Homes

Sizes of Homes

- 1.28 The HEDNA has explored the implications of changing demographics on future housing needs. Taking account of the expected population dynamics, market evidence and issues related to the management of the affordable housing stock, GL Hearn conclude that the following mix of homes should be sought in the District over the 2013-33 period.
- 1.29 Based on the evidence, it is expected that the focus of new market housing provision will be on two- and three-bed properties. Continued demand for family housing can be expected from newly forming households. There may also be some demand for medium-sized properties (2- and 3-beds)

from older households downsizing and looking to release equity in existing homes, but still retain flexibility for friends and family to come and stay.

Recommended Mix of Affordable and Market Homes

	1-bed	2-bed	3-bed	4+ bed
Market	5%	30%	45%	20%
Affordable	35%	35%	25%	5%
All dwellings	15%	30%	40%	15%

1.30 The mix identified should inform strategic District-wide policies. In applying these to individual development sites regard should be had to the nature of the development site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.

1.31 The analysis of an appropriate mix of dwellings should also inform the 'portfolio' of sites which are considered through the Local Plan process. Equally it will be of relevance to affordable housing negotiations.

Types of Affordable Housing

1.32 The SHMA has considered the need for different types of affordable housing. Based on the needs evidence, 18% of the identified affordable housing need is for intermediate housing and 82% for social or affordable rented provision.

1.33 The need for intermediate housing has been calculated on the basis of the proportion of households in need of affordable housing who can afford more than 80% of market rent levels. Such households might be eligible for:

- Help-to-Buy Shared Ownership
- Affordable Rent
- Rent-to-Homebuy
- Low Cost Sale

1.34 For a number of these products, households must have a sufficient deposit and be able to secure mortgage finance. Many young households who may have sufficient potential income to afford intermediate housing solutions cannot secure shared ownership/ shared equity homes as they have insufficient savings to afford the deposit, or their financial circumstances mean that obtaining mortgage finance is difficult. These factors may the ability of some households to afford intermediate housing products. However this is potentially offset by households who can potentially afford to rent privately without financial support, but how cannot afford to buy a home or get on the

housing ladder without it. Intermediate housing products can help such households to get a foothold on the housing ladder.

- 1.35 The evidence suggests that based on the needs evidence, policies which seek a mix of affordable housing provision on new developments where 20% is intermediate housing and 80% is social or affordable rented homes would be appropriate for the HMA. However policies for the mix of affordable housing need to take account not just of the needs evidence, but the evidence base regarding development viability. As such in finalising policies, needs and viability evidence should be brought together. It may be appropriate for viability studies to test potential alternative policies for the mix of affordable housing in order to support overall affordable housing delivery.

Specialist Housing Needs

- 1.36 The report suggests a need for around 2,350 additional specialist units for older people in Aylesbury Vale between 2013-33 (117 per annum). This identified need for specialist housing for older persons falls within a C3 Use Class, and would thus contribute to meeting housing targets based on the demographic projections.
- 1.37 Specialist housing for older persons includes extra care and sheltered housing. The report identifies that the majority of the need (86%) is expected to be for market housing.
- 1.38 A need for between 35 – 58 residential care bedspaces per annum is identified over the 2013-33 period. The higher end of this range is derived from the 2012-based Household Projections and consistent with the assessment of OAN. This assumes that the current proportion of people aged 75+ in residential care remains constant to current levels. The lower end is based on estimated by Buckinghamshire County Council of a need for 20 nursing home places and 15 residential care bedspaces per annum. These units will fall within a C2 use class, and thus should be treated separately from the need identified for housing (and conclusions drawn on OAN which are for a C3 use).
- 1.39 A growing older person population is expected to drive an increase in the number of people with disabilities. Demographic projections suggest a 173% increase in the population aged over 85 from 2013 to 2033 with Census data suggesting that over 80% of this age group have some level of disability. The County Council's research indicates a need for 6 units of specialist housing across Buckinghamshire every 5-6 years for people with physical and sensory disabilities. The Council should consider developing a register of suitable properties. In addition Buckinghamshire County Council identifies a need for 8 homes for those with mental health issues county-wide every 5-6 years.

- 1.40 The report identifies a number of other groups who may be disadvantaged in the housing market, including Black and Minority Ethnic (BME) groups, lone parent households, and younger people. It will be important to ensure that advice regarding appropriate housing choices is provided to these groups; and that the Council uses its enforcement powers to help maintain standards of properties within the Private Rented Sector.

Housing in Aylesbury Town Centre

- 1.41 The report considers the market for housing in Aylesbury Town Centre. It expects demand to be particularly to be focused towards childless households principally in their 20s and 30s, and investors catering for rental demand from this group. This is likely to include a mix of people working locally, those commuting out of the area, particularly to London.
- 1.42 Demand for flatted properties and town houses is expected, with the strongest demand expected to be for sites close to the Rail Station. We would expect demand to be focused towards one- and two-bed properties, with potential for some three-bed units. Government schemes such as Help-to-Buy as well as shared ownership homes can be expected to be popular. The market will be supported by proposed improvements and investment in the Town Centre.

Employment Land Needs

- 1.43 Historically, growth in employment in Aylesbury Vale has been similar to that seen across the wider South East region. The District has a strong representation in employment in agriculture, public administration and business support activities. In addition there are niche opportunities to develop the District's business base, including in high performance engineering; rehabilitation and telecare technologies; food and drink manufacturing; and ICT activities. The business base in the District is focused particularly towards small businesses. Self-employment is above average.
- 1.44 The market analysis highlights the modest scale of the commercial property market in Aylesbury Vale. The sub-regional markets for both office and industrial space are dominated by Milton Keynes, which offers better transportation links and has a larger critical mass of existing occupiers. The Central Bucks FEMA in contrast is more focussed around local provision and SMEs.
- 1.45 We would expect new-build office (B1a) development to be focused on delivery of small-scale development to meet local occupier needs from Small and Medium-Sized Enterprises; and providing better quality floorspace for the limited number of current corporate occupiers based in Aylesbury.
- 1.46 Headline rents for Grade A office space in the Vale currently stands at around £14-15 psf. This is generally insufficient to support speculative office development in the short-term. Viability of office

development in Aylesbury, particularly in the Town Centre, is likely to be challenging and would require developers to secure pre-lets from firms willing to pay a premium rent for new-build space. This is likely to limit the scale of growth in office floorspace.

- 1.47 The evidence indicates that industrial development can be similarly expected to be similarly focussed around meeting the demands of SMEs, although would expect greater spatial disaggregation of development across the District. As well as some development in Aylesbury, we would expect development at Silverstone Circuit, as well as at existing industrial estates in other settlements including Buckingham and Haddenham.

Forecast Economic Performance

- 1.48 The report takes up-to-date economic forecasts from three different forecasting houses. Over the 2013-33 period, Cambridge Econometrics Local Economy Forecasting Model (LEFM) expects 12,900 additional jobs to be created. Oxford Economics' East of England Forecasting Model expects 15,500 additional jobs. Experian forecast growth of 18,400 jobs over this period.
- 1.49 These baseline econometric forecasts indicate that the employment in Aylesbury Vale could grow by between 0.8 – 1.1% per year over the 2013-33 period. The report compares these and develops a Synthesis Baseline Forecast taking the average growth forecast by sector. This sees growth of 15,600 jobs over the 2013-33 period.
- 1.50 However there are a number of additional drivers, which have not influenced past trends, which could support higher employment growth. These include infrastructure investment, such as East West Rail and High Speed 2, as well as delivery of the ALRA Dairy at Aston Clinton and Silverstone Masterplan. Taking these into account, an Expected Growth Scenario has been developed. This sees employment growth of 1.0% per annum with a net increase in employment of 19,000 forecast over the 2013-33 period.

Need for Employment Land

- 1.51 The economic forecasts have been translated into a need for employment land, taking account of the sectoral distribution of employment growth; and considering employment densities, typical vacancy rates and plot ratios.
- 1.52 A need for 92.5 hectares of employment land is calculated in the Synthesis Baseline Forecast. The additional potential growth in office-focused activities in the Committed Growth Forecast could increase this by between 5 – 10 ha, depending on the scale of economic impact and development densities.

- 1.53 This assessed need excludes land developed by Arla for dairy-related activities at Aston Clinton, and of development at Silverstone Circuit which is considered to meet a sub-regional rather than local employment land need.
- 1.54 Past trends suggest a need for between 92 – 125 hectares of employment land (based on gross completions). This is likely to include some development on existing employment sites.
- 1.55 GL Hearn consider that it would be appropriate to make provision for around 100 hectares of employment land based on the evidence available to meet the Vale's own development needs. The breaks down to:
- Office floorspace (B1a and B1b): 30 – 35 hectares;
 - Industrial floorspace (B1c and B2): 60 hectares; and
 - Warehouse and distribution floorspace (B8): 30 hectares.
- 1.56 This profile of need by use is based on integrating analysis from past completions and the econometric forecasts.
- 1.57 These figure excludes any additional floorspace relating to the planned development at Silverstone Circuit and dairy-related development at Arla. It may also be necessary to provide additional provision to meet unmet needs from other local authorities.
- 1.58 In addition, in considering future employment land allocations, the Council may need to include some provision for sui generis uses such as waste and recycling activities which typically take place on employment land.
- 1.59 This need is for general employment land which is available to meet the needs of a range of businesses. Sites which are restricted to meeting needs from specific businesses or sectors could arguably be treated separately in considering the supply/demand balance.
- 1.60 The evidence herein does not suggest that labour supply will constrain economic growth potential. However the balance between employment land and housing provision should be reviewed when drawing together evidence (including in respect of unmet needs) as part of the plan-making process.
- 1.61 The need identified does not include provision for relocation of businesses from any employment sites which may be identified for redevelopment. Should the Vale of Aylesbury Local Plan identify sites for redevelopment which would require relocation of current active businesses, it may be necessary to include additional provision of employment land to support relocations.

VALP Scrutiny
29 July 2015

BUCKINGHAMSHIRE GREEN BELT REVIEW

1 Purpose

- 1.1 To inform VALP Scrutiny Committee of the background and methodology for the Buckinghamshire Green Belt Review

2 Recommendation

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|---------------------------------------|
| 2.1 To note the content of the report |
|---------------------------------------|

3 Supporting information

- 3.1 Substantial parts of South Bucks, Wycombe and Chiltern Council's areas are designated as part of the Metropolitan Green Belt whereas only a small amount of Aylesbury Vale is part of the Green Belt, mainly around Wendover with smaller areas near Aston Clinton and in the Ivinghoe area. As set out in the National Planning Policy Framework (NPPF) "once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan". With all four Councils preparing new Local Plans a review of the Green Belt is being undertaken. The exceptional circumstances justifying the review is the lack of capacity for new development in South Bucks, Wycombe and Chiltern's areas for new development. This situation means that all potential options for locating new development must be examined before areas outside the plan area are considered.
- 3.2 The purpose of the Green Belt Review is to firstly identify those areas which do not perform well in relation to the five purposes of Green Belts as set out in the NPPF. These are:
- to check the unrestricted sprawl of large built-up areas;
 - to prevent neighbouring towns merging into one another;
 - to assist in safeguarding the countryside from encroachment;
 - to preserve the setting and special character of historic towns; and
 - to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 3.3 Following a tendering process undertaken by South Bucks on behalf of the four Councils the ARUP consultancy were appointed to undertake the review. The proposed timetable will see the first phase of the study completed by the end of August in time for the output to be considered in relation to the proposed VALP Issues and Options Consultation in October. There has recently been some slippage on the timetable due to increases in the number of parcels being assessed, but the consultants are aiming to make up the time that has been lost.

- 3.4 The first phase of the study will only consider how parcels of land perform against the purposes set out above. Only if a parcel performs poorly against the purposes will a second phase be initiated which will determine a parcel area's suitability for development. However the output from the first phase will give an indication of the potential for development in the Green Belt in each Council's area. This information can then be fed into the capacity work being undertaken to give an indication of the level of unmet need which may be generated in other Council areas.
- 3.5 The methodology being used involves the area of Green Belt being split up into general areas bounded by long term boundaries such as rivers, main roads and railway lines. These general areas are then split further using other durable boundary features where there are major non-Green Belt settlements to provide finer grain analysis of areas where changes in an area's character are more likely to have affected performance against the purposes. On the furthest edge of the Green Belt some land not currently in the Green Belt is to be assessed to check whether it would meet the purposes and could be made part of the Green Belt. Each parcel is then scored against 4 of the 5 purposes out a score of 5 without weighting with some specific variations in scoring to address the difficulties of applying the purposes to different locations. The fifth purpose on urban regeneration as this purpose as there was no evidence of urban regeneration being inhibited.
- 3.6 The methodology is being slightly revised to reflect some minor issues uncovered while carrying out the review. Also the methodology has not been signed off by all the Councils involved. The methodology has therefore not been made public yet. The methodology is expected to be finalised shortly and then published prior to the meeting. When this occurs a link to the methodology will be circulated to the members of the VALP Scrutiny Committee. At the time of writing the ARUP team have completed their site visits of the parcels and are working on their assessments.

4 Resource implications

- 4.1 Funding of the Green Belt Review is being derived from existing budgets.

Contact Officer	Peter Williams (01296) 585208
Background Documents	None

VALP Scrutiny Committee
29 July 2015

LOCAL PLAN WORK PROGRAMME

1 Purpose

- 1.1 To inform VALP Scrutiny Committee of the progress on the preparation of the Local Plan and the future work programme.

2 Recommendation

- | |
|---------------------------------------|
| 2.1 To note the content of the report |
|---------------------------------------|

3 Supporting information

- 3.1 Since the withdrawal of the Vale of Aylesbury Plan (VAP) Core Strategy in 2014, due to insufficient housing and Duty to Cooperate issues, work has been progressing on the preparation of the new Vale of Aylesbury Local Plan. This commenced with a Scoping Consultation, a Call for Sites and the commissioning of a Housing and Economic Development Needs Assessment (HEDNA). Initial results of the HEDNA were published in October and following a delay to take account of the most recent DCLG Household Projections a final draft HEDNA has been published. A new Local Development Scheme (LDS) showing the proposed work programme was also published. This can be seen at <http://www.aylesburyvaledc.gov.uk/GetAsset.aspx?id=fAAxADUANwA5ADYAfAB8AFQAcgB1AGUafAB8ADAAfAA1>
- 3.2 At the same time as the HEDNA preparation work commenced on the preparation of a Housing and Economic Land Availability Assessment (HELAA) to ascertain which of the sites suggested through the Call for Sites were achievable and deliverable against a range of criteria. A joint methodology has been agreed with the other Buckinghamshire Councils as the basis for the assessment, which can be seen at <http://www.aylesburyvaledc.gov.uk/GetAsset.aspx?id=fAAxADYANAAxADUAFAB8AFQAcgB1AGUafAB8ADAAfAA1>, and work on the HELAA has been progressing through the winter. Work is nearing completion but progress has been delayed by staff recruitment issues and pressure of other work, particularly Neighbourhood Plans. Those issues have now been addressed but prior to finalisation and consideration by the HELAA Steering Group an issue raised regarding community involvement will have to be addressed.
- 3.3 Other evidence to support the Local Plan has also been sourced including a Retail Needs Assessment, an assessment of evidence supporting Landscape Character Areas (LCAs) and Areas of Sensitive Landscape (ASLs), an update to the 2013 Buckinghamshire Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment and the definition of a Central Bucks Housing Market Area (HMA) and Functional Economic Market Area (FEMA). All of this is published as supporting Evidence on the Council's website at <http://www.aylesburyvaledc.gov.uk/planning-policy/vale-of-aylesbury-local-plan/supporting-evidence/>.
- 3.4 Currently work is progressing on a joint Buckinghamshire Green Belt Review, a joint Central Bucks HEDNA and a joint Sustainability Appraisal and Habitat

Regulation Assessment Scoping study. Further joint evidence is being considered in discussions with the other Buckinghamshire Councils to meet Government Guidance such as the preparation of a Water Cycle Study and flood risk assessments. Internal work is also underway on considering the spatial options available to meet the level of housing and employment suggested by the Aylesbury Vale HEDNA. During July and August this year preparation of a consultation document will commence to inform the Issues and Options Consultation in October. This will address the overall level of development expected in Aylesbury Vale and the strategic options for meeting the expected need. It will not allocate sites for development. Proposed allocations will however need to be included at the Draft Plan stage which is timetabled for mid 2016 which will precede the submission stage in late 2016 and adoption by mid 2017.

- 3.5 Recently there have been significant developments following the summer Budget in relation to the preparation of Local Plans. These entail measures to speed up the preparation of Local Plans, the production of completion deadlines by the summer recess and the calling in of slow plans to be written by the Government with the assistance of the community. Further guidance is also promised on the operation of the Duty to Cooperate which has slowed down the production of Local Plans. Further Government announcements are expected to define exactly what these new measures will be. There has been no indication either in the Conservative manifesto or in previous consultation of what is intended. A further update will be given verbally at the meeting.

4 Resource implications

- 4.1 Funding of the Local Plan's preparation is being derived from existing budgets.

Contact Officer	Peter Williams (01296) 585208
Background Documents	None