

# **PILNING & SEVERN BEACH NEIGHBOURHOOD PLAN**

## **ASPIRATIONS DOCUMENT**

**Ref: P&SBNP-AD-09022026. Issue 2.**

## Table of Contents

1.	Introduction.....	3
2.	Monitoring and Review .....	3
3.	Scope of Aspirations .....	3
4.	Roads and Traffic.....	4
5.	Parking.....	5
6.	Public Transport.....	6
7.	Cycleways and Footpaths. ....	7
8.	Community Amenities and Sporting Facilities .....	8
9.	Litter and Fly-Tipping .....	10
10.	Gypsy and Traveller Sites .....	11
11.	SGC's Strategic Infrastructure-led Masterplan for Severnside .....	13

## **1. Introduction**

This Aspirations Document summarises issues identified during the development of the Neighbourhood Plan (NP) that are not directly planning related and therefore should not be included in the policies of the finalised Neighbourhood Development Plan (NDP). This document has been prepared so these issues are recorded and therefore not lost, such that they may be taken up by the Parish Council or their designees as projects.

The policies in the NDP are largely based on the use of land. There have been other recurring issues raised during the NP Steering Group's consultations that cannot be addressed by land use policies. When the NP is finalised and adopted, only the policies will be legally binding as 'material consideration' for all future planning decisions by the Local Planning Authority of South Gloucestershire Council (SGC). The aspirations are documented here to indicate that they are important to the residents in the Plan Area and are for the Parish Council or other bodies to take forward as appropriate.

The aspirations have arisen from the results of resident consultation, surveys, objective evidence gathering, and socio-economic data including health, employment, schooling, age demographics, all of which shape priorities which affect people's lives. Surveys were comprehensive, delivered to all households in the Parish and to local businesses, groups and organisations. These aspirations include environmental issues, promotion of active communities and neighbourhood infrastructure.

The NP supports projects that could see the aspirations being achieved successfully for the overall benefit to the community. Such projects would need to demonstrate that they would not impose detrimental impacts and appropriately respond to any concerns raised by residents.

## **2. Monitoring and Review**

This Aspirations Document shall be monitored by the Parish Council over the life of the NP as described in 'Monitoring and Review' (Appendix C of the NDP). This Aspirations Document ensures that these valid issues arising out of the evidence gathered through the development of the NP are appropriately recorded and can be taken forward as separate projects by the Parish Council. An Annual Monitoring Report of the issues identified in the Aspirations Document will be prepared for each Annual Parish Council meeting during the life of this NP. This will ensure the issues cannot be forgotten, projects can, as appropriate, be planned by the Parish Council and progress can be monitored.

## **3. Scope of Aspirations**

Through the surveys and consultations including Regulation 14 consultation, there has been wide support from residents for the following issues to be addressed:

- Condition of roads and impact of traffic
- Additional parking for residents and visitors
- Improving public transport infrastructure and service levels

- Network of cycleways and footpaths
- Improvements to community amenities and sporting facilities
- Issues with litter and fly tipping
- Regulation of gypsy and traveller sites

These issues and potential solutions are detailed in sections 4 to 10 below.

## **4. Roads and Traffic**

### **4.1 Background**

Roads and traffic concerns raised have centred on the increasing volume of traffic on local roads. There has been no significant new house building in the area in recent years, therefore the increase can be attributed to the growth of Severnside, with HGV and other commercial vehicles travelling to and from businesses, and people in cars and vans travelling to and from work. The A403 is most severely affected, but so is the B4055 through Pilning with HGV's regularly using it as a cut through despite being prohibited: Effects on the roads include:

- Levels of noise and air pollution.
- Congestion of roads at peak times and when there are issues on the motorway network.
- Speeding traffic, ignoring the existing ineffective measures.
- Severe damage of road surfaces and their foundations
- Damage to roadside properties
- Littering

The completion of the link road to the M49 on Western Approach is a major opportunity to reduce traffic loads, although statistics for predicted reductions are not available. Traffic pressures will continue to grow as more commercial sites come into use.

### **4.2 NPSG Roads and Traffic Recommendations**

- a) It is recommended that traffic surveys are commissioned both before and after the M49 junction is open. This will allow the impact, which should show improvement, to be measured. The data will also be important in the future to monitor the effects of the continued expansion of the industrial area as well as any potential for increase in traffic of new housing in the area. Surveys should be initiated by the Parish Council and delivered by the Local Highways Authority (SGC) using as appropriate, people, cameras and road sensors.
- b) The controls for reducing the speed of traffic and for stopping HGV's from using the B4055 are currently ineffective It is recommended that the installation of cameras is used as a deterrent. Evidence of the need, if not already clearly available, should be gathered through the local speed watch team and the police.
- c) It is recommended that Beach Road in Severn Beach is changed from two way to one way traffic. It is considered this would allow better traffic flow, avoid potential for congestion caused by the new parking adjacent to the allotments, improve safety and have the potential to provide more street parking. The Parish

Council has recently undertaken a survey of residents to get their views on the introduction of one-way traffic. The results of the survey will be shared with SGC with a request for changes to be made. The NPSG's recommendation would be that the direction should be entering at the shops end and exiting at the shaft road end, which would reduce the number of cars looping around to find parking spaces nearer to the centre of the village. It would also be recommended that parking is prohibited on the right (housing side) at least as far as the allotments turning. Again, this would enhance traffic flow. but in particular, would allow more parking spaces to be available on the left side of the road, from the first bend to the allotment turning.

## **5. Parking**

### **5.1 Background**

Although the NP has put forward policies for land allocation to provide parking at Severn Beach railway station and at locations for visitor parking, there are further suggestions for improving parking provision within the Parish.

### **5.2 NPSG Parking Recommendations:**

- a) It is recommended that a re-assessment is made of the parking outside the shops in Severn Beach. Surveys have shown the parking spaces are often full and double parking is a common occurrence. As well as a potential safety concern, the lack of available parking spaces may be affecting trade at the shops. Considerations should include the introduction of chevron parking in front of the shops to create more spaces, and or the introduction of a restriction on allowed parking time, e.g. 1 hour between 8am and 5:30pm.
- b) It is recommended that consideration is given to introducing resident parking schemes to some areas in Severn Beach to encourage the use of car parks as they become available. A review of positioning of yellow lines may also be appropriate.
- c) Electric vehicle charging points have been proposed by SGC in Station Road, Severn Beach. Although the NPSG recognises the need for these, it recommends that they should not be located in places of existing street parking, due to the limit of available spaces as seen in the 2025 parking surveys. The recommendation is that they are located within the proposed car park at the railway station, or on street locations where it may be possible to release areas currently with yellow line parking restrictions.
- d) There are width restrictions and safety concerns caused by parked vehicles on the northeast side of Redwick Road on the Pilning side of the traffic lights at its junction with the A403. Although previous requests to SGC have been unsuccessful, it is recommended that the Parish Council continues to look into the development of a layby at this location for parking to avoid restrictions to the road and to reduce the likelihood of road traffic accidents at this location.

## 6. Public Transport

### 6.1 Background

As stated in the NDP, the enhancement of transportation and service levels falls outside the scope of a NP. Only planning/land allocation related transport issues can be addressed; therefore, the NP has been limited to the allocation of the land for a transport hub and car parking at Severn Beach Railway Station. The service-related concerns of residents and matters arising through the development of the NP are therefore addressed in this document and include:

- Under-utilisation of Pilning Station
- Unreliable bus services
- Poor connectivity between buses and trains
- Potential for increasing services to three trains per hour at Severn Beach Station.

Pilning Railway Station is only currently served by two trains a week and does not have a footbridge to connect to the second westbound platform. The studies and proposals of Pilning Station Group including ARUP's Strategic Case, highlight that the station could "form a hub for the local area, serving in-commuters switching to rail, visitors to leisure and retail opportunities, and for use by local residents. Potential in the future for a new cricket stadium or large housing developments outside of the Parish would add further demand for enhancements at Pilning Station.

The NP strongly supports the Pilning Station Group's proposals to safeguard the station and promote it as a regional transport asset. However, as stated in 8.4.11 of the NDP, that requires a strategic solution over and above what a NP can achieve. Without the ability of a NP to adjust service levels of public transport and no land coming forward for the site, it is not appropriate to include a related policy in the NDP. This Aspirations Document is therefore used to capture the proposal to ensure they continue to be reviewed and considered by the Parish.

During the development of the NP, Network Rail identified that it was investigating options for developing a three train per hour service at Severn Beach Station. Although a decision of whether this is needed is unlikely to come until after the NP is made, amongst other options, including providing a passing loop or using faster trains, Network Rail has identified the addition of a new track on the east side of the existing platform.

### 6.2 NPSG Public Transport Recommendations:

- a) The provisions for a transport hub and car park at Severn Beach railway station is strongly supported and must be carefully monitored by the Parish Council at planning application stage for site allocation policy H7. Considerations to be monitored include:
  - Adequate provision and appropriate location of car parking

- Safeguarding land, as appropriate, for creating a double-sided platform to accommodate a three train per hour service.
- Provision of an off-road layby and drop-off/pick-up point for buses, taxis and cars.
- Space for cycle storage and e-bike/e-scooter services to operate.

The NP supports the considerations of Network Rail to potentially increase the level of service to three trains per hour. However, to minimise impact on the ability to provide a transport hub, retail and car parking at the northern end, it is recommended that the southern end of the existing platform is used to accommodate the additional line.

- b) The studies and activities of Pilning Station Group propose that the bridge is reinstated, and service levels increased. Furthermore, the SGC Strategic Infrastructure-led Masterplan for Severnside recognises the opportunity for more services to the station combined with shuttle buses to alleviate the difficulties for employees on Severnside getting to and from work. It is recommended that the Parish Council should continue to support these initiatives and review on an annual basis:
- Enhancements of station facilities, services, and accessibility including the reinstatement of the footbridge
  - Safeguarding land and access routes necessary for future station enhancement
  - Development of support partnerships between the Parish Council, SGC, WECA, Network Rail, and Great Western Railway to deliver improved services.
- c) The Parish Council should regularly review the service levels, reliability and routes of local buses, to support their availability and use. There are opportunities for improvements to regularly used bus stops, with the provision of shelters and live service information boards. Service routes may benefit from changes to better serve both residents travelling to The Mall and Southmead Hospital, and for workers travelling to their employment on Severnside.

## **7. Cycleways and Footpaths.**

### **7.1 Background**

In the NDP, Policy TTP5 sets out a number of improvements that could be made to cycleways and footpaths. All of these will need to be considered as aspirational, apart from the last part of the Policy which states 'Any new developments must not preclude the opportunity to deliver the above improvements and should seek to connect to and enhance the footpath and cycleway networks.'

The aspirational improvements identified in the Policy are:

- Completion of segregated cycleway up the A403 from Pilning traffic lights to Aust.
- Completion of segregated cycleway down the A403 from Pilning to Western Approach.
- Provision of a useable and maintainable footpath and cycleway from Pilning to Easter Compton

- Provision of a useable and maintainable footpath/pavement on Northwick Road from the doctors' surgery to Bank Road

The delivery of these improvements needs to be addressed outside of the NP by the Parish Council either via negotiation with SGC Highways or via Community Infrastructure Levy (CIL) money that may become available. As well as the identified need for provision, there are significant safety concerns for cyclists and pedestrians should these not be addressed.

## **7.2 NPSG Cycleways and Footpaths Recommendations**

- a) It is recommended that the Parish Council develops a plan to deliver improvements to cycleways and footpaths, required to extend and complete the network of cycleways and footpaths and for the safety of users. The following should be included in the plan:
  - A403 – Construct cycleway/ footpath along the eastern side between Pilning Forge and the entrance to Western Approach
  - A403 – Construct cycleway/ footpath along the eastern side between Pilning traffic lights and Northwick. Consideration needs to be given to completing a cycleway/ footpath along the A403 from Passage Road (south end) to Aust on the eastern side.
  - Northwick Road Pilning - Construct a pavement/footpath on the eastern side of the road from the Doctors' Surgery entrance up to the old railway bridge. The pavement on the western side could be removed as it is not wide enough for anything other than single pedestrians and is overgrown by the adjacent hedge unless that is cut and swept every few weeks.
  - B4055 and B4056 – Cycleways and footpaths between Pilning and Easter Compton and beyond are inadequate, unsafe and poorly maintained. The plan should address improving and adequately maintaining existing paths. Additionally, investigating links to the route along Farm Lane. Although outside of the Parish, the proposed housing development in the draft Local Plan at Bristol Zoo Project, should provide connectivity to Farm Lane providing cycleways and footpaths from there in both directions along Bowstreet Lane.
- b) It is recommended that the Parish Council develops a plan to annually review the arrangements for clearing footpaths and cycleways of vegetation to ensure that the frequency is appropriate and not reliant of 'report its' to the Council. The review should consider previous year's reports and the current frequency, with amendments as necessary recommended to SGC. Due to SGC's limited capacity, the Parish may need to consider how it might supplement the service.

## **8. Community Amenities and Sporting Facilities**

### **8.1 Background**

CF1 to CF3 are Policies in the NDP related to community amenities. Respectively they address:

- Development of Public house/bar and a takeaway shop in Severn Beach



- Retention of existing community facilities
- Investments for outdoor and indoor sporting activities

For CF1, delivery will come about through the planning process with the submission to be aligned with the policy.

For CF2 it will be necessary to declare the identified amenities as Assets of Community Value. The application can be made at any time and does not need the NP to be made. The Parish Council would be the appropriate body to make the application, referencing the Policy CF2 in the NP. Safeguarding community amenities in this way will reduce the risk of them being developed for other purposes without appropriate alternative provision.

For CF3, investments for outdoor and indoor sporting activities and other amenities such as village halls can only come about when money becomes available. This would likely to be through CIL, grants, accumulation of a dedicated budget through precept, or the sale of parish land for development. For the latter, as proposed in policies H1 and H3, the need is noted to provide equivalent or better amenities elsewhere, prior to any development work commencing.

The NP sets out the conditions and the steps that need to be taken in the relevant policies, The concerns of residents who are unsure about change, particularly to community facilities, is well understood and have, where appropriate, been addressed in those conditions. However, the purpose of the NP, it's vision, objectives, policies and aspirations, must be taken as a whole, to appreciate the overall benefits to the Parish.

## **8.2 NPSG Community Amenities and Sporting Facilities Recommendations**

- a) It is recommended that the Parish Council works with the developer and monitors the planning proposals for the land of Station Road, Severn Beach, to ensure community amenities are appropriately delivered as part of the development.
- b) At the time that the NP is made, it is recommended that the Parish Council applies to declare the amenities in the NP identified in Policy CF2 as Assets of Community Value.
- c) The Parish Council shall establish a plan for the enhancement and development of sporting facilities and other community amenities such as village halls. The plan will capture available CIL money and other grants. Sporting facilities may be on existing recreational sites or could be relocated to provide improved facilities at other suitable sites. Such facilities could include all-weather pitches, tennis/netball courts, etc. An option could be to consider a new sports field with multiple pitches and changing rooms located on land between the two main settlement areas of Pilning and Severn Beach. In discussions with Bristol Wanderers Football Club during the development of the NP they have identified a need for additional football pitches/training space in the future.
- d) Instances of anti-social behaviour and vandalism have been reported at certain community amenities particularly at playing fields and near village halls. The

Parish Council should consider the installation of CCTV cameras to address this. For Pilning Playing Field, the development of some housing on the site, would give the benefit of 'eyes on' the community facilities.

## **9 Litter and Fly-Tipping**

### **9.1 Background**

The NP is unable to put forward any policies that address littering and fly-tipping as they are not directly planning related. However, a sizeable number of concerns were raised during the public survey and other matters became known during the NP process regarding littering and fly-tipping and opportunities that could be taken to improve matters. These included:

- General litter and litter picking arrangements. and coordination of effort and provision of guidance and equipment
- State of littering of the A403 and its need for regular clearing.
- Fly- tipping and its prevention.

Like many other parts of the country, littering is becoming an increasing problem from pedestrians, cyclists and particularly motor vehicles. There are a number of residents that regularly go out litter picking already, but more volunteers are likely to come forward and better coverage achieved if this is more effectively coordinated.

Littering from vehicles on the A403 is particularly bad with litter picking being unsafe to be conducted by residents along much of its length in the Parish. SGC is responsible for cutting verges and clearing waste along the A403 but the current frequency of usually once a year is inadequate. Pressure needs to be put onto SGC to address the problem by increasing the frequency on a planned basis.

Fly-tipping is a regular and increasing problem around the Parish. This is a problem that appears to be getting worse given the costs of commercially disposing of waste and the complications of booking systems for using the tip in Thornbury. Currently there appears to be no preventative measures taken or methods available to identify and act against perpetrators.

### **9.2 NPSG Litter and Fly-Tipping Recommendations**

- a) It is recommended that the Parish Council develops the coordination role for litter picking using the website to inform residents of the streets across the Parish that are already covered by litter picking. This would help to provide greater coverage and to reduce duplication of effort. Names of litter pickers should not be made public, but logged by the Clerk as Volunteers, such that they may be covered by parish insurance. Priority should be given where possible to through routes in the Parish. Coordination is also recommended from the Parish Council for the provision of equipment for litter picking, e.g. pickers, gloves, hoops, hi-vis vests, etc.

Guidelines for litter pickers addressing health and safety and recycling or disposal of collected materials should also be prepared.

- b) An annual review should be performed by the Parish Council of the use and effectiveness of existing litter bins and for potential new locations for bins. This should also consider dog fouling and fishing waste.
- c) It is recommended that the Parish Council takes up with SCG the need to have contractually in their plan, to cut and clear waste from the verges of the A403 throughout the Parish at least twice a year. Opportunities could also be taken to looking into acquiring sponsorship from Severnside businesses for this work.
- d) It is recommended that the Parish Council identifies locations regularly used for fly-tipping in the Parish. Little Green Lane and Redham lane would be examples of such locations. As preventative measures at these sites the Parish Council should investigate the opportunities to locate and install CCTV camera boxes. Cameras would not need to be always fitted in all boxes but could be moved around the boxes. As further preventive measures signs should be erected to advise of camera installations.

## **10. Gypsy and Traveller Sites**

### **10.1 Background**

The NPSG was advised at an early stage that gypsy and traveller sites were outside the scope of a NP. However, during the NP process it became apparent that residents are concerned by the impact of so many sites in the Parish but feel unable express their own views due to potential concerns over intimidation.

The need for the provision of additional gypsy and traveller sites across South Gloucester and the country, as a whole, is recognised by the NPSG. However, the high level of such existing sites across the Parish is disproportionate to the rest of the Local Authority and there are potentially several more currently under consideration.

Sites put forward under the planning process have been approved, primarily because of SGC's shortfall of provision across the local authority, because of claims for the welfare needs of named families who are to occupy them and SGC's fear of costs against them should a refused site go to appeal. Sites granted planning approval do not comply with the planning application or the conditions of approval and Planning Enforcement is ineffective in taking appropriate action to rectify the situation. Additionally, gypsy and traveller site planning applications have been approved, sometimes retrospectively, where instead static caravans for rent have been installed. These are not occupied by gypsies and travellers and although the planners are aware of the situation, Planning Enforcement appears to take no action and planners approve extensions to the sites, citing that appropriate occupancy is a matter for Planning Enforcement. The long list of issues arising include:

- Planners inappropriately considering Green Belt constraints in their decision making.

- Planners inappropriately considering flood risk and agreeing to site caravans which are highly vulnerable in flood zones 2 and 3 without appropriate mitigation measures.
- The absence of relevant detail in planning applications is ignored by planners, often making later enforcement more difficult.
- Planners ignoring the needs of the permanent residents and the community by granting permission for gypsy and traveller sites on land close to the centre of villages which could otherwise be included in NPs used for different kinds of housing, where potential sustainable sites are extremely limited.
- Claims for the welfare needs of named families who never reside on the site or leave the site.
- Claims for the needs for schooling of children for sites in Pilning, when gypsy and traveller children will not attend the local St Peter's, Church of England school and later plans are submitted to increase the size of day rooms on sites to allow for home schooling.
- Approved gypsy and traveller sites being used as caravan sites for commercial hire for non-gypsy and traveller.
- Numbers of caravans, and/or number and sizes of day rooms greatly more than in original consent
- No consideration that sites have been cleared in advance of application to remove trees and over-ride need for biodiversity net gain.
- The draft Local Plan does not clearly identify the locations and sizes of approved gypsy and traveller sites in the Parish.
- Sites that are non-compliant with granted permissions are not being addressed by Planning Enforcement.
- Site that should have been de-commissioned due to the absence of named residents in their approval have not being enforced.
- Planning Enforcement is being inhibited by site owners submitting further planning applications rendering the site non-enforceable until the new application has been fully considered.
- Use of approved sites for regularly burning commercial waste and storing of vehicles above the permitted weight limit.
- Non-compliance of sites with landscaping and lighting conditions.

## **10.2 NPSG Gypsy and Traveller Sites Recommendations**

- a) It is recommended that the Parish Council should develop a policy paper for Gypsy and Traveller Sites in the Parish setting out appropriate considerations and to arrive at proportionate allocation for the Parish. The content should be agreed with the SGC Planning Department such that it is considered by planning officers for new planning applications and by planning enforcement for compliance to granted planning permissions. The policy should represent a considered parish needs approach, such that reliance on residents' submissions is reduced.

## **11. SGC's Strategic Infrastructure-led Masterplan for Severnside**

### **11.1 Background**

SGC commissioned a masterplan for Severnside, published as the Strategic Infrastructure-led Master Plan for Severnside (SIMPS), in November 2022.

The NPSG and the Parish Council were actively involved in the consultation for the masterplan attending presentations and meetings. The NPSG submitted seventy-four comments in July 2022, with a further iteration of these in September 2022. Most of the comments were adopted and resulted in a close alignment between the masterplan and the objectives and policies of this NP.

However, in the pre-submission publication (Regulation 19) of the emerging Local Plan of February 2025 all references to SIMPS had been removed. In the following consultation stage of the Local Plan, the NPSG has challenged this and has at least ensured references to SIMPS will be included. However, responses from SGC propose that SIMPS will be superseded by a West of England Combined Authority (WECA) Spatial Development Strategy (SDS). The NPSG continues to have concerns that the SDS will not address Severnside to the sufficient level of detail provided by SIMPS.

### **11.2 NPSG Strategic Infrastructure-led Masterplan Recommendations**

- a) It is recommended that the Parish Council monitors progress with the Local Plan and how SIMPS is addressed within it, to ensure the considerable work done by consultants with input from the Parish, and its therefore valuable content, is not lost. The to be developed WECA SDS should also be monitored to ensure that it picks up the relevant content important to the Parish from SIMPS.