



The Planning Inspectorate

---

# Report to Wiltshire Council

by **Patrick T Whitehead DipTP(Nott) MRTPI**

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 21 February 2017

---

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

## **Report on the Examination of the CHIPPENHAM SITE ALLOCATIONS PLAN Local Plan**

The Plan was submitted for examination on 31 July 2015

The examination hearings were held between 10 and 11 November 2015  
and between 27 September and 5 October 2016

File Ref: PINS/Y3940/429/10

## Abbreviations used in this report

AA	Appropriate Assessment
AM	Additional Modification
ALC	Agricultural Land Classification
BMVL	Best and Most Versatile Land
CLR	Cocklebury Link Road
CSAP	Chippenham Site Allocations Plan
CWS	County Wildlife Site
DtC	Duty to Co-operate
ELR	Eastern Link Road
HLSS	Housing Land Supply Statement
HRA	Habitats Regulations Assessment
LDS	Local Development Scheme
LP	Local Plan
MM	Main Modification
NPPF	National Planning Policy Framework
NE	Natural England
NWRR	North Wiltshire Rivers Route
PPG	Planning Practice Guidance
PRN	Primary Route Network
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SRN	Strategic Road Network
SSR	Site Selection Report
SSVA	Strategic Site Viability Assessment
SWLEP	Swindon and Wiltshire Local Enterprise Partnership
SWOT	Strength, Weakness, Opportunity, Threat
TA	Transport Assessment
WC	Wiltshire Council
WCS	Wiltshire Core Strategy
WMS	Written Ministerial Statement
WMF	Wiltshire Monitoring Framework

## **Non-Technical Summary**

This report concludes that the Chippenham Site Allocations Plan provides an appropriate basis for the planning of the town's strategic site allocations, provided that a number of main modifications [MMs] are made to it. Wiltshire Council has specifically requested me to recommend any MMs necessary to enable the Plan to be adopted.

All the MMs concern matters that were discussed at the examination hearings. Following the hearings, the Council prepared schedules of the proposed modifications and carried out sustainability appraisal of them. The MMs were subject to public consultation over a six-week period. In some cases I have amended their detailed wording and added consequential modifications where necessary. I have recommended their inclusion in the Plan after considering all the representations made in response to consultation on them.

The Main Modifications can be summarised as follows:

- The development strategy has been amended to update the housing requirement and include a revised methodology replacing references to first, second and third preferred areas - MMs 5 - 6;
- Policy CH1 and supporting text has been amended to include smaller extension sites and increase the total housing yield for the strategic area – MMs 7 - 17;
- Policy CH2 and supporting text has been amended to clarify the proposals and address concerns with deliverability - MMs 18 - 26; and
- Policy CH3 and supporting text has been deleted in its entirety – MMs 27 - 29.

## Introduction

1. This report contains my assessment of the Chippenham Site Allocations Plan (CSAP) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan's preparation has complied with the duty to co-operate. It then considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework (paragraph 182) makes it clear that in order to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy.
2. The starting point for the examination is the assumption that the local planning authority has submitted what it considers to be a sound plan. The Chippenham Site Allocations Plan [CSAP/01] submitted in July 2015 is the basis for my examination. It is the same document as was published for consultation in February 2015. The Council proposed changes to the Pre-Submission Draft Plan [CSAP/02] which have subsequently been incorporated in the further proposed changes referred to below. As a consequence of fundamental flaws being identified in the evidence base, the Examination was suspended on 11 November 2015. A revised CSAP [CSAP/14], incorporating further proposed changes [CSAP/11], was submitted to the examination in May 2016.
3. In addition to the consultation on the pre-submission draft CSAP which ran from 23 February to 8 April 2015, representations on the proposed modifications following the period of suspension were sought from 23 May to 5 July 2016. The Council has also consulted on the Proposed Further Modifications arising through the resumed Examination, including the hearing sessions held in September/October 2016, together with the changes proposed to the submission document in July 2015 [CSAP/15]. This consultation ran from 31 October to 12 December 2016. In arriving at my conclusion in this report I have had regard to the representations resulting from all of these consultations.
4. References in square brackets [ ] are to documents forming the supporting information to the submitted draft plan.

## Main Modifications

5. In accordance with section 20(7C) of the 2004 Act the Council requested that I should recommend any main modifications [MMs] necessary to rectify matters that make the Plan unsound and thus incapable of being adopted. My report explains why the recommended MMs, all of which relate to matters that were discussed at the examination hearings, are necessary. The MMs are referenced in bold in the report in the form **MM1**, **MM2**, **MM3** etc, and are set out in full in the Appendix.
6. Following the examination hearings, the Council prepared a schedule of proposed MMs and carried out sustainability appraisal of them. The MM schedule was subject to public consultation for six weeks. I have taken account of the consultation responses in coming to my conclusions in this report and in this light I have made some amendments to the detailed wording of the main modifications and added consequential modifications where these are necessary for consistency or clarity. None of my amendments significantly

alters the content of the modifications as published for consultation or undermines the participatory processes and sustainability appraisal that has been undertaken. Some modifications included in the Council's schedule do not amount to main modifications required to address the soundness of the Plan under Section 20(7C) of the 2004 Act (numbered as MMs 1, 2, 4, 5, 10, 11 and 24 in the schedule) and these are not the subject of recommendations in this report. However they may be considered as Additional Modifications under Section 23(3)(b) of the Act, which provides for the local planning authority to adopt the Plan with additional modifications if (taken together) they do not have a material effect on the policies.

## **Policies Map**

7. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a local plan for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted local plan. In this case, the submission policies map comprises the set of plans identified as the Wiltshire Policies Map as set out in the Wiltshire Core Strategy (WCS).
8. The policies map is not defined in statute as a development plan document and so I do not have the power to recommend main modifications to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the policies map.
9. These further changes to the policies map will be published in due course.
10. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed in the CSAP and the further changes published alongside the MMs.

## **Assessment of Duty to Co-operate**

11. Section 20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A in respect of the Plan's preparation.
12. The Council has provided a statement on the Duty to Co-operate [CSAP/04] which provides evidence that the Duty has been properly discharged. The statement identifies those prescribed bodies relevant to the CSAP. The statement also indicates that many of the issues where cross boundary cooperation is necessary have "*..already been established throughout the preparation of the Wiltshire Core Strategy..*" [CSAP/04, para 4.4], as detailed in the Inspector's Report [CWCO/07; paras 7 - 10]. These include the scale of growth at Chippenham and its role within the settlement hierarchy. Additionally, it notes that the CSAP area is completely within Wiltshire and does not adjoin any other local authority area. Following suspension of the Examination and completion of the revised CSAP, the Council has continued undertaking constructive engagement with the adjacent authorities and prescribed bodies.

13. There is a strategic relationship with Bath, to the west, and Swindon to the east. Accordingly, these two were the relevant local authorities and there are SoCGs for each [CSOCG/03 & 04], indicating that there are no unresolved issues with Wiltshire Council. So far as the prescribed bodies are concerned, SoCGs [CSOCG/06, 07 & 14] indicate there are no unresolved issues. In respect of Highways England [CSOCG/01] and Historic England [CSOCG/02] small changes to the text of MMs 5, 12 and 31 have been agreed and there are no further unresolved issues. A further SoCG [CSOCG/05] indicates there are no remaining areas of dispute between WC and Swindon and Wiltshire Local Enterprise Partnership.
14. Taking the above into account, overall I am satisfied that where necessary the Council has engaged constructively, actively and on an on-going basis in the preparation of the Plan and the duty to co-operate has therefore been met.

## Assessment of Soundness

### Background

15. The WCS, as submitted for examination in July 2012, included Core Policy 10, which identified 3 strategic site allocations for Chippenham (North Chippenham, Rawlings Green & South West Chippenham) to assist in fulfilling its role as a strategic employment location. The Inspector's report of that examination, dated December 2014, [CWCO/07] found that "*in the absence of a sufficiently robust SA, I have insufficient evidence upon which to base a recommendation as to which sites should be developed through until 2026*" (para 2.32). Accordingly, the sites were removed from CP10 in order that the detailed delivery of development within the town and affected areas could be considered robustly through a specific Site Allocations Plan. The submitted CSAP is intended to fulfil that purpose.
16. As indicated in para 2, my initial appraisal and early hearing sessions identified fundamental flaws in the evidence base, in particular the Site Selection Report (SSR) and the Sustainability Appraisal (SA), together with delivery issues concerning the chosen strategy. Consequently the Examination was suspended on 11 November 2015. To be clear, I had not at that time found the submitted Plan unsound: indeed, I had not reached any conclusions regarding soundness. A revised CSAP [CSAP/14], incorporating further proposed changes [CSAP/11], was prepared and the examination resumed in May 2016. The revised Plan is supported by a revised evidence base.
17. There are two significant differences between the submitted Plan and the revised version. The first is the deletion of the 91ha of land forming the East Chippenham strategic site, intended to deliver 850 dwellings and 5 ha of employment land, together with completion of the Eastern Link Road (ELR) from the eastern boundary of the Rawlings Green site to the A4 to the east of Stanley Lane. The second difference is the inclusion of three smaller sites, totalling 11 ha, to provide for up to an additional 400 dwellings, within the South West Chippenham strategic site.

### Consideration of withdrawal

18. There have been suggestions that the resubmitted CSAP has changed so significantly that it should be withdrawn. These are based on the advice in the

Government's PPG, para 024, ref ID: 12-024-20140306, which states that "*..where changes recommended by the Inspector would be so extensive as to require a virtual re-writing of the plan, the Inspector is likely to suggest that the local planning authority withdraws the plan*". It has been suggested that the changes proposed are not only extensive but also significantly different in qualitative terms, whilst the chosen strategy has been replaced by a different strategy. These criticisms have not been accepted for the following reasons:

- the CSAP's single identified purpose – to identify large mixed-use sites at Chippenham – remains intact [CSAP/14, para 2.1];
- it continues to fulfil that purpose in accordance with the overarching policies of the WCS, specifically Core Policy 10;
- the Chippenham Vision and the objectives derived from the WCS remain the same [CSAP/14, paras 3.3 – 3.12];
- the single essential difference between the submitted document [CSAP/02] and the revised version [CSAP/14] lies in the spatial distribution of the strategic sites.

19. There is no public interest which would be served by the Plan's withdrawal. Indeed it can be argued that the opposite is true: that there is everything to be gained by having a plan in place to address the uncertainty which exists through the absence of an adopted Plan. For all of these reasons I have not requested that the Council withdraws the Plan and there is no substantive evidence before the Examination to persuade me otherwise.

## **Main Issues**

20. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings I have identified 8 main issues upon which the soundness of the Plan depends. Under these headings my report deals with the main matters of soundness rather than responding to every point raised by representors.

### **Issue 1 – Is the revised Plan supported by an adequate, up-to-date, relevant and proportionate evidence base?**

21. The revisions to the evidence base are intended to address the identified shortcoming which led to suspension of the Examination so the first issue to be considered is whether the exercise has been successful. These revisions include:

- an enhanced methodology for the SSR [CSAP/12 & CSAP/13];
- a revised SA [CSUS/11-16];
- a revised Strategic Site Viability Assessment (SSVA) [CEPS/17c];
- supplementary Transport & Accessibility evidence [CEPS/04a & 05a];

- a Transport Strategy Refresh [CTAN/14];
- a Riverside Country Park Report [CEPS/19a]

### *The Site Selection Report Enhanced Methodology*

22. There were two fundamental concerns regarding the adequacy of the SSR which accompanied the Submission Plan. The first was the use of a ranking exercise relating to the criteria set down in WCS Core Policy 10 which sought to provide guidance for the site allocations in the CSAP. The criteria were not ranked in the WCS and the basis for the ranking exercise undertaken in the SSR was not clear and neither was there a clear indication of how the ranking influenced the final choices.
23. The second concern was the 2 stage approach to identifying, firstly, broad strategic areas and secondly specific locations within those areas to allocate for development. This resulted in some locations not being evaluated in the same detail as others before being rejected. The basis for the first stage exercise was a narrative approach which did not give confidence that those areas rejected in the first round had been subject to a robust evaluation.
24. The response from the Council was to develop an enhanced methodology which removed the two stage approach to site identification, replacing it with a parallel assessment of strategic areas and strategic sites, culminating in the comparison of alternative development strategies. The ranking of criteria was removed and replaced with an employment-led approach, following the strategy for Chippenham set down in the WCS (para 5.46) and the priority for new employment provision identified in WCS, para 5.48.
25. The revised SSR also undertook a policy review of the Strategic Area Assessments against the six WCS Core Policy 10 criteria using a SWOT (Strength, Weakness, Opportunity, Threat) appraisal. The appraisal replaces the narrative approach with a more consistent and equitable basis for considering each alternative strategic area and alternative strategic site option.
26. The review of the SSR has ensured that all reasonable alternative strategic site options have been included in addition to those already examined. This includes site options in Strategic Areas A and D, together with additional options in Strategic Areas E, B and C.
27. Doubts were expressed at the hearings that the revised SSR had fully addressed the concerns raised over the original submission. These centred largely on the omission of some site options and the premature rejection of others. I have given consideration to individual omission sites at paras 132 - 145, below. However, the purpose of the CSAP is to identify "...large mixed use sites for businesses, new homes and infrastructure.." [CSAP/14, para 1.2]. In general, the consideration of smaller sites would not assist in achieving this purpose. The strategy for the Chippenham area, set down in the WCS, para 5.46, requires that the employment sites "...will form part of mixed use urban extensions...that are well integrated with the town". With this in mind, site options removed from the urban periphery, or without a "...reasonable prospect of planned infrastructure being delivered in a timely



*fashion" [NPPF, para 177] will inevitably be viewed less favourably to those site options contiguous with the urban boundary.*

28. Overall, I am satisfied that the revised approach provides a focussed, thorough and robust appraisal which has successfully addressed the concerns raised prior to suspension of the Examination. The overall conclusion of the SSR, taken together with the SA, is the rejection of the Submitted Strategy in favour of a Mixed Strategy [CSAP/12, para 8.88]. Para 8.89 indicates that the chosen strategy carries the least risk in terms of site specific and generic risks compared to three alternative strategies under consideration [CSAP/13, Appendix 7].

#### *The Sustainability Appraisal*

29. The SA must "*..consider all reasonable alternatives and assess them in the same level of detail as the option the plan-maker proposes to take forward in the Local Plan*". [PPG, para 018 ID: 11-018-20140306]. The SA was subject to detailed examination at the first hearings and was found to be inadequate. The main reason for this was that, like the SSR, it followed a two stage process with only three broad areas taken forward for detailed assessment of locations for development within them. However, in many cases, the differences in performance between the five areas under consideration against the 12 identified SA objectives were unsubstantial to the extent that there was little discernible difference. As a consequence sites which may well have scored highly in the second stage were not taken forward for appraisal.
30. The SA has been updated and supplemented with further work. It assesses a larger set of strategic sites options together with alternative and preferred development strategies. In general terms it has addressed the criticisms of the original report in terms of fairness or even-handedness, and proportionality. In arriving at this conclusion I have noted the judgement in the case of Ashdown Forest Economic Development LLP v SoSCLG [2014] referred to in the Legal Topic Paper [CSUS/18] which indicates that the Local Planning Authority (LPA) has "*..a substantial area of discretion as to the extent of the inquiries which need to be carried out to identify the reasonable alternatives..*".
31. Two specific criticisms concerning the revised SA were raised at the resumed hearings. The first related to the level of detail which it would be reasonable to expect the SA to consider, the specific point being that detailed information on the subdivision of Grade 3 BMVL into 3a and 3b should be used where available. Evidence was provided showing that for some sites this information would be readily available, but not for all sites as the agricultural land classification (ALC) maps do not subdivide Grade 3. However, para 018 of the PPG stresses that the alternatives should be assessed in the same level of detail as the preferred option, whilst the judgement in the case of Ashdown refers to the necessary balance between putting a plan in place with reasonable speed and the objective of gathering relevant evidence. The exercise involved in gathering data to provide the same level of BMVL detail to allow for an equitable comparison of all alternatives would unnecessarily delay the plan process in this instance.

32. The second specific criticism concerned the treatment of one site option – A1. This was assessed as likely to have a major adverse effect against SA objective 1 concerning the protection and enhancement of biodiversity indicating that it may be inappropriate for mixed-use development. As the only site option to receive a red box against this objective, it was thought to be unfairly excluded from further consideration. The accompanying text indicates that the SA concern is the cumulative effects of development of this site together with the adjacent permitted development at North Chippenham, and that mitigation is not considered possible. As a consequence the site was not taken forward into the preferred strategy. This is not evidence that the revised SA is fatally flawed or that the site in question has been unfairly treated. However, the site is considered further as an omission site (paras 135 - 136).
33. The revised SA has been criticised for not properly considering reasonable alternatives. In addition to the site at Barrow Farm (A1), these include Strategic Site Options D1 based around Forest Farm, E6 south of Showell Nursery site and Gate Farm in isolation (other than as part of a wider East Chippenham site). These do not raise fundamental issues with the approach to the SA: rather the sites' promoters consider them to be reasonable alternatives to the preferred option. My conclusion is that the revised SA has provided an adequate response to the criticisms.

#### *Strategic Site Viability Assessment*

34. Whilst the SSR and SA were the most significant areas of concern regarding the evidence base, the SSVA [CEPS/17 & 17a,b and c] was also the subject of criticism. The SSVA analysis used benchmark land values based on research carried out in 2011 for the Department for Communities and Local Government. The conclusion [CEPS/17 para 7.1.3] was that "*..with the exception of South West Chippenham the (strategic) sites do not currently support a policy compliant level of affordable housing*". Looking at the detail, even at the lower range of gross site values (£0.250m per hectare), North and East Chippenham, and Rawlings Green were unable to support more than 30% affordable housing. At the higher gross site value (£0.350m per hectare) none of the three sites would support more than 20%. Taken at face value, on the basis of the SSVA conclusions, it was clear that only South West Chippenham could be said to be compliant with WCS Core Policy CP43: Providing Affordable Homes.
35. A revised SSVA [CEPS/17a] was submitted just prior to the first hearing sessions which stated that note had been taken of the initial appraisal and the Council's response [EX/2]. It showed that all of the strategic allocations would be viable with a 40% proportion of affordable housing. The revised document was submitted *ex post facto* and contrasts with the experience with the Area A S106 negotiations which have resulted in no more than 20% affordable housing being achievable.
36. The matter is of concern since the WCS requires that approximately 13,000 affordable homes are delivered within the Plan period. Chippenham Town is within the 40% zone identified by WCS Core Policy 43 as intended to provide a significant proportion of those affordable dwellings. If the allocated strategic sites cannot be developed viably, then the "*..clear and robust policy*

*framework..*" referred to in the WCS (para 6.42) cannot be delivered in respect of a key location for the delivery of affordable housing.

37. The PPG (para 005) advises that viability assessment can be a tool to assist with the development of plans by ensuring that the plan vision and policies are realistic. The assessment should provide a high level assurance that the plan policies are viable whilst it also suggests the testing of policies should be iterative and that the evidence should be proportionate.
38. In April 2016 the SSVA was updated and extended [CEPS/17b] providing an assessment of 6 strategic sites in total (B1, C1, C4, D7, E2 and E5) using industry standard residual valuation approaches. It provides the high level assessment of general viability of proposals in plan making. The report was further updated in June 2016 [CEPS/17c] as a result of errors in the estimates for strategic transport links. The results have been subject to sensitivity analysis showing that the strategic sites considered for inclusion in the revised CSAP remain viable if sales values decrease by 5%, benchmarked against at the lower end of the CLG range.
39. There have been concerns that the costs of a railway bridge giving access to the Rawlings Green site were significantly under-estimated. These are contained within the costs for strategic transport links which were indicated to be £5.19m in Table 4.7.1 [CEPS/17 & 17a] but have been recalculated in more detailed estimates to be £3.13m in Table 1.1.1 [CEPS/17c]. These revised calculations were the subject of discussion at the hearings.
40. The Government's PPG, particularly para 005 (ID 10-005-20140306), indicates an iterative approach to development plan policies. The advice states that evidence should be proportionate to ensure plans are "*..underpinned by a broad understanding of viability*". The updated assessment uses an industry standard residual approach to test the impact of the Council's policies on site viability. However the report recognises the limitations of the assessment and advises that residual valuations can only ever serve as a guide. Nevertheless, I am satisfied that the updated SSVA provides a satisfactory basis for assessing the viability of the potential strategic sites.

#### *Transport and Accessibility evidence*

41. Following the suspension of the Examination supplementary transport and accessibility evidence was presented in two reports: Part 1a – Assessing Strategic Site Options [CEPS/04a] and Part 2a – Assessing Alternative Strategies [CEPS/05a]. The purpose of these was to align the transport evidence with the revised SA and SSR methodologies, with Part 1a assessing the transport and accessibility attributes of 14 Strategic Site Options and Part 2a assessing the 4 alternative Development Strategies.
42. Part 1a uses the same key themes and '*heat map*' method as in the original Part 1 assessment [CEPS/04]. There have been detailed criticisms of the method in terms of the 6 locations chosen to assess accessibility, for example the use of the Community Hospital as a proxy for health services and the omission of leisure as a location. However, the assessment is part of the wider assessment contained in the SA and SSR. It is also a comparison exercise which seeks to show the transport and accessibility attributes of each site in terms of the 3 key themes.

43. Turning to Part 2a which is concerned with the alternative development strategies, the summary of findings [CEPS/05a paras 4.1 – 4.6 and Table 4-1] indicates that Development Strategies 1 (Eastern), 2 (Southern) and 3 (Submitted) are likely to be "...unacceptable in the absence of a completed link road.." (para 4.3). However, it also indicates that Strategy 4 (Mixed) does not provide an opportunity to complete either an Eastern or Southern Link Road and that "...mitigating the traffic impacts of development would be more challenging" so that, overall, "...a strategy that includes an Eastern Link Road remains preferable in terms of highway network performance" (Para 4.5 – 4.6). Again, there were criticisms of the approach, including those concerned with the impact of development at Rowden Park on the historic village of Lacock (para 65, below). However, in this context the SSR (CSAP/12 para 8.21) indicates that the Southern Link Road Strategy could potentially result in some poor traffic impacts on the local network.
44. The transport evidence has been further strengthened with the submission of the Chippenham Transport Strategy Refresh 2016 [CTRAN/14]. The document provides 8 objectives for which strategy schemes are identified. There have been questions regarding the output from the S-Paramics Transport Model that was used to forecast the impacts of the transport strategy, particularly concerning the level of detail – or lack of – regarding actual flows. The counter-argument, that the model output contained the usual level of detail for policy making where there is no exact land use data, is persuasive since the use of data with a spurious level of detail is clearly of no benefit.
45. In general terms, there has been criticism of the transport and accessibility evidence particularly in terms of the level of detail, traffic impacts and the workability of the transport strategy. However, the exercise undertaken was a comparison of alternatives appropriate in its scope and level of detail. Through the use of an iterative process, it sought to identify a preferred development strategy in a manner proportionate to the requirements of a site allocations plan.

#### *Riverside Country Park Report*

46. Policy CH4 in the Submission Plan delegated much of the detailed matters regarding future management of Country Parks to a masterplan process, and to a management plan to be approved by the Council. Although para 5.33 indicated that the "*long term management of the country parks will be secured by planning obligation relating to individual sites*" no detailed information was provided. This was a matter requiring some clarification. A report of the future management of the riverside country parks has been now prepared jointly by Wiltshire Council and Natural England [CEPS/19a] which considers the future management options available for the provision of country parks, including matters relating to governance and ownership. Its production involved relevant organisations with a potential interest in the ownership and future management of the Country Parks and included detailed consideration of governance options and opportunities for income generation. Overall, the report fulfils the need for a framework for delivery of the Country Parks and a context for the development of masterplans.

### *Conclusion and Recommendation*

47. Considerable additional work has been undertaken by the Council to meet the shortcomings identified in the evidence base which underpinned the Submission Plan. My conclusion is that this has resulted in an adequate, relevant and proportionate evidence base which supports and provides a basis for justification of the proposals and policies contained in the revised Plan. As a consequence of the revised evidence base it has been necessary to substantially revise the methodology section of the Plan to describe the process through which the strategic areas for development have been chosen. Accordingly, in order to be found sound as a basis for justifying the policies and proposals in the Plan it is necessary for the text in paras 4.10 to 4.24 to be amended as provided for in **(MM5)**, and for a new diagram 1 to be inserted to show the new Plan Preparation Steps. As a consequence of the revised process through which allocations were chosen, it is necessary to replace figure 4.1 showing the proposed allocations for inclusion in the Plan **(MM6)**.

### **Issue 2 – Has the revised Plan correctly identified the housing and employment land requirement?**

#### *The Housing Requirement*

48. The WCS, CP10, identified a requirement for at least 4,510 homes to be built at Chippenham by 2026, with a residual land requirement for 2,625 new homes to be found through the CSAP. The Submission CSAP updated that figure as a result of completions, planning permissions and commitments to 1,935 homes. As a consequence of the suspension of the Examination Table 4.1 requires a further update to take account of later HLSS information to show a residual requirement of at least 1,780 homes.
49. I have noted the revised table is based on figures for land supply at April 2015. The LPA has since produced a Housing Land Supply Statement for April 2016, published in November, which indicates a lower residual requirement for Chippenham at 1,661 dwellings and amended trajectories for the North Chippenham and Hunters Moon sites. However, the difference is small and results in a marginal allowance for flexibility within the Plan period.
50. There have been suggestions that the allocation of two strategic sites totalling 2,050 homes represents an 'overprovision'. However, this is not a substantial addition to the residual requirement, and it can be readily justified as an allowance for flexibility.
51. On the contrary argument, that insufficient land has been provided, the Courts have established that the NPPF does not require a site allocations plan to also question whether further housing provision will need to be made: that is the role of the WCS through review. Accordingly I have accepted that the figure of 'at least 1,780' homes is the appropriate requirement for this Plan. Nevertheless, to be considered properly justified, the strategic site allocations must be derived from a current appraisal of the residual requirement. However, the data for housing land supply underpinning the residual housing requirement in the submitted plan had been published in July 2014. Additionally there was no reference to brownfield opportunities, most

importantly proposals at Langley Park (para 52, below). Accordingly, it is necessary to provide amended text at paras 4.3 (**MM3**) to ensure clarity and at para 4.4 (**MM4**) ensuring that this section of the Plan has been positively prepared.

#### *Brownfield sites*

52. It has been suggested that an overprovision of greenfield sites is not necessary when brownfield sites could provide for some capacity. Para 4.3 of the CSAP, as modified by MM3, indicates that figures for housing supply take account of brownfield sites included in Policy Core Policy 9 of the WCS and the Chippenham Central Area Master Plan: specifically including Langley Park. The Langley Park site has been granted outline planning permission - 16/03515/OUT, to include the provision of 'up to 400 residential units'. Within this context, a full permission has been granted to provide 22 residential units -16/04273/FUL. At the time of writing, both of these are subject to the signing of S106 agreements. However, the Council has reported that proposals for the redevelopment go back some 15 years and, whilst an allowance has been included in CSAP for 250 units to be achieved here, delivery cannot be guaranteed. Whilst the Council reports that windfall permissions and completions are likely to show an increase across Wiltshire as a whole [CHSG/08, Appendix 5], historically the delivery of brownfield development has contributed very small amounts in Chippenham.
53. The advice in the NPPF, para 48, is that LPAs may make an allowance for windfall sites provided there is compelling evidence that they consistently become available and continue to provide a reliable source of supply. The SSR provides details of brownfield sites which had been referred to as offering potential for housing, but concludes that this source of supply has been shown to be unpredictable and so no deduction has been made to the residual housing requirement (para 24). There is, therefore, no compelling evidence in the case of the Chippenham local area, and the Council is right to take a conservative view of the likely contribution to be achieved in the Plan period.

#### *Employment Land*

54. WCS Core Policy 10 also identified a requirement for approximately 26.5 hectares of employment land to be found through the CSAP. The employment land is to be allocated alongside the housing land as part of large mixed use sites. The latest update on the employment land requirement, shown at Table 4.2, suggests a figure of 21.5 hectares remains to be found through the CSAP. The strategy for Chippenham is based on delivering significant job growth in order to improve the town's self-containment so the identification of strategic mixed-use sites is a key consideration of the Plan.

#### *Conclusion and Recommendation*

55. On this issue, it is clear that following the period of suspension it would be necessary to update the housing and employment land requirements. It would also be necessary to consider the implications of any changes for the development strategy to ensure that the Plan is positively prepared. In addition to the amendments to paras 4.3-4.4 (**MMs 3 and 4**) the Council has undertaken to update the information contained in the Plan particularly at tables 4.1 and 4.2 on adoption through the use of additional modifications.

### **Issue 3 – Policy CH1 South West Chippenham allocation**

56. The South West Chippenham allocation (Policy CH1), as originally proposed in the Submission Plan, was for 1,000 dwellings and 18ha of employment land. Following the preparation of the enhanced methodology the allocation for the Rowden Park site has been retained as before, although the indicative plan (Figure 5.1) no longer shows a separate employment site to the west of the B4520 as befits a mixed-use allocation. However, 3 smaller extension sites totalling approximately 11ha of land for a total of up to 400 dwellings have been added to Policy CH1, bringing the total development potential for the site to around 1,400 dwellings.
57. The assessment results for Area E, which includes the South West Chippenham allocation, indicate that development here would support the socio-economic objectives relating to housing and would provide for long-term sustainable growth. The only constraint deemed problematic to mitigate is the extent of BMVL land in the area; other environmental matters are deemed achievable to mitigate. There is sufficient developable land within Flood Zone 1, and the area has good access to the A350, to the town centre and to employment areas. The SRR (para 2.18) indicates that, in relation to the primary objective of the Plan – to provide new employment provision in Chippenham - Area E offers the possibility of immediate access to the A350 in a location attractive to investment.
58. There are a number of issues to be addressed relating to the revised allocation which can largely be categorised as:
- The additional allocation is unjustified;
  - concern with additional traffic, particularly on the B4528 and, potentially, on Lacock and Lackham;
  - insufficient weight given to cultural heritage and
  - the potential to increase flood risk.

#### *Justification for the additional allocation*

59. The additional allocation comes through the identification of three smaller sites contiguous with the boundary of the main Rowden Park site, including Showell Nurseries – a brownfield site identified for redevelopment. The three sites were included within Option E5, an option assessed as not encroaching too far into the surrounding countryside and making the best use of available land (SSR, para 5.67). Consideration of the justification for additional land has to be related to the deletion of Policy CH3 East Chippenham allocation resulting in a reduction of 850 dwellings from the total allocations. Although the revised residual requirement shown in Table 4.1 shows a reduction from previous calculations, without additional land for housing there would be a shortfall on the total requirement.
60. The Council's Position Statement for Resumed Matter 6 [RM/6] sets out a number of strengths associated with the extended allocation. These include,

for example, the re-use of previously developed land (the Showell Nursery site), the inclusion of land enveloped by development which will become part of the urban area of Chippenham, and that there are no significant complications to the delivery in terms of infrastructure. The addition of further housing as part of the South West Chippenham allocation will ensure a supply of deliverable land in a sustainable location. In terms of viability, South West Chippenham (Option E5) remains viable with 40% affordable housing adopting a Benchmark at either the upper or lower CLG range and is robust when subject to sensitivity testing [CEPS/17c].

61. The extended Policy CH1 allocation has resulted in the need for amendments to the wording of the Policy, and the supporting text in order for the Plan to be considered as positively prepared and effective. The Council has continued negotiation with the promoters of the main Rowden Park site, reaching agreement [CSOCG/08] to some changes of wording to Policy CH1 to clarify the nature of the proposals **(MM7)** and to the text of para 5.1 **(MM9)**. Other matters include the importance of dealing with environmental issues arising from the location of the Patterdown Rifle Range within the allocated site, and ensuring that development proposals take account of the importance of the mature network of hedgerows and trees. There is agreement between the parties regarding the necessary amendments to the text at para 5.3 **(MM11)**. With these modifications the Plan is sound with regard to the additional extension sites.

#### *Traffic concerns*

62. There has been concern that development at South West Chippenham would have an adverse impact on the road network through increased traffic, particularly at peak times. It is, of course, inescapable that substantial amounts of development, as committed by WCS, Core Policy 10, will have a traffic impact on Chippenham wherever that development is located. So far as the South West Chippenham allocation is concerned, there are 3 aspects to the impact which can be considered separately.
63. Firstly, the Supplementary Transport and Accessibility Evidence, Part 1a [CEPS/04a], Fig 6-1 shows that, in terms of accessibility, site option E5 demonstrates strong potential in all three attributes assessed (sustainable access, highway access and wider transport opportunities). It does, however, highlight a weakness being the distance from secondary schools. The Council recognises the problem and has agreed a bus strategy at planning application stage where school travel arrangements will be agreed [Position Statement RM/6, para 2.12]. This follows the SSR assessment, para 5.60, indicating that due to the strategic location and scale of the site, there is a strong opportunity to develop and improve the current public transport network.
64. Secondly, transport model evidence [CEPS/05], forecasts that, increasing the number of dwellings from 800 to 1,200, would lead to an almost 20% increase in morning peak hour average journey times, with average journey times in 2026 almost double current average journey times. The highway network performance is forecast to deteriorate most around the town centre and the area immediately to the west (Table 3-1). The impact on journey times is clearly unacceptable and the Plan cannot be considered positively prepared and effective unless there is a clear indication of measures to



prevent it happening. There have been revisions to the Chippenham Transport Strategy [*“the Transport Strategy Refresh 2016”*: CTRAN/14] as a consequence and a number of measures including capacity improvements, public transport improvements and improvements to cycling and pedestrian links are proposed. The need for these is identified in a revised para 3.6 (MM2). To address the specific problem of developing beyond 800 dwellings at South West Chippenham it is necessary to amend the text of Policy CH1 at bullet 7, to include a requirement for a set of comprehensive transport improvement measures if the Link Road from the A350 to Cocklebury Road is not open for use (MM7). These modifications will ensure that the Plan has been positively prepared and therefore sound in this respect.

65. The third issue concerns potential impact, in terms of traffic implications for the village of Lacock. It is an historic village and locally it is said to be experiencing increased traffic arising from 'rat running' to avoid congested roads. Traffic has increased universally in recent years and no evidence has been provided to suggest that Lacock has suffered more than other villages, or that any increase has arisen from drivers diverting through the village. However, the village is located outside the plan area for the CSAP and the Transport Briefing Note 4 [CTAN/07] provides a diagram of the model network coverage extending as far as the A350 to the south (figure 1). The Position Statement [RM/6] shows an increase to 2026 over current flows of around 6% on the A350 (para 4.7). However, if there is an increasing impact on the village, this will be a matter for network management. It is not a matter for the CSAP to address and no modification is necessary for soundness.

#### *Cultural heritage*

66. Evidence Paper 7: Heritage Assets [CEPS/11] considers the land south east of Chippenham as Site 3 and provides a thorough assessment of the potential impact of development on known and unknown archaeology, Conservation Areas and Listed Buildings, Registered Parks and Gardens and historic houses and farmsteads. Importantly, it summarises the sensitivities and identifies a high risk of impacts to the historic environment and unknown archaeology and lists required mitigation measures.
67. Some of the mitigation measures relate to matters which would properly be considered at application stage, but the important findings for this Plan are that there should be no development in the immediate vicinity of Rowden Farm, a substantial green buffer along the River Avon corridor and a significant reduction in the extent of the site's southern boundary. In general terms these concerns have been addressed through the proposals included in Policy CH1. These include protection afforded to the Rowden Park Conservation Area, the setting of the Listed Buildings, and the medieval moated site and fishponds Scheduled Monument by the designation of a substantial area of riverside country park and detailed requirements to be developed through the masterplan.
68. The proposed additional site at Showell Nurseries extends the southern boundary of the proposed development but it does provide an opportunity to redevelop a brownfield site and replace extensive derelict greenhouses. The nurseries are partly visible from the entrance drive leading from the A350 to

Lackham College but the southern boundary hedgeline of the nursery site has the potential to be strengthened to mitigate the visual impact of development.

69. Overall the evidence indicates that sufficient regard has been given to the heritage assets. Furthermore it does not support a case for removing the smaller sites on the grounds of impact on heritage assets. An amendment to Policy CH1 was included in the pre-submission changes [CSAP/02] to clarify how new development should best preserve the importance of the conservation area. However, for the Plan to be effective, a further clarification is required to ensure that account is taken of the importance of the landscape setting to the Rowden Park Conservation Area. This is provided by a change to para 5.5 (**MM12**) ensuring soundness.

#### *Flood risk*

70. Evidence Paper 6 [CEPS/10] gave consideration to flood risk in respect of Area E (paras 4.32-4.34). Whilst it concludes that some of Area E has the highest propensity to groundwater flooding, much of this is close to the River Avon where development is not proposed. It also indicates that the drainage effect on downstream settlements could be significant so there would be a need for developments to mimic the greenfield runoff state or improve on it. In addition to modifications to the section on master plans [CSAP/14 para 4.23] provided by **MM5**, for the Plan to be effective it must ensure that the significance of designated groundwater Source Protection Zones is recognised, that network improvements are put in place and that the delivery of sustainable drainage measures is ensured. As a consequence of agreement with the Environment Agency [CSOAG/07] a modification to para 5.10 specific to the Policy CH1 allocation (**MM17**) ensures soundness in respect of flood risk in relation to the Rowden Park allocation.

#### *Conclusion and Recommendation*

71. From the above, there are a number of matters regarding Policy CH1 and its supporting text which require main modifications for soundness reasons. These are: amended text at para 4.18 amending the allocation (**MM5**); amendments to the Policy text to take account of various changes, notably the 3 additional smaller extension sites (**MM7**); replacement of figure 5.1 (**MM8**); and amended supporting text at paras 5.1-5.10, describing the development, clarifying the requirements, and clarifying the situation regarding flood risk (**MMs 9 – 17**). With all of these modifications in place the Policy meets the requirements for effectiveness and positive preparation.

#### **Issue 4 – Policy CH2 Rawlings Green allocation**

72. There are a significant number of concerns with the allocation of Rawlings Green as a mixed-use strategic site in the Submitted Plan. In addition to concerns with the amount of development proposed by the Plan as a whole, the scale of development proposed by Policy CH2 has been an issue in contention, particularly concerning those living near to the site, for example at Monkton Park, or in locations perceived to be subject to impact from the development, for example at Langley Burrell. The following specific concerns form the basis for my consideration of the allocation:

- visual impact, including impact on the surrounding landscape and the separation between Chippenham and Langley Burrell and Tytherton Lucas;
  - traffic implications of the proposals, particularly the potential congestion resulting from the Cocklebury Link Road and the use of Darcy Close for access;
  - agricultural land quality;
  - the potential for increased flooding north of the town centre;
  - deliverability of the proposals reliant on the provision of a rail bridge.
73. The revised Plan retains the allocation in substantially the same form, including the requirement for 650 dwellings, 5 ha of employment land and a 2 Form Entry primary school. The supporting text is also retained with some amendments designed to provide clarity and increased justification. The anticipated delivery of housing remains unchanged (Table 6.1). A recent outline planning application (15/12351/OUT) was submitted for up to 700 dwellings. Whilst the Council has resolved to grant permission subject to a S106 agreement being completed within 6 months, the total number of dwellings has not been challenged. However, for reasons set out below the higher total has resulted in an illustrative plan which raises serious concerns with regard to the ability of the development scheme to meet the Policy requirements in CH2 and para 5.12 which were based on the total of 650. The Planning application was subsequently reconsidered at a meeting in December when it was resolved to defer determination pending the receipt of this report, amongst other information.
74. For the most part, the concerns raised to the submitted Plan have not been satisfied and some concerns regarding the Strategic Site remain. I shall deal with these in turn but first, it is important to consider the location of Rawlings Green in the context of the strategy identified by the WCS for the Chippenham area [CWCS/01, paras 5.46-47] which seeks to provide a sustainable distribution of employment sites in the form mixed use urban extensions, including housing, "*..that are well integrated with the town*". There can be no doubt that Rawlings Green fulfils these requirements, particularly in terms of its proximity to the town centre, railway station and other sources of employment. It is against this that outstanding concerns must be considered.

#### *Visual impact*

75. The visual prominence of the site is not in dispute and it is agreed by those promoting development that there will be a requirement for the provision of a landscape framework to mitigate the site's visual impact on the wider landscape [CSOCG/09, para 4.31]. The SSR (para 5.23), refers to the area's high visual prominence and concludes that development here is "*..likely to make the urban edge of Chippenham more prominent in the wider landscape*". However, it also suggests that, in the wider landscape, the area south of Peckingell Farm is marginally less sensitive in landscape terms. In contrast, the landscape assessment carried out for the WCS [CLAN/01] suggested that "*all of the land at Rawlings Farm is considered to have high visual significance*".

*within the wider river corridor*" (p13), although the report indicated that the extreme western corner of the site, west of Cocklebury Lane, below the rolling ridgeline in a north west direction is an exception to this finding. Amongst the *'qualities to be safeguarded'*, fig 13 of the Landscape Assessment [CEPS/07] indicates the separation to Tytherton Lucas as important. There are also heritage assets in the form of 3 Grade II Listed Buildings within or close to the Strategic Site.

76. From my own observations I share the concerns of those who see development at Rawlings Green as a potential threat to the visual qualities of the wider landscape. Most significant of these concerns are: the visual separation of the urban edge of Chippenham from Peckingell Farm and Tytherton Lucas to the north-east and the visual impact of development on the more open landscape of the river valley and more distant views to the east. It is within these areas that mitigation of the landscape and visual effects of development would be difficult – as acknowledged by the SSR (Appendix 6).
77. Policy CH2, bullet point 5, recognises these concerns with a requirement for strategic landscaping and open space. This is supported by text at para 5.12, together with detailed requirements for the strategic landscape scheme. It is, however necessary, in order for the Plan to be effective, to provide a link from the Policy statement to these detailed requirements by an addition to Policy CH2 **(MM18)**.
78. Equally important to the effectiveness of the Plan, the indicative plan (fig 5.2) shows areas for Country Park under Policy CH4 to the north-east and east of the strategic site to meet the requirement set down in bullet point 6 of the Policy. The area to the north-east would provide a substantial visual buffer between the developed area and Peckingell Farm. However, the illustrative plan which accompanied the application for outline permission (15/12351/OUT) shows significant erosion of the buffer with proposals for employment and residential developments. This would be contrary to the spirit and purpose of the Policy requirements, and the need for the development to *"...have appropriate regard to the setting of Langley Burrell and Tytherton Lucas conservation areas.."*. Also of significance in this context is the indication on fig 5.2 of a narrow strip along the western bank of the River Avon which, taken at face value, would not provide an adequate space to mitigate the visual impact of development on the wider, more open landscape to the east of the River and towards Tytherton Lucas.
79. In order to answer these criticisms, and address the consequent soundness issues, it is necessary to amend the text of the 6<sup>th</sup> bullet point in Policy CH2 to reinforce the need to protect the open character of these areas and link the Policy to Fig 5.2. It is also necessary to expand the text of Policy point 5 to link the requirement to the more detailed requirements set down in para 5.12 and to make specific reference to the impact of development on the exposed valley slopes **(MM21)**. Lastly, it is necessary to amend Fig 5.2 to provide a clear definition of the north-eastern boundary to the proposed area for built development – to include the land within the proposed Cocklebury Link Road, and to redefine the eastern boundary of development so that land up to the 50m contour is within the area defined for Country Park **(MM19)**.

### *Traffic implications*

80. Concerns regarding the traffic implications of the development can be considered in terms of the potential impact of traffic using the Cocklebury Link Road, together with the implications of not completing the link from the B4069 to the A350 in a western direction, and issues related to provision of the rail bridge. This latter point will be considered in respect of the impact on delivery of the full development.
81. The SWOT assessment identifies a 'threat' for Area B, Rawlings Green, in terms of congestion or delay until a link road to the A350 is completed and therefore a dependency on development taking place in Area A – although in the Strategic Area Dependency Table of the SSR this is noted as 'partial', defined in para 2.10 as implying that "***much of the Strategic Area is likely to be dependent on development taking place in another Strategic Area***" (my emphasis). Whilst the level of assessment is high, the need to co-ordinate provision of road infrastructure is identified. The report also comments that "*Without this connection, nearly all traffic to or from Strategic Area B would need to route via Cocklebury Road and the town centre in order to connect with the PRN*". Additionally, the SSR notes (para 2.11) that the degree to which the development is able to afford the necessary infrastructure and provide for all other costs including a proportion of affordable housing "*..has not been determined*". Against this, the latest SSVA [CEPS/17c] updated to June 2016, shows development at Rawlings Green (B1 – 650 units) to be viable with 40% affordable homes.
82. Evidence regarding the impact of traffic using the Cocklebury Link Road was summarised in the October 2015 Transport Briefing Note 2 [CTRAN/05]. In the short term, and in the absence of a Cocklebury Link Road (CLR) but with a development threshold of 200 dwellings, it concludes that there would be a 30% increase in traffic flows and an "*..up to a 55% increase in delay time experienced on the approach to New Road/Station Hill junction compared to the existing situation*". With the CLR open in association with a connection to the A350 or measures of equivalent benefit to that connection, and a development level of 650 dwellings, traffic flows and delays are forecast to be at levels similar to those experienced now (para 4.4). With a full ELR, linking the A350 to the A4, Table 1 in Transport Briefing Note 2 – Rawlings Green Traffic Impact (CTRAN/05) gives the change in vehicle flow as -9% and in queued delay time at Station Hill as -15% compared to 2015 levels.
83. From the evidence, it would appear that completion of a linking road through the North Chippenham, Area A development, to the A350 is an important factor in limiting the impact of development at Rawlings Green on the New Road/Station Hill area. However, according to the S106 agreement, up to 450 dwellings can be occupied at North Chippenham without this link being completed – although there is a proviso that no more than four years shall have passed since occupation of the first dwelling before it is in place. Either way, this suggests that it would be unlikely to be in place before 2022/2023. The housing trajectory indicates that the 200 dwelling limitation on Rawlings Green could be exceeded – triggering the need for the CLR – more than a year earlier. In these circumstances it may be necessary for the Council to fulfil its declared intent to seek to use its ability, or either via the Local Enterprise Partnership (e.g. Growing Places Fund) to resolve any financial

imbalances [*CTTRAN/12, para 11.7*] in order to safeguard the New Road/Station Hill area from undesirable congestion in the short term. It is necessary in order for the Plan to be effective, to recognise the importance of the sequential development of Areas A & B by a revision to the supporting text at para 4.19 (**MM5**). Additionally, amendments to para 5.18 are necessary in order to recognise the sensitivity of traffic levels through Monkton Park and the importance of new infrastructure, including the CLR, to achieving an acceptable long term traffic impact (**MM26**).

84. A document produced by ADL Traffic Engineering Ltd [*RM7/3*] expressed concern that there appeared to be a lower than expected traffic generation from the proposed development and that there would be "*...a severe residual impact on the highway network*". However, this referred to a TA carried out on behalf of the developers specifically related to the planning application (ref: 15/12351/OUT). The ADL document acknowledges that the TA assessed for 900 dwellings compared to the 650 ceiling incorporated in Policy CH2. It follows that little weight can be attached to the evidence in this Examination.
85. Overall, the implications of the Transport and Accessibility evidence is that, long term, there would be little change from the current situation for residents of the Monkton Park area, although short term there would be an increase in delay times at New Road/Station Hill. However, the Chippenham Transport Strategy Refresh 2016 (in draft form) indicates that, through implementing the full strategy, the forecast outcome for 2026 would be the volume of vehicles travelling into or through the town centre reducing by 15% in the morning and 10% in the evening peaks. The impact of the scheme could be expected to reduce the delay forecasts and, to some extent at least, address the short term impacts of the Rawlings Green development.
86. The extension of a road eastwards beyond the Rawlings Green development is not strictly a matter of consequence so far as the traffic implications of the development is concerned. However, it is important to recognise that the CSAP is concerned to provide for development only up to 2026. Beyond the Plan period it may or may not be necessary to provide for continuing development pressures on Chippenham. Whilst such provision is not for consideration in the CSAP it would be prudent and good planning practice to ensure that an ELR could be continued in an easterly direction towards the A4 east of Chippenham if required at a later date. The Council is aware of the need for flexibility and para 5.18 (**MM25**) was amended to indicate a requirement to allow for a road connection to the south-east at a future date if required.

#### *Agricultural land quality*

87. The SA, Addendum 1 [*CSUS/14*] advises that the Option B1 site (Rawlings Green) is comprised predominantly of Grade 2 (very good) BMVL agricultural land and suggests that, as such, mitigation of effects of development would be problematic (p40). It awards a 'Moderate adverse effect (--)' on the generic assessment scale, as is the case with all the site options considered. Looking at the SA of the proposed modifications [*CSUS/16*], Section 4 indicates that the site's status as greenfield and predominantly Grade 2 results in an assessment of major adverse effect (---) with no satisfactory

mitigation possible. This assessment is carried forward into the SA Note on Proposed Further Main Modifications (October 2016).

88. Clearly BMVL land is a matter of concern but this has to be balanced against the need to identify greenfield sites on the edge of town [*WCS, para 5.46*] and that, wherever peripheral development is located, BMVL land will be involved. It also has to be balanced against the allocation's location in relation to existing facilities and services. In this respect the findings of the SA [*CSUS/11*] are that Option B1 (amongst others) is of relatively higher sustainability performance leading to a recommendation to give it consideration for inclusion in a preferred development strategy.

#### *Flood risk*

89. The degree of flood risk arising from allocations has been a source of concern throughout the Examination. Most of the Policy CH2 allocation, and all of the built development proposed is located within Flood Zone 1. This is in accord with the NPPF sequential approach. The CSAP acknowledges that the allocation slopes down to the River Avon and requires that flood risk areas (zones 2 and 3) must remain undeveloped (para 5.11). However, the concerns remain and are based on the fact that Rawlings Green is located above the town centre where there is a record of recent flood events. Increased run-off from the developed areas is believed by some to increase the risk level, and photographs of recent flood events were supplied to the Examination as evidence. According to Evidence Paper 6 [*CEPS/10*], the most recent flooding has affected the bottom of High Street (para 3.1).
90. Evidence Paper 6 advises (para 3.9) that the need to prevent water flows from arriving too quickly at the radial gate in Chippenham centre is particularly relevant in the case of Rawlings Green (Area B). Its analysis (para 4.6) suggests the creation of large impervious areas would lead to additional peak flows joining the river with a consequent high flood risk at the radial gate.
91. However the Council indicates that the Plan has been guided by the Strategic Flood Risk Assessment, and that the specific requirements of Policy CH2 will ensure that future rates of runoff from the development will be less than the existing greenfield rates [*RM/7. Para 6.1*]. This was shown to be achievable by a detailed hydraulic modelling assessment carried out in 2012, referred to in *RM/7*. As a result of the above, to be effective, the specific requirement in Policy CH2, requires support through more detailed text at para 5.11, in order to provide an adequate safeguard against development increasing flood risk further downstream (**MM20**). Figure 5.2 must also be amended to ensure the developable area excludes all land liable to flooding (**MM19**)

#### *Deliverability*

92. Doubts about the deliverability of the CSAP strategic sites were raised in the early appraisal of the Submitted Plan and more specifically for the Area B, Rawlings Green proposals in the letter setting out the reasons for suspending the Examination [*EX/10*]. This focussed on the requirement for the Rawlings Green development to fund a bridge over the railway line to provide a second point of access to Area B. As already noted (paras 80 -86, above) this is

necessary because the site's location will place strain on existing traffic corridors, parts of which are already congested.

93. Initially there were doubts about the ability of Rawlings Green to fund the infrastructure requirements, including the railway bridge, whilst remaining WCS compliant in relation to the provision of 40% affordable housing. Following the suspension of the Examination more detailed costing of the infrastructure [*CTTRAN/12, Appendix B*] was fed into a revised SSVA [*CEPS/17c*]. The exercise has shown the development to be viable with 40% affordable housing and sensitivity testing shows the assessment to be robust.
94. The remaining concern with deliverability of the rail bridge, that of disputed land ownership, was a matter raised as part of the resumed Examination. The small area of land in question lies between the built section of Parsonage Way which ends in a short spur adjacent to the top of the railway embankment and the ownership of Network Rail. The dispute is between Wiltshire Council and adjacent landowner, Messrs Wavin Plastics, each claiming a controlling interest in the land. The matter of land ownership is not a planning matter to be resolved within the Examination process, it is for the parties concerned to seek a resolution, ultimately through the courts. However, there are implications so far as deliverability of the rail bridge is concerned, and therefore completion of the development of the Rawlings Green site.
95. Counsel's Opinion submitted to the Examination, based on documentary evidence [*CTTRAN/15*], and legal advice obtained by KBC Developments Ltd [*RM/7a*], supports the Council's view that – on the balance of probabilities - the land between the kerb-line of Parsonage Way and the boundary of Network Rail's ownership was adopted as highway maintainable at public expense. Even if this were not the case, Counsel's Opinion is that Wiltshire Council could exercise compulsory purchase powers to acquire the land in order to construct or extend an existing highway.
96. From the evidence, and using a common-sense approach to the matter, it appears that the physical layout of Parsonage Way took account of a potential rail crossing and that the narrow strip of land in dispute has no other obvious use. It also appears unlikely that, if the matter of ownership were so important, it has not been disputed in the 20 or so years since this section of Parsonage Way was adopted. In particular, it does not appear to have been the subject of dispute earlier in the process of developing the CSAP and its submission for Examination. For these reasons there do not appear to be insurmountable problems which would prevent the construction of the rail bridge.
97. The future possible electrification of the rail line was raised at the hearings as a potential problem for the construction of a bridge. However, the Council's evidence was that the depth of the cutting at the point of crossing would be more than adequate for the inclusion of electrification apparatus, and no contrary evidence was presented.

#### *Conclusion and Recommendation*

98. There are a number of matters that have required modifications to Policy CH2 and its supporting text in order for the Policy to be properly justified and



made effective. Additionally, I am concerned that development must be coordinated with the timely provision of infrastructure, as stated in the NPPF, paras 162, 173 and 177. As a consequence I have determined that there are significant issues which must be addressed by amendments to the Main Modifications proposed by the Council in order for the Plan to be considered positively prepared and effective. These affect MM5 (para 4.21) MM18 and MM26, and address my concerns with the access to the Rawlings Green site. I am also concerned that the requirement to limit new built development to land above the 50m contour, and provide for extensive tree planting to the eastern boundary of development have not been properly incorporated into Policy CH2 and so I have included amendments to the text of MM18.

99. As a consequence, in order for the Plan to be positively prepared and effective, Policy CH2 requires a main modification (**MM18**); figure 5.2 requires replacement (**MM19**), and the supporting text requires revisions to paras 5.11 – 5.18 (**MMs 20 – 25**). With all of these modifications in place the Policy meets the requirements for effectiveness and positive preparation.

### **Issue 5 – Policy CH3 East Chippenham allocation**

100. The Strategic Site at East Chippenham under Policy CH3 in the Submitted CSAP was the most contentious of the proposed allocations. There were a number of reasons for this. These include: it would not contribute to the objective of improving self-containment; it is upstream of Chippenham and would require considerable works to avoid increased risk of flooding; the concept of the ELR is flawed; landscape evidence shows it to be an open area which would have a wider landscape impact and there are question marks regarding deliverability within the Plan period. Some of these issues were explored in the initial appraisal of the submitted CSAP [EX/1] and further in the letter of 16 November 2015 [EX/10] confirming the period of suspension of the Examination.
101. The conclusion of the revised SSR, Step 6, was that the site (Strategic Site Option C1) should be taken forward for further evaluation as a potential component part of a development strategy. Together with Site Options B1 and E2, it would form the 'Submitted Plan Strategy'. The final choice of a preferred strategy was between the Mixed and Submitted Plan Strategies with the SSR preferring the Mixed Strategy [CSAP/12, para 8.37]. Amongst the concerns identified (para 8.61) with the Submitted Plan Strategy were that the site is recognised as having particular adverse environmental effects that are also problematic to mitigate. In particular, impact on the attractiveness of the Marden Valley north of the North Wiltshire Rivers Route (NWRR) and possibly on the character of the Tytherton Lucas Conservation Area (CA) were matters of concern. Additionally the assessment indicates that even if the housing and employment elements were removed from the more sensitive areas the strategy would still involve the intrusion into those areas of the new road and the traffic it would bring.
102. The SSR also draws attention (para 8.69) to the Site Option falling slightly short in its capacity to deliver policy compliant affordable housing, and

suggests that its viability could be viewed as marginal. This was seen as a significant finding.

103. In summary, the inclusion of the East Chippenham allocation in the submitted CSAP was a consequence of the deeply flawed two-stage site selection process, and the ranking of WCS Core Policy 10 objectives. The revised SSR and SA demonstrate quite clearly that the CSAP, as submitted, was unsound so far as this allocation is concerned. The allocation does not perform as well as those chosen for inclusion in the CSAP, and it is unnecessary to develop east of the River Avon during the Plan period. Indeed, developing east of the river is a 'game-changer' so far as Chippenham is concerned. This is because it has the potential to unlock a substantial area of land for development which would significantly alter the character of the town and surrounding countryside. The merits or otherwise of making this choice are not for debate at this time but for a future Plan.
104. The promoters of the East Chippenham allocation have submitted representations objecting to its removal in the revised Plan. They consider failure to allocate the site would significantly hamper economic growth of the town, frustrate housing delivery, produce unacceptable traffic impact and cause harm to the natural, historic and built environment. Re-instatement of the allocation is sought.
105. The original allocation under Policy CH3 proposed 850 dwellings together with 5ha of employment land and a further 15ha safeguarded for development beyond 2026. However, on 9 March 2016 CSJ Planning, on behalf of the promoters, wrote drawing attention to a new collaboration relating to the delivery of development of an East Chippenham allocation and the related ELR and river crossing. This indicated that the ELR could be delivered early and ahead of the housing.
106. My initial appraisal [EX/1] suggested doubts about the viability and deliverability of the allocation having regard to the need for a new river bridge and associated works to ensure the structure does not impede water flows plus significant flood prevention works in addition to providing a section of the ELR. These doubts are mirrored by a note on viability in the CSJ Planning letter (p4), second bullet [CHSG/13b] which advises that, to the east of the river, "...a critical mass of 1,200/1,500 homes is required as a standalone scheme", although it suggests a lower number may be possible if there was certainty of a second phase. Either way, there can be no doubting the intention that there would have to be a significant commitment to substantial development east of the River Avon in the longer term. This adds weight to my concern that a commitment of this nature has the potential to significantly alter the character of Chippenham.
107. My concerns are also addressed in the revised SSR (Appendix 4, p43) which includes Strategic Site Option C2, described as a large area that corresponds to the land holdings and the extent of land being promoted with an anticipated scale of development in the order of 1,800 dwellings. In addition to the original Strategic Site Allocation in the submitted CSAP, Option C2 includes a substantial tract of land located to the north of the NWRR and extending as far as the River Marden, to include North Leaze Farm. It would potentially bring development to within half a kilometre of the Tytherton

Lucas CA. The Option was rejected during the SWOT analysis in the SSR because of major adverse environmental impacts where mitigation would not be possible and moderate impacts which would be difficult to mitigate. As a consequence the Option was not carried forward into the assessment of preferred strategies.

### *Conclusion and Recommendation*

108. The Submitted Plan Strategy would be unlikely to deliver the ELR east of the River Avon without additional development to address viability issues. This much is, as indicated above, accepted by the promoters although they stress the benefits of this approach which are seen as reducing the scale of development at the Rowden Park site and avoiding harm to the Rowden CA. However, the consequences of increasing the extent of the East Chippenham allocation to ensure viability would have a significant environmental impact, particularly on the open landscape to the north and east, for which the SA concludes that mitigation would be difficult or impossible.
109. A consequence of the Council's amendments, particularly increasing the amount of housing in the Rowden Park Strategic Site through Policy CH3, is that the inclusion of the East Chippenham Strategic Site is unnecessary. It follows that in this respect the Submitted Plan had not been positively prepared and is unsound. The Council has proposed to delete Policy CH3 in its entirety (**MM27**), together with figure 5.3 identifying the allocation (**MM28**) and the supporting text at paras 5.19 – 5.31 (**MM29**). With these modifications the Plan is positively prepared and justified and therefore sound.

### **Issue 6 – Policy CH4 Chippenham Riverside Country Parks**

110. Policy CH4 delegates much of the detailed matters to a masterplan process, and to a management plan approved by the Council. Para 5.33 indicates that the "*long term management of the country parks will be secured by planning obligation relating to individual sites*". No detailed information is provided, although at para 5.33 it is stated that further work is being undertaken to develop the ownership, governance and detailed management of the Country Parks. In order to be positively prepared this is a matter requiring some clarification, particularly in relation to NPPF, para 173, which seeks to ensure the viability of developments.
111. During the period of suspension of the Examination a report, Chippenham Riverside Country Park – Future Management [*CEPS/19a*] was prepared by Natural England and the Council which looked at 3 key questions:
- How should the country parks be managed?
  - What can the developers be expected to do?
  - How would they be funded?

The report looks at the full breadth of future management options and gives consideration to options for governance and ownership of the country parks and provides specific recommendations for the South West Chippenham and

Rawlings Green sections. This has addressed concerns that there was insufficient clarity in the proposed long term management of the country parks.

### *Conclusion and Recommendation*

112. Amendments to para 5.33 provide detail regarding the use of management plans and the requirement for master plans for each strategic site are necessary for effectiveness. They are provided through supporting text for the Policy **(MM30)**. There is also a reference to the report, through an additional modification, to ensure there is a link between the Policy and the Report. This is an appropriate course of action and no further modification is necessary for soundness reasons.

## **Issue 7 – Other Matters**

### *The A350*

113. The WCS (para 5.56) clearly identified the A350 as a potential barrier to development. The accompanying diagram shows the broad 'strategic areas' contained within the area to the east of the A350. Reflecting this guidance, the CSAP (para 2.3) indicated that the A350 is considered to be a clear and logical boundary to the town "*which should not be breached unless other options are exhausted*". The revised Plan amended the text to indicate that the boundary should not be breached "*..by mixed use strategic site development during the plan period*". The amended text has not satisfied those representors who objected previously.
114. From the evidence and from my visits to the area it is clear to me that the A350 is, indeed, a significant and clear cut boundary to the urban extent of Chippenham as identified by the WCS. It is sufficient for the Plan to state that it "*..should not be breached*". The Council has argued that land to the west of the A350 is already protected by being outside the Limits of Development for Chippenham, although adopted policies in the WCS would allow certain developments, such as rural exception sites (WCS Core Policy 44). Accordingly, it suggests implying blanket protection from development would not be in accord with the higher tier policy document. However, the WCS (para 4.15) clearly states that development outside the settlement boundary will be strictly controlled without qualification so there is no need to limit the statement at para 2.3 by reference either to the plan period, or to any specific form of development such as mixed use strategic sites. There is therefore no reason to retain the text. The Council has accepted the argument and has proposed that the extended text should be deleted **(MM1)**. This is necessary to ensure the Plan is justified in this respect.

### *Air Quality*

115. The consequence of development proposals for air quality has been raised as a matter of concern and the Council responded with an addendum to Evidence Paper 2 [CEPS/02a]. In respect of Chippenham it provides details of monitoring, indicating that locations for an exercise across the town in 2012 were chosen where "*...in officers' experience...*" pollutant levels were likely to

be raised. All the locations appear to relate to the PRN. The Chippenham Transport Strategy Refresh [CTAN/14] states that "...there are currently no locations in Chippenham where concentrations of NO<sub>2</sub> exceed the annual mean objective". However, it is a matter of note that there has been no monitoring device in the vicinity of the New Road/Station Hill junction, although this location matches the description in CEPS/02a, para 6.2, of "...terraced, canyon type streets, sometimes with an incline and that are heavily trafficked". Bearing in mind the proposal to route traffic from the Rawlings Green strategic site through this junction the omission is a matter of concern raised during the hearings [RM4/3].

116. During the Examination I experienced use of this junction at a number of different times of day and the particular matter which concerns me is that the development proposed at Rawlings Green by Policy CH2 is acknowledged by the Council to lead to "...a 55% increase in delay time experienced on the approach to the New Road/Station Hill junction, compared to the existing situation" [CSAP/14 para 5.18e]. The Plan expects this to be a short term impact as the Cocklebury Link Road will need to be open beyond the 200 dwelling threshold. There is no doubt that a 55% increase in delay time at the junction would raise the level of air pollutants so the provision of the CLR in association with a connection to the A350 or measures of equivalent benefit to that connection, is crucial to air quality in the longer term. Nevertheless, there is no practical measure incorporated in the Plan to ensure delivery of the link road, for example in the event that the development fails to deliver for one reason or another.
117. During the examination the Council gave an assurance [CTAN/12, para 11.7] that, to ensure delivery of infrastructure, it would seek to use its ability to resolve any financial imbalances and would consider the use of compulsory purchase powers to accelerate the provision of infrastructure. In order to be found sound in terms of effectiveness the Plan has to make it clear that the Council will use its powers to support delivery and I have provided additional text to this effect within Policy CH2 (**MM18**), and paras 5.18b and 5.18e (**MM26**) for this reason.

#### *Reserve Sites*

118. The CSAP does not include reserve sites that could be brought forward in the event of non-delivery of a strategic site allocation. As a consequence Wiltshire Council's approach to reserve sites was raised during discussion on omission sites. The Council's response is set out in a note submitted following the hearing sessions [EX/403]. Essentially, the WCS does not identify reserve sites but it does, for Salisbury, identify 2 broad areas of search that could be brought forward if further land is required in the future as part of the Council's ongoing monitoring process (WCS para 5.112, bullet 6). However, that is in the context of "*broad areas of search for future development around Salisbury*" and the WCS indicates that strategic allocations will be brought forward through a masterplanning process, rather than a strategic allocations plan. It is not, therefore, an equivalent situation to Chippenham, where the strategic site allocations in the CSAP include overprovision to meet the residual housing requirement.

119. In addition to the overprovision, the inclusion of small extension sites as part of the south west Chippenham allocation provides additional flexibility for delivery. This, together with the Wiltshire Monitoring Framework (WMF) and the additional indicators to be employed to trigger a review of the Plan as provided by new paragraphs 6.14a and 6.14b offers adequate safeguards. For these reasons the CSAP is positively prepared without the inclusion of further reserve sites subject to the inclusion of the proposed new paragraphs **(MM36)**.

#### *Sports facilities*

120. The amount of new housing proposed for Chippenham involves a need to balance this with recreational facilities. There is concern that the use of S106 agreements with developers to deliver infrastructure may not be deliverable and that, rather than provision being on a site-by-site basis, developers might consider pooling contributions to provide off-site facilities. The Council has responded on this issue by provided a Position Statement [RM/10] and a Note on the Playing Pitch Strategy [EX/402].
121. Negotiations such as these are generally matters to be dealt with through the masterplanning activity that will refine and develop the detailed distribution of land uses within the strategic site allocations. This activity is identified in para 4.23a, b and c **(MM5)** and para 4.23b specifically identifies the need to apply standards for provision to meet the needs of leisure and recreation. Additionally WCS, Core Policy 52, requires development to make provision in line with adopted Open Space Standards, currently set down in saved policies of the North Wiltshire Local Plan 2011.
122. At the time of writing this report WC is consulting on a draft Wiltshire Playing Pitch Strategy and Wiltshire Open Space Study as a result of which Sport England has withdrawn its objections to the CSAP. So far as the CSAP is concerned the Open Space Study 2015 [CHSG/14] concludes that Chippenham does not have a shortage of outdoor sports provision, whilst a shortage of amenity green space is addressed through proposals contained in Policy CH4 Country Parks. As a consequence the Plan is sound and no modifications are necessary in respect of recreational facilities.

#### *The Strategic Transport Network*

123. There is no part of the Strategic Road Network (SRN) which runs through the CSAP plan area, but the site allocations will have a cumulative impact on the M4 and, specifically, Junction 17. However, mitigation of the impact on J17 is a matter that must be addressed in order for the Plan to be positively prepared. During the period of the Examination's suspension the Council and Highways England continued negotiations, seeking agreement on how to mitigate the impact in relation to J17.
124. The Submitted CSAP did not specifically recognise the need for capacity improvements to J17 as a consequence of the planned growth. However, J17 is part of the A350 corridor and the WCS, CP66 includes a commitment to maintain, manage and selectively improve the corridor. The Council and Highways England agree that the timely delivery of the agreed junction improvement scheme is critical to protecting the primary role and function of the SRN. Additionally there is agreement that it is critical to the sustainability

of the CSAP [CSOCG/01]. Clearly there is a need for the CSAP to recognise the impact that the proposals will have on the SRN, and specifically on J17, and identify the necessary improvements, without which the Plan cannot be found to be positively prepared and effective.

125. The Council has proposed to introduce a new section to the Plan, comprising new paras 5.34, 5.35 and 5.36, to recognise the commitment to the A350 included in the WCS and introduce a new improvement scheme to support the strategic growth in the CSAP. It has also accepted a minor modification to para 5.34 proposed by Highways England. The necessary modification is provided by **(MM31)**.
126. A separate issue has been raised concerning Objective 2, at para 3.6, where reference is made to strategic highway improvements that may be required to accommodate the impact of growth. As a consequence the Council has reconsidered the wording and has agreed a revised third sentence to the paragraph [CSOCG/15], necessary for the Plan to be effective. This will ensure modes of transport such as cycling and public transport receive equal consideration with the motorised form, and will ensure that, in this respect, the Plan is positively prepared **(MM2)**.

#### *Monitoring and Implementation*

127. Chapter 6: Monitoring and Implementation was not in contention as there is already a monitoring and implementation framework – WMF [CWCO/09] – that positions Chippenham in the wider context. This has already been reviewed as part of the examination into the soundness of the WCS. Measures included within the CSAP are additional to those already operating through the WMF.
128. The process of monitoring and implementation is an important factor, ensuring the Plan is effective in delivery of the proposals and accompanying infrastructure. The Council has proposed amendments to the Chapter, replacing table 6.1, housing delivery, with an updated version **(MM32)**; amending paras 6.4 – 6.6 to provide updated text relating to the adoption of a Community Infrastructure Levy **(MM33)**; deleting paras 6.10 – 6.11 and Table 6.2 (the housing delivery trajectory) **(MM34)**. All of these are necessary amendments to achieve an effective Plan. A further consequential amendment to para 6.9 reflects the revised SSVA **(MM35)**.
129. Two new paragraphs – 6.14a and 6.14b - have been proposed. The first of these reflects the relationship between the WMF and the WCS proposals for the Chippenham Community Area under WCS Core Policy 10. The second paragraph provides an additional indicator to the WMF to provide clarity for when a review of the CSAP should be triggered and to ensure timely provision of infrastructure. These are important considerations and the modifications **(MM36)** ensure the Plan is effective in this respect.
130. Perhaps the most significant proposed revision is the introduction of a risk register to help manage and coordinate the delivery of homes and jobs and ensure that the Plan is effective in this respect. It is the Council's intention that its major applications team will take responsibility for implementation and will use the register as a public means to manage risks, and identify responsibilities and mitigation measures [RM/10]. An outline of the risk

register is proposed to be incorporated in the CSAP as Table 6.3 although the register is intended to be a living document. This is a useful innovation where there is a need to manage significant development proposals and so for the Plan to be effective the modification should be incorporated in the CSAP supported by new text at para 6.15a **(MM37)**.

131. Lastly, so far as chapter 6 is concerned, a Glossary of terms is a necessary addition to assist those seeking to use and understand the Plan, and has been added by a Main Modification **(MM38)**.

## **Issue 8 – Omission sites**

132. The CSAP has a very specific remit, identified in para 2.1: "*to identify large mixed use sites..to provide homes and jobs for the town's growing population*" to meet the strategy requirements contained in WCS Core Policy 10. A key consideration is that Policy 10 identifies the need for development to be "*..on land adjoining the built up area*" (para 5.55). These two considerations (large mixed use sites and adjoining the built up area) formed the basis for the chosen allocations.
133. Taking account of the updated residual requirement for housing, the proposed allocations and the revised forecast housing trajectory **(MM32)**, the chosen strategy provides for a total of 2050 dwellings, 270 more than the residual requirement, at April 2015, with (according to the trajectory) 1,925 deliverable by 2026, the end of the Plan period. Taking account of the advice in the NNPF that LPAs should be seeking to significantly boost the supply of housing and the need for flexibility should delivery on any allocated sites be delayed, the CSAP can be seen to provide an adequate supply of land for the Plan period. For this reason there is no overriding justification for allocating additional sites.
134. A total of five omission sites were put forward during the Examination for consideration. These are: land at Barrow Farm to the north and adjacent to Bird's Marsh Wood (Robert Hitchins Ltd); Gate Farm to the east (David Wilson Homes); Forest Farm to the east of Pewsham (Gleeson Developments Ltd); and land to the south of Showell Nursery (Hallam Land Management), together with a fifth, smaller site at Saltersford Lane, put forward for inclusion by Strategic Land Partnerships. All of these, with the exception of the site at Saltersford Lane, were considered by the SSR and SA either as potential Strategic Allocations or included within potential Strategic Locations.

### *Land at Barrow Farm*

135. The proposal for development of up to 500 dwellings at Barrow Farm raises significant concerns in relation to landscape, ecology, and heritage. In particular, the SA outcome shows a significant adverse effect on the Birds Marsh Wood County Wildlife Site (CWS) requiring a buffer zone which would be likely to leave insufficient space to deliver the proposal. This conclusion was based on a cumulative impact, taken together with the proposal for 750 dwellings which already has approval on land to the south-west of Barrow Farm (12/00560/OUT). During my visit I saw the area shown as green space to provide a buffer zone and have formed the opinion that it would not



provide sufficient mitigation to prevent harm to the CWS. I also experienced the degree of separation between Chippenham and the Langley Burrell CA and concur with the finding of the SA regarding the potential impact of development on land contributing to the setting of the CA.

136. A further issue raised at the hearings following discussion in respect of the land at Gate Farm (paras 137 - 138, below), is the assertion that account was not taken of evidence regarding the extent of BMVL within Strategic Site Option A1. My findings in respect of Forest Farm (paras 139 – 141) are equally applicable to this site. The data available to the SA exercise showed only Grade 3 land, without any distinction between 3a and 3b. This is the case for all alternative sites and since both the SA and the SSR exercises are comparative ones, there is no discrimination or unfairness involved in the selection process. Indeed, if more detailed information were to be used in respect of one alternative, it could be argued that the assessment showed bias in its favour.

#### *Land at Gate Farm*

137. The land at Gate Farm extends to some 7ha, for which a development of up to 140 dwellings is proposed. It is argued that the location is a sustainable one which, in the event that the East Chippenham allocation is deleted, would provide choice and competition to the market, provide for early delivery of housing and facilitate delivery of the southern junction and first phase of the ELR.
138. However, looking at the wider picture, development along the A4 eastwards has taken the form of a linear extension terminating at Abbeyfield School and Stanley Lane, whilst Pewsham appears as a development isolated from the main town by the River Avon. There are two issues with an allocation at Gate Farm. Firstly, it is not of sufficient size to form a large mixed use strategic site allocation on its own and to be considered would have to form part of a larger allocation as is the case with the smaller extension sites proposed for the Rowden Park allocation. Secondly, on its own, and without the East Chippenham allocation Gate Farm is not a sustainable location and would simply extend the linear development of the A4 further into the open countryside to the east. For these reasons it is not an appropriate allocation.

#### *Land at Forest Farm*

139. The promoters of Forest Farm control a significant area of land, extending to some 42ha, to the south east of the town and on the A4 beyond Pewsham. In total it could accommodate up to 700 dwellings and an area of employment land. It could arguably be described as a 'large mixed-use site' meeting the requirement for a Strategic Site allocation. Amongst the potential benefits of the development proposals would be reinstatement of a section of the Wilts and Berks Canal, a heritage asset, which lies within the southern part of the site.
140. It is suggested that the revised site selection process has treated the proposed allocation, identified as Option D1 in the SA, unfairly particularly in respect of the assessment of BMVL. It is suggested that the site is 80% Grade 3b or lower, whereas the SA treats all Grade 3 land as resulting in adverse effects against SA objective 2. The assessment indicates that

development of the site would result in the permanent loss of BMVL but table A7 [CSUS/14] indicates that "the precautionary approach to Grade 3 land presumes all Grade 3 land to be BMV land". The Council has advised that comparable information on BMVL is not available for all potential sites so that the precautionary approach was adopted. The SA involves comparative assessment of the reasonable alternatives so it is right that comparative evidence should be used.

141. However, even if the assessment regarding BMVL is discounted, the site has other disadvantages which lead to its exclusion as a strategic site allocation. In particular the location is remote from the main town and as a result it cannot be described as sustainable when other, more accessible locations are available. The remoteness of the location is emphasised by the presence of a ridge at the western boundary of the Pewsham development and an eastward facing slope to the Forest Farm site so that it appears as part of the more open landscape rising towards Derry Hill and Bowood House. It is argued that it would provide employment land, suggested by the promoters to be "well located", and could deliver 40% affordable housing and a school site amongst other benefits. However, although the development would support increased use of the existing public transport along the A4, it would not assist in improving access to the PRN which is identified as weak. For all of these reasons there are better locations for large scale development as shown by the SSR and so it is not an appropriate location for a strategic site allocation.

#### *Land to the south of Showell Nursery*

142. The land to the south of Showell Nursery is not promoted as a self-contained Strategic Site Option but as an extension to the Rowden Park allocation. It forms part of Option E3 for which the SA gives an overall assessment of no major adverse effects from its development. There is a moderate adverse effect against one of the environmental objectives but it would provide good quality affordable homes, and mix of uses with strong access to employment and to the PRN. Nevertheless, there are significant landscape impacts to take into account. The SWOT analysis rejects the site on the grounds that it extends the development furthest south and is the least preferred option in relation to landscape impact. This is particularly true of this omission site which is part of E3 and appears as part of the open countryside with the ground rising gently towards the southern boundary beyond which there is a lightly wooded ridgeline. Overall, the location's weak access to the town centre and the potential impact of development on the countryside setting suggest that other site options should take precedence in the selection process.

#### *Land at Saltersford Lane*

143. The site at Saltersford Lane extends to a little under 2.5ha and is capable of accommodating up to 80 dwellings, located between Saltersford Lane and the railway line, and east of the Hunters Moon proposed development. The site has previously been granted planning permission but this was not implemented and has now lapsed. The promoters of the site, Strategic Land Partnerships, consider it should be included in the plan as a smaller extension site, possibly to the Hunters Moon site – similar to those included under Policy CH1 – or, alternatively, that the settlement boundary should be extended to

include the site. A Position Statement identifying unresolved issues has been agreed with the Council [SO CG/16].

144. Hunters Moon is not a Strategic Site Allocation in the CSAP, but an existing commitment. Although planning permission was granted, subject to the signing of a S106 agreement, almost 3 years ago development of the site has not yet commenced. The Council's latest Housing Land Supply Statement, November 2016 [CHSG/08a], indicates that the Hunters Moon site will not produce dwelling units until 2020/21. In this circumstance the Council is right to consider the risk that the Saltersford Lane site could be promoted in isolation resulting in poorly co-ordinated new development without local infrastructure being in place. As a consequence it would not be good planning in the short term to include the site as a small extension to Hunters Moon.
145. In respect of the alternative possibility, the Council has applied a consistent approach to the identification of settlement boundaries across the County. This includes the treatment of existing commitments, which are not yet developed, as not currently part of the built-up area. Applying the same principle the suggested alternative approach, involving an extension to the settlement boundary, would also not be appropriate. Accordingly no modification to the Plan is proposed or necessary for soundness reasons.

## Assessment of Legal Compliance

146. My examination of the compliance of the Plan with the legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The CSAP has been prepared in accordance with the Council's LDS January 2015 although adoption will be delayed through suspension of the Examination.
Statement of Community Involvement (SCI) and relevant regulations	The SCI (update) was adopted in July 2015. Consultation on the Local Plan and the MMs has complied with its requirements.
Sustainability Appraisal (SA)	SA, as amended, has been carried out and is adequate.
Habitats Regulations Assessment (HRA)	The Habitats Regulations AA Screening Report July 2015 sets out why AA is not necessary and the conclusions were confirmed as remaining sound in April 2016. Natural England supports this.
National Policy	The CSAP complies with national policy except where indicated and MMs are recommended.
2004 Act (as amended) and 2012 Regulations.	The CSAP complies with the Act and the Regulations.

## Overall Conclusion and Recommendation

147. The Plan has a number of deficiencies in respect of soundness for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explored in the main issues set out above.

148. The Council has requested that I recommend MMs to make the Plan sound and capable of adoption. I conclude that with the recommended main modifications set out in the Appendix the Chippenham Site Allocations Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

*Patrick T Whitehead*

Inspector

This report is accompanied by an Appendix containing the Main Modifications.

## Appendix – Main Modifications

The modifications below are expressed either in the conventional form of ~~strikethrough~~ for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

The page numbers and paragraph numbering below refer to the submission local plan, and do not take account of the deletion or addition of text.

Ref	Page	Policy/ Paragraph	Main Modification
MM1	10	2.15	Amend paragraph 2.15 as follows:  <p>"The A350 is one such barrier to development, but is also considered to be a clear and logical boundary to the town, which should not be breached <del>by mixed use strategic site development during the plan period</del> unless other options are exhausted."</p>
MM2	17	3.6	Amend paragraph 3.6 as follows:  <p>"It is important that housing delivery is managed throughout the plan period to ensure that it takes place in step with the provision of new infrastructure. <u>As well as facilities forming a part of development, this may, for instance, include strategic highway transport improvements that may will be required to accommodate the impact of growth, including measures for cycling, walking and public transport access to the town centre and employment areas.</u> The Core Strategy already identifies a number of improvements needed in Chippenham which need to be provided alongside development <u>including enhanced health and emergency services. This is also recognised in the Infrastructure Delivery Plan (September 2013) which identifies extended GP services as prioritised essential infrastructure.</u> The NHS and GPs in Chippenham are working towards a detailed proposal for delivering these <u>enhancements.</u> Sustainable construction and low-carbon energy will be integral to the development of all strategic sites."</p>
MM3	21	4.3	Amend paragraph 4.3 as follows

			<p>"The data included in the Wiltshire Core Strategy identified that land for a further 2,625 new homes would be required at Chippenham to meet the at least 4,510 homes to be built by 2026. However, figures for housing supply are constantly changing. <del>for example, since these were first published a further large site at Hunters Moon has been granted permission subject to the signing of a Section 106 Agreement. Figures also take account of brownfield sites identified in Core Policy 9 of the Wiltshire Core Strategy and the Chippenham Central Area Master Plan such as redevelopment proposals at Langley Park.</del> The latest housing land supply statement assessment therefore indicates that the residual requirement at Chippenham is now at least <del>1,935</del> <u>1,780</u> homes."</p>
MM4	21	4.4	<p>Add additional text to paragraph 4.4 as follows:</p> <p><del>"The Housing and Employment commitments form part of the present development strategy for Chippenham and should be delivered within the plan period in order to ensure at least the rate of growth proposed in the Core Strategy. as it is assumed the housing arising from the commitments will be built within the plan period and will ensure the overall scale of growth proposed in the core strategy is achieved. "</del></p>
MM5	23-25	4.10 – 4.24	<p>Amend paragraphs 4.10 to 4.24 as follows. Insert the diagram 1 shown in appendix 1 after paragraph 4.14.</p> <p>"Methodology</p> <p>4.10 The Wiltshire Core Strategy sets a minimum amount of additional housing and employment for Chippenham between 2006 and 2026. It also establishes a set of six criteria to guide Chippenham's expansion (the Core Policy 10 criteria). These form the central basis for selecting 'strategic sites'. A strategic site assessment framework was developed to define how the Core Policy 10 criteria are interpreted and was informed by comments from the community and other stakeholders.</p> <p>4.11 The WCS identifies, diagrammatically, a set of indicative strategic areas located east of the A350 as potential areas of future expansion for strategic mixed use sites. The 'strategic areas' are defined by barriers such as main roads, rivers and the main railway line. Land west of the A350 is not considered a reasonable</p>

alternative for the allocation of strategic sites. The Council's reasoning is set out in Briefing Paper 2, which explains the definition of strategic areas <sup>(34)</sup>.

4.12 The strategic areas and options for strategic sites have been assessed using sustainability appraisal. Sustainability appraisal performs a similar task to the strategic site assessment framework and reports on likely environmental, social and economic effects of the options in order to inform decision making. This work has been carried out independently to the council <sup>(35)</sup>. (Chippenham Site Allocations Plan: ~~Draft Sustainability Appraisal Report volumes 1 and 2, Atkins, February 2015 April 2016)~~)

4.13 Each of the strategic areas has been assessed to see how they perform against the criteria contained in the core strategy as well as the sustainability appraisal. ~~This culminated in a preferred area being selected. The next stage was to generate a set of site options within the preferred area. Each site option had to be capable of delivery and of containing the individual infrastructure requirements necessary to support their development (like schools and open spaces), plus accommodating other place shaping or environmental constraints (such as important historic assets or landscape features). The performance of detailed site options was then also assessed against the criteria, evidence through the strategic site assessment framework, as well as sustainability appraisal and a preferred site option selected. A result of that process was to suggest different patterns for the town's growth involving different strategic areas. These are termed 'development concepts'.~~

4.14 ~~As the overall scale of development could not be achieved within the first preferred area, the two stage process was repeated. The next preferred area was selected in light of the proposals emerging from the previous preferred area, taking into account the scope for any links or combined effects between them. The process was then continued culminating in the selection of a third site option. The detailed process is explained in the report on the Site Selection Process. (36) Based on information in the Council's Strategic Housing Land Availability Assessment more than twenty potential strategic site options were examined. An assessment of these~~

sites removed those that could not realistically be considered developable, suitable and achievable, reduced the number to 14 site options that were the looked at in greater detail using both sustainability appraisal and an assessment of their strengths, weakness, opportunities and threats in terms of how they performed against the guiding criteria contained in WCS Core Policy 10. Based on these assessments and how well each strategic site option fitted with a development concept, four alternative strategies were compared, again using sustainability appraisal and SWOT assessment, and a preferred strategy selected. The process is set out diagrammatically below:

~~4.15 As a result of this process the preferred options are as summarised below. A preferred strategy has been selected and modified to take account of the risks and constraints identified through the assessment process. These proposals have also been subject to sustainability appraisal. As a result of this process the preferred strategy is summarised below.~~

#### The Proposals

~~4.16 The assessment of strategic areas is set out in detail in the Chippenham Site Allocations Plan: Site Selection Report (February 2015) which weighs up the most appropriate broad directions for Chippenham to expand. The result of the assessment has shown that immediately north and south of the town represent the first preferred strategic areas for growth (Areas A and E in Figure 2.2). The assessment of strategic areas, site options and alternative strategies is set out in detail in the Chippenham Site Allocations Plan: Site Selection Report (May 2016). The preferred strategy represents a combination of development concepts that capitalise on the locational advantage of the A350 corridor.~~

4.17 The Council ~~is already disposed to grant~~ has already granted consent for a significant development north of Chippenham, located in Area A (see above) for a mix of uses including up to 750 new homes (Land at North Chippenham 12/00560/OUT). This development would have access to the A350 and it would provide a road built to a distributor road standard offering the opportunity for it to have a wider role in the network. This road can also provide a clear visual and man-



made boundary to the town. The evidence suggests that further development north would have detrimental landscape and ecological effects, in particular with respect to cumulative impacts on the value of Birds Marsh Wood County Wildlife site, and fails to meet Criterion 5 (Landscape) of Core Policy 10 without offering significant benefit over and above the development already permitted.

~~The first preferred area~~ South West Chippenham

~~4.18 Within Area E, SW Chippenham is an immediate phase of development geared to provide deliverable land for employment and housing. The proposals are to meet the great majority of land required urgently for employment development on an 18ha site at Showell Farm. This will provide serviced land for a variety of uses. Landscape impacts are acceptable and land for employment development is well located and can be brought forward relatively quickly. A strategic site is identified for approximately 1,000 new dwellings and 18ha land for employment at South West Chippenham. This is in the mid range of site capacity options examined. The housing trajectory indicates that about 850 dwellings could be built. The SW Chippenham allocation comprises the Rowden Park site which is identified for approximately 1,000 new dwellings and 18ha land for employment and additional smaller extension sites identified for approximately 400 new dwellings. The housing trajectory indicates that about 1400 dwellings could be built in the remainder of the Plan period, looking to 2026 (see Table 6.1).~~

~~The second preferred area~~ Rawlings Green

~~4.19 The second preferred area is Area B north east of the town at Rawlings Green. While this area performs well against Core Policy 10 criteria 3 (road network) and 4 (accessibility), it is a prominent area where development may have a wide landscape impact. Detrimental effects would need to be mitigated by an appropriate design and layout. Within Area B a site option for a low density of development and extensive strategic landscaping is identified for development at Rawlings Green. Proposals require a low density of development and extensive strategic landscaping is identified for development at Rawlings Green. This would be capable of~~

			<p>accommodating up to 650 new dwellings and 5ha of land for employment generating uses. Up to 200 new homes could be accommodated before a new link road is needed to connect the site over a new railway bridge to the distributor road provided as part of the North Chippenham development in Area A. <del>The preferred option is to</del> <u>This new road link will continue this new road link</u> through the site to Monkton Park, which would provide a new access route to the A350 for the north of the town avoiding the town centre. It will serve the development itself and relieve current congestion that might otherwise worsen unacceptably on routes into and out of the town centre. <u>It is an objective of this Plan that the route through North Chippenham connecting the B4069 with the A350 must be in place before any development commences beyond the first phase of 200 dwellings on the Rawlings Green allocation.</u></p> <p>4.20 <del>These proposals (preferred Area E and second preferred Area B) mirror the locations selected previously as a part of preparing the Wiltshire Core Strategy. Together these sites provide land for approximately 1,650 new homes. The housing trajectory indicates that 1,500 of these homes can be built within the plan period which is less than the number needed to meet the housing requirements (see Table 6.1). A third preferred area is therefore required to ensure 1,936 homes can be delivered by 2026. The two sites can accommodate a total of approximately 2,050 homes although it is possible that not all this number will be built within the plan period to 2026. At a late point in the current plan period land allocated land may contribute to meeting housing requirements for the next plan period and reduce the potential for a fall off in housing supply while a new plan is emerging for the period beyond 2026. The scale of development recognises the additional complexity of ensuring deliverable land. The amount of land allocated results in a scale of development that therefore exceeds the requirements set out in the Wiltshire Core Strategy. A choice of new locations for new homes provides a flexible choice of deliverable sites in terms of a range of potential house builders and the choice of homes. It also recognises that it is possible that not all large strategic sites will be completed in the Plan period and the risks associated with the greater level of complexity involved in the delivery of large strategic sites.</del></p>
--	--	--	--

		<p>The third preferred area</p> <p>4.21 Area C (as indicated on figure 2.2), east Chippenham, represents the third preferred area. This area, especially north of the cycleway, represents an area that is open and, like Rawlings Green, will have a wider landscape impact. In particular, considerable work will be needed to avoid increased flood risks to the Town and elsewhere. Indeed development should reduce such risks. This area has no obvious features that form a logical natural boundary. The chosen site option creates a new potential boundary by taking a new distributor road to form a landscaped corridor that would provide visual containment following a similar approach used for the existing Pewsham area in the south of the Town and as proposed at North Chippenham. The site identified at East Chippenham can accommodate approximately 850 new dwellings and approximately 20ha of land for employment use, partly recognising this will contribute to meeting employment land needs beyond 2026. As a part of its development it will provide a distributor standard road crossing to the River Avon and complete an Eastern Link Road for the town connecting the A4 to the A350, mitigating much of the congestion that would otherwise occur(37). <u>Development at Rawlings Green involves building new roads in step with the development, including completion of a link between Cocklebury Road and the A350, together with the provision of a new bridge over the railway, in order to ensure there are no unacceptable traffic impacts and so that the wider benefits to the network are achieved as soon as possible. The proposals also include large new areas along the River Avon for country parks. These will provide easier and direct public access to the countryside for all residents and visitors. They will also include areas set aside to be managed to protect and improve their nature conservation value. As a substantial corridor of land it also provides opportunities for new and improved cycle and pedestrian links around the town, as well as to and from the town centre. These proposals go a substantial way to fulfilling a longstanding aspiration to capitalise on the River Avon as an asset to the town.</u></p> <p><u>4.21a Both proposals safeguard the potential for future road alignments to the east and south of the town and require that their design and layout must not prohibit road connections in the future. This is based on evidence prepared for the Plan</u> <sup>(1)</sup></p>
--	--	--

that indicates an Eastern Link Road and/or a Southern Link Road may be longer term solutions to improving the town's network resilience. The policies ensure that development during the Plan period does not undermine the future development of the town and will enable further investment in roads to support the growth of the town if required in future plan periods.

(1) Position Statement Improving Network Resilience in Chippenham and Transport and Accessibility Evidence Paper Part 2a : Assessing Alternative Development Strategies

~~4.22 The three sites to be allocated can accommodate a total of approximately 2,500 homes of which around 2,350 may be built within the plan period to 2026. The remainder will contribute to meeting housing requirements for the next plan period and reduce the potential for a fall off in housing supply while a new plan is emerging for the period beyond 2026. The amount of land allocated results in a scale of development that therefore exceeds the requirements set out in the Wiltshire Core Strategy. It is justified by the need to provide a flexible choice of deliverable sites in terms of a range of potential house builders and locations around the town. It also acknowledges that not all large strategic sites will be completed in the Plan period. A main justification is that by so doing the Plan provides a framework which will deliver road infrastructure necessary to support the Town's long term growth potential, safeguarding the role of the Town Centre and the functioning of the A350 in the County's economy by addressing the potential for congestion that is an inevitable by product of housing and employment development.~~

~~4.23 Each of the proposals involve the building of new roads in step with the additional development proposed in order to ensure there are no unacceptable traffic impacts and so that the wider benefits to the network are achieved as soon as possible. The proposals also include large new areas along the River Avon for country parks. These will provide easier and direct public access to the countryside for all residents and visitors. They will also include areas set aside to be managed to protect and improve their nature conservation value. As a substantial corridor of~~

land it also provides opportunities for new and improved cycle and pedestrian links around the town, as well as to and from the town centre. These proposals go a substantial way to fulfilling a longstanding aspiration to capitalise on the River Avon as an asset to the town.

#### Master plans

4.23a The following proposals establish the principles of development at South West Chippenham and Rawlings Green and East Chippenham based on evidence prepared that is appropriate to plan making. Each policy also requires any application to be informed by a master plan which will reflect additional evidence prepared at a level of detail to support a planning application as well as the principles and requirements established in policies CH1 and CH2 and CH3. Such evidence will include, but is not limited to a Landscape and Visual Impact Assessment, Heritage Assessment, Biodiversity Report, surface water management plan, Flood Risk Assessment and Highways Statement. Such new evidence can be used as a material consideration when considering a specific planning application. A master plan will refine and provide a more detailed distribution of land uses for each site than that shown in the indicative plans (figures 5.1-3). Further detailed landscape assessment may suggest boundaries that have a better visual impact. A minor variation in site boundaries from those on the policies map may therefore be justified on new evidence presented at the time of the application on landscape grounds.

4.23b Adopted standards for provision to meet leisure and recreation needs will be applied to each of the proposals. An audit of existing open space assets concludes that Chippenham does not have a shortage of outdoor sports provision. A shortage of amenity green space, parks and areas for informal recreation is addressed by provision for substantial open space by proposals contained in policy CH4.

4.23c A master plan will also include an explanation and show the nature and location of surface water management measures.

4.24 The proposals in the Chippenham Site Allocations Plan must be read in

			conjunction with the Wiltshire Core Strategy. Proposals for new development will be considered against all relevant policies, including those relating to place shaping and high quality design. As with all planning applications the general policies, for example affordable housing (Core Policy 45), sustainable construction (Core Policy 41), high quality design (Core Policy 57) in the adopted Wiltshire Core Strategy apply to the consideration of these sites. The developers of strategic sites will prepare Sustainable Energy Strategies setting out how proposals meet carbon reduction targets, and identifying how maximum targets can be achieved, particularly where lower cost solutions are viable (such as Combined Heat and Power)."
MM6	26	Figure 4.1	Replace figure 4.1 as indicated in appendix 1.
MM7	29	CH1	<p>Amend policy CH1 as follows:</p> <p>Policy CH 1 South West Chippenham</p> <p><u>Rowden Park Site</u></p> <p>Approximately 171ha land at South West Chippenham, as identified on the policies map, is proposed for mixed use development to include the following:</p> <ul style="list-style-type: none"> <li>• 1,000 dwellings</li> <li>• 18ha of land for employment (B1, B2, and B8 uses of the Use Classes Order) <u>adjacent to the A350</u></li> <li>• Land for a 2 Form Entry primary school</li> <li>• A local centre</li> <li>• <u>Approximately 100ha</u> <del>104ha</del> as a riverside country park</li> <li>• strategic landscaping and open space to retain and reinforce existing hedgerows and establish new areas of substantial planting</li> <li>• no more than 800 homes to be completed before the Cocklebury Link Road (from the A350 to Cocklebury Lane) is open for use <u>or a set of comprehensive transport improvement measures of equivalent benefit</u></li> </ul>

Development will be subject to the following requirements:

1. surface water management that achieves equivalent or less than current Greenfield rates of run-off
2. ~~financial contributions toward provision of new schools~~ provision of sufficient school capacity to meet the need created by the development
3. A marketing strategy to be agreed with Wiltshire Council and carried out to ensure the early release of serviced land for employment is available for development before the completion occupation of the 50th dwelling
4. ~~a pedestrian and cycle route across the River Avon connecting to the town centre~~ enhanced routes for cycling and walking to and from the town centre
5. a design and layout that preserves or enhances the importance and settings to designated heritage assets
6. Design and layout of development must not prohibit a potential future road connection to land to the east from the A350 to the river.
7. measures to enhance the character of the Rowden conservation area
8. a design and layout that allows for the appropriate integration of the smaller extension sites included on the policies map.

Development will take place in accordance with a main masterplan for Rowden Park, the main site, as shown on the policies map, approved by the Council prior to commencement. The master plan will be informed by detailed evidence which will include a Landscape Visual Impact Assessment, Heritage Assessment, Biodiversity Report, Surface Water Management plan, Flood Risk Assessment and Highways Statement.

#### Smaller Extension Sites

Approximately 11ha of land at South West Chippenham, as identified on the policies map, is proposed for ~~mixed use~~ residential development to include the following:

			<ul style="list-style-type: none"> <li>• <u>Up to 400 dwellings</u></li> <li>• <u>Strategic landscaping and open space, to retain and reinforce existing hedgerows and establish new areas of substantial planting including the retention of important hedgerows, where appropriate, to provide a 'soft' urban edge to development.</u></li> </ul> <p><u>Development will be subject to the following requirements:</u></p> <ol style="list-style-type: none"> <li>1. <u>a design and layout that integrates with the Rowden Park site in terms of meeting local community needs and traffic management</u></li> <li>2. <u>that adequate infrastructure is available to serve the needs of the development</u></li> <li>3. <u>financial contributions towards provision of new schools and other infrastructure necessary to enable development to proceed</u></li> <li>4. <u>surface water management that achieves equivalent or less than current Greenfield rates of run-off</u></li> <li>5. <u>a design and layout that preserves the importance and settings to designated heritage assets"</u></li> </ol>
MM8	30	Figure 5.1	Replace figure 5.1 as shown in appendix 1.
MM9	31	5.1	<p>Amend paragraph 5.1 as follows and new paragraphs 5.1a and 5.1b:</p> <p><u>"5.1 The development of this area requires a comprehensive treatment to the western side of the River Avon south of Chippenham. To support a supply of deliverable land, treatment of the site will be divided between the Rowden Park site and smaller extension sites.</u></p> <p><u>5.1a The Rowden Park site will provide a mixed use development and comprises the site allocation as shown on the Policies Map excluding the smaller extension sites. This will provide a mixed use development. Much smaller sites are likely to provide additional housing once the Rowden Park site progresses and as the urban area is extended outwards from the town.</u></p>



			<p><u>5.1b Development will therefore be led by a single master plan for a predominant part of the site, the Rowden Park site, as shown on the policies map. Proposals for this site are well advanced and this site will set in place employment land, land for a new school and other infrastructure. Master planning will show comprehensive transport linkages within the allocation and to key destinations elsewhere. It is envisaged that further opportunities for development will arise as development envelopes the other parcels of land, but as the detailed design and timing of these sites has yet to be determined, they need not form part of the Rowden Park site masterplan."</u></p>
MM10	31	5.2	<p>Amend paragraph 5.2 as follows:</p> <p>'A key element of these proposals is the early release of serviced land for employment development for a range of uses. With easy access to the A350 and M4 <del>premises within an attractive environment</del> the area will accommodate existing local businesses looking to expand and attract inward investment from further afield. The Council with its partners will play a proactive role in partnership with developers in order to ensure development can take place, by marketing the site, brokering discussions with interested businesses and exploring other initiatives in collaboration with the Local Enterprise Partnership. Development of the site will deliver serviced land, with road access, utilities and communications infrastructure, as part of a first phase of development. <u>A marketing strategy to be agreed with the Council will include details of the marketing campaign and site particulars. The marketing campaign should include (i) On site marketing boards displayed throughout the period in which the property is being marketed (ii) Registration on the Council's Commercial Property Database (iii) Web based marketing. Site particulars should include (i) Location Plan and description of the site (ii) Marketed Use of the Site including all options available to future owners (iii) Relevant Dimensions (iv) Relevant planning conditions or covenants (v) Known Costs."</u></p>
MM11	31	5.3	<p>Amend paragraph 5.3 as follows:</p> <p>The <u>Rowden Park</u> site divides into three distinctive areas that will each help to retain the mature network of hedgerows and trees which with areas of greenspace will</p>

			provide linkages through development to the wider countryside and retain the distinctive enclosed mature setting to the landscape. <u>Master plan work must address environmental issues around Patterdown Rifle Range operating within the allocation.</u> Detailed design should <u>also</u> recognise the generally higher level of the road to the town."
MM12	31	5.5	<p>Amend paragraph 5.5 as follows:</p> <p>The proposals include provision of a large area of informal open space that includes the <del>historic features assets and</del> landscape setting to the Rowden Conservation Area. <del>Development should be set back from the edge of Rowden Conservation Area. Layout and design must preserve the importance of agricultural land as a setting contributing to the significance of Rowden manor and farm.</del> The surrounding <u>agricultural land contributes to the significance of Rowden Manor and farm, and the character and appearance of the Rowden Conservation Area. To ensure the significance of those affected heritage assets are safeguarded a further more detailed Historic Environment Setting Assessment will be required to inform the future Masterplan and the layout, design and appropriate distance of development from the boundary of the Conservation Area.</u> Enhancing the attractiveness and improving access to this area will realise this area's potential as an asset to the town for informal recreation and leisure. This includes interpretation of the Civil War battlefield and the buildings and setting to Rowden Manor. <del>These elements will be considered in detail as a part of a historic assessment of the site which will inform the master plan.</del></p>
MM13	31	5.6	<p>Amend paragraph 5.6 as follows:</p> <p>"Land will be reserved within the <del>scheme</del> <u>Rowden Park site</u> for a two form entry primary school. The estimated needs generated by the development <u>of the main site itself</u> do not by themselves require two forms of entry but reserving land allows for future expansion <u>to accommodate the needs from development elsewhere</u> or <del>likely</del> beyond the plan period."</p>
MM14	31	5.7	<p>Amend paragraph 5.7 as follows:</p> <p>"A <u>If a river footbridge is considered as part of the master plan process</u> it should be</p>

			located as sensitively as possible to avoid impact on riparian habitats and provide improved pedestrian and cycle links to the town centre avoiding busy roads <u>and bat flight lines</u> . A riverside country park will be managed to promote good pedestrian and cycle access to and from the town centre. <u>Opportunities should also be explored to improve connections from the site to the Methuen Business Park</u> "
MM15	31	5.8	Additional sentence at the beginning of the paragraph 5.8: <u>"Development plan policies <sup>(1)</sup> set out requirements for the additional open space and formal sports provision that will be necessary as a part of all new residential development."</u>
MM16	31	5.9	Amend first sentence of paragraph 5.9 as follows:  <u>"The Pudding Brook area should be protected from development. The precise flood zone boundaries to the Pudding Brook will need to be defined and protected from development."</u>
MM17	32	5.10	Amend paragraph 5.10 as follows:  <u>"Flood risk areas (zones 2 and 3) must remain undeveloped. This includes areas around smaller water courses within the site for which flood risk will also need to be assessed alongside the main river. Pudding Brook is one such area. <del>Any development impinging on designated groundwater Source Protection Zones must follow principles and practice necessary to safeguard them.</del> Rates of surface water run off to the River must also remain at current levels or less in order to reduce the risk of flooding elsewhere. Consideration of flood risk and necessary improvements to the drainage network must precede detailed development proposals. <del>Any improvements to the water supply and foul drainage network should also be put in place at the earliest opportunity.</del> This must involve determining accurate boundaries to flood risk areas and a set of effective sustainable urban drainage measures. <u>These must take account of ground conditions and ensure sufficient land is set aside at the master plan stage. Any improvements to the water supply and foul drainage network should be put in place at the earliest opportunity. Any development impinging on designated groundwater Source Protection Zones must follow principles and practice necessary to safeguard them.</u>"</u>
MM18	32	CH2	Amend Policy CH2 as follows:

## Rawlings Green

Approximately 50ha of land at Rawlings Green, as identified on the policies map, is proposed for a mixed use development to include the following:

- No more than 650 dwellings, including a first phase of no more than 200 dwellings
- 5ha of land for employment generating uses (B1, B2, C2, D1 and D2 of the Use Classes Order)
- Land for a 2 Form Entry primary School
- ~~Distributor standard road~~ A Link Road from the B4069 Parsonage Way to Darcy Close, including connection over the main railway line, and a road from this distributor standard road to Darcy Close (Cocklebury Link Road) to be completed and open for use as part of the first phase of development
- Strategic landscaping and open space to retain and reinforce existing hedgerows and establish new areas of substantial planting, including strong groups of new tree planting along the lower eastern edge of development, in accordance with the principles set out at paragraph 5.12
- An approximately 10 ha Country Park along the northern and eastern edge of new development linking to the existing recreation areas along the river to Monkton Park as indicated in Figure 5.2. No new buildings should be located in the Country Park unless they are ancillary to the use of the Country Park, or to the east of the 50m contour.

Development will be subject to the following requirements:

1. Surface water management that achieves equivalent or less than current Greenfield rates of run-off
2. ~~the connection to Darcy Close and a road crossing of the railway to be open for use before the completion of the,~~ Completing a link between Cocklebury Road and the B4069 to be open for use, prior to the occupation of 200th dwellings, secured through measures attached to grant of planning permission

			<ol style="list-style-type: none"> <li>3. <u>Development beyond the first phase of 200 dwellings shall not commence before the link road to the A350 is open for use or a set of comprehensive transport improvement measures of equivalent benefit is in place</u></li> <li>4. <del>Financial contributions towards provision of new schools</del> <u>Provision of sufficient school capacity to meet the needs created by the development</u></li> <li>5. a low density design and layout that preserves the setting and importance of listed buildings on the site <u>and, in accordance with principles set out in paragraph 5.12, screens and filters existing and proposed locations for mixed use development and avoids harmful visual impacts by development on exposed valley slopes</u></li> <li>6. <u>Design and layout of development must not prohibit a potential future road connection to land across the river to the south-east</u></li> </ol> <p>All other aspects of development will take place in accordance with a master plan for the site approved by the Council prior to commencement. <u>The master plan will be informed by detailed evidence which will include a Landscape Visual Impact Assessment, Heritage Assessment, Biodiversity Report, Surface Water Management plan, Flood Risk Assessment and Highways Statement."</u></p>
MM19	33	Figure 5.2	<p>Amend Figure 5.2 as set out in Appendix 1.</p> <p>Amendment identifies the Cocklebury Link Road, includes land in the Country Park area adjacent to the river up to the 50 m contour and amends the mixed use area to include land within the proposed Cocklebury Link Road.</p>
MM20	34	5.11	<p>Amend paragraph 5.11 as follows</p> <p><u>"Connection to the drainage network will also require enhancements off site. Any improvements to the water supply and foul drainage network need to be put in place at the earliest opportunity.</u> Consideration of flood risk and necessary improvements to the drainage network must precede detailed development proposals. This must</p>

			involve determining accurate boundaries to flood risk areas and a set of effective sustainable urban drainage measures. <u>These must take account of ground conditions and ensure sufficient land is set aside at the master plan stage.</u> "
MM21	34	5.12	<p>Amend paragraph 5.12 as follows:</p> <p>"The site is prominent to a wide area. It forms a backdrop for westerly views from the River Avon floodplain, public rights of way, Tytherton Lucas and the Limestone Ridge. Development must avoid adversely affecting the rural and remote character immediately around the site and increasing the visual prominence and urban influence of Chippenham over a much wider area. <u>In particular, development must have appropriate regard to the setting of Langley Burrell and Tytherton Lucas conservation areas beyond the site, as well Rawlings Farm, a listed building within. A strategic landscape scheme should:</u>"</p>
MM22	35	5.16	<p>Amend paragraph 5.16 as follows</p> <p>Land will be reserved within the scheme for a two form entry primary school. The estimated needs generated by the development itself do not by themselves required two forms of entry <del>but reserving land for future expansion likely beyond the plan period</del> <u>this school will also be necessary to meet needs generated by development at North Chippenham.</u></p>
MM23	35	5.16	<p>Additional sentence to paragraph 5.16 as follows</p> <p><u>"Development plan policies <sup>(1)</sup> set out requirements for the additional open space and formal sports provision that will be necessary as a part of all new residential development."</u></p>
MM24	35	5.17	<p>Amend paragraph 5.17 as follows:</p> <p>"The site is reasonably well located in relation to the town centre and development should include measures to enable as many trips as possible to the town centre to take place on foot, cycling or by public transport. <u>This should include enhancing the attractiveness of the North Wiltshire Rivers Way.</u> Open space will provide a connection to the river as a corridor for pedestrian and cycle access to the town centre. Nevertheless the site's location will inevitably place strains upon existing</p>

			<p>traffic corridors into and out of the existing built up area, parts of which are already congested. The completion of new traffic routes including a bridge over the railway will do much to address such problems and ultimately should improve existing conditions. This new road infrastructure structure therefore needs to be provided as soon as possible. <u>Road proposals should demonstrate how the design of the route minimises visual impact and effects on local amenity"</u></p>
MM25	35	5.18	<p>Additional sentence to paragraph 5.18 as follows:</p> <p><u>"Land will be reserved in the vicinity of the eastern <del>western</del> site boundary to facilitate the construction by a third party of a road over the river so as not to prohibit a future road connection to land to the south-east should one be required in future plan periods. <del>bridge to enable the Eastern Link Road to be completed.</del> Provision will be made within a legal obligation to ensure that the connection is deliverable by a third party without land ransom if required in the future."</u></p>
MM26	35	5.18	<p>Add additional sub-heading and paragraphs after paragraph 5.18</p> <p><u>"Cocklebury Link Road</u>  <u>5.18a Rawlings Green is of a scale that it is necessary for it to have at least two different points of access.</u></p> <p><u>5.18b It would not be acceptable for Rawlings Green to have one point of access to serve 650 dwellings. Neither, given its scale and location, would it be acceptable for it to be served by a second access which does not connect through to the first. <del>just two accesses.</del> Development of the site requires construction of a completed link road from Cocklebury Road via Darcy Close and a new bridge over the railway to Parsonage Way and the B4069 as an essential part of the first phase of development. The link road from the B4069 to the A350 must also be open to traffic or a set of comprehensive transport improvement measures of equivalent benefit must be in place prior to any development commencing beyond the first phase of development of the Rawlings Green site.</u></p> <p><u>5.18c The overall result is a new route around Chippenham; a Cocklebury Link Road. This is necessary for development to be acceptable and is directly related to the</u></p>

development, appropriate in scale and kind. It will be an express part of any development scheme permitted and built by the site's developers.

5.18d Road improvements through Monkton Park have been carefully considered recognising the sensitivity of traffic levels to residents and the potential to worsen existing issues such as congestion and on-street parking.

5.18e Inevitably there are shorter term impacts before the link road is complete. In the absence of the Cocklebury Link Road, development at the 200 dwelling threshold for Rawlings Green is forecast to lead to a 30% increase in traffic flows on Cocklebury Road and up to a 55% increase in delay time experienced on the approach to the New Road / Station Hill junction, compared to the existing situation. This is expected to be a short term impact, as the Cocklebury Link Road would need to be open beyond the 200 dwelling threshold. Appropriate mechanisms will be attached to any planning permission to secure the delivery of the Cocklebury Link Road within a certain time based on the occupancy of dwellings and a time period. Conditions attached to the permission (for example which requires a phasing plan) or a Section 106 Agreement (which can be linked to a bond) are options available to the Local Planning Authority to secure timely delivery of the road. In implementing the Plan the Council will monitor the delivery of the necessary infrastructure to ensure that development comes forward in a timely and coordinated fashion. It will, with its partners, play a pro-active role in collaboration with developers to ensure the completion of the new link road to the A350 and the railway bridge. In this regard, it will use its powers, including its ability to resolve financial imbalances, for example by providing early funding to accelerate the provision of infrastructure or in circumstances where delivery is significantly delayed and there are no other options, by using its compulsory purchase powers.

5.18f. Once complete and the benefits of the Cocklebury Link Road, in particular for residents of Monkton Park, are:

- In pure infrastructure terms, the Cocklebury Link Road doubles road capacity for traffic entering and leaving the existing Monkton Park area – there would be two single-carriageway routes rather than the present one



			<p>single-carriageway route:</p> <ul style="list-style-type: none"> <li>• <u>With the Cocklebury Link Road open and 650 dwellings at Rawlings Green, traffic flows and delays on Cocklebury Road / Station Hill are forecast to be at levels that are similar to those experienced now; and</u></li> <li>• <u>Traffic modelling evidence justifies a threshold for completion of the CLR, at the latest, by the occupation of 200 new dwellings served via Darcy Close. This is a requirement of the proposal. Sufficient commercial incentive exists to ensure that developer will comply. The delivery framework explains responsibilities and additional steps necessary to co-ordinate timely completion.</u></li> </ul> <p>5.18g. The policies map shows geographically an alignment for the road."</p>
MM27	36	CH3	<p>Delete Policy CH3</p> <p>East Chippenham</p> <p><del>Approximately 91ha of land at East Chippenham, as identified on the policies map, is proposed for a mixed use development to include the following:</del></p> <ul style="list-style-type: none"> <li>• <del>850 dwellings</del></li> <li>• <del>approximately 5ha of land for employment (B1 and B2 of the Use Classes Order) with a further 15ha safeguarded for employment development beyond 2026</del></li> <li>• <del>land for a 2 Form Entry primary school</del></li> <li>• <del>a local centre</del></li> <li>• <del>2.5ha safeguarded for the expansion of Abbeyfield School</del></li> <li>• <del>That part of the Eastern Link Road distributor standard road from between the north-western boundary side of the site to and the A4, including connection a bridge over the River Avon connecting with the Rawlings Green site distributor road. (an Eastern Link Road)</del></li> <li>• <del>strategic landscaping and open space to retain and reinforce existing hedgerows, establish new areas of substantial planting and landscaping, and to provide a visual boundary to the town along the route of the Eastern Link Road</del></li> <li>• <del>a an approximately 35ha Country Park along the western side of new</del></li> </ul>

			<p>development</p> <ul style="list-style-type: none"> <li>no more than 400 homes to be completed-occupied before the Cocklebury Link Road is open for use.</li> </ul> <p>Development will be subject to the following requirements:-</p> <ol style="list-style-type: none"> <li>surface water management that can achieve less than current Greenfield rates of run-off and decreases flood risks</li> <li>a road crossing of the River Avon open for use before the <u>completion occupation</u> of the 400th dwelling</li> <li>the Eastern Link Road open for use <u>in its entirety between the A350 Malmesbury Road and the A4 by completion the occupation</u> of the 750th dwelling</li> <li>serviced land for employment is available for development before the completion of the 50th dwelling</li> <li><u>financial contributions toward provision of new schools provision of sufficient school capacity to meet the need created by the development</u></li> <li>a design and layout that preserves the setting and importance of listed buildings on the site</li> </ol> <p>All other aspects of development will take place in accordance with a masterplan for the site approved by the Council prior to commencement. <u>The master plan will be informed by detailed evidence which will include a Landscape Visual Impact Assessment, Heritage Assessment, Biodiversity Report, Surface Water Management plan, Flood Risk Assessment and Highways Statement."</u></p>
MM28	37	Figure 5.3	Delete figure 5.3
MM29	38 - 39	5.19 – 5.31	<p>Delete paragraphs 5.19 to 5.31 inclusive.</p> <p>5.19 A site is identified beyond the valley of the River Avon east of Chippenham. Flood risk areas (zones 2 and 3) that separate it from the town must remain undeveloped. This area plays an important role providing water storage that helps to protect the town from flooding. In recent times the town's protection has failed and development is a means to reduce risks for existing residents and business as well</p>

		<p>as protect the new uses that will occupy this site. Rates of surface water run-off to the River must be less than current levels in order to reduce the risk of flooding elsewhere. Connection to the drainage network will also require enhancements off site. <u>Any improvements to the water supply and foul drainage network need to be put in place at the earliest opportunity.</u> Consideration of flood risk and necessary improvements to the drainage network must precede detailed development proposals. This must involve determining accurate boundaries to flood risk areas, and a set of effective sustainable urban drainage measures. <u>A sustainable urban drainage system will need to be designed and built to take into account 'clayey-loamey' ground conditions and sufficient land outside flood risk areas will need to be set aside at the master plan stage.</u></p> <p><u>5.19a Land will be reserved in the vicinity of the eastern site boundary to facilitate the construction by a third party of a road over river bridge to enable the Eastern Link Road to be completed. Provision will be made within a legal obligation to ensure that the connection is deliverable by a third party without land ransom.</u></p> <p>5.20 Two areas of land are proposed for employment generating uses. A smaller area will provide for needs within the Plan period to 2026 and a second larger area is safeguarded for development focussing on needs up to and beyond 2026. The timing of its development and attractiveness to the market will depend upon a road connection to the A350 and M4 via completion of that part of an Eastern Link Road.</p> <p>5.21 The Council with its partners will play a proactive role in partnership with developers in order to ensure employment development can take place, by marketing the site, brokering discussions with interested business and exploring other initiatives in collaboration with the Local Enterprise Partnership. Development of the site will deliver serviced land, with road access, utilities and communications infrastructure. A southern area accessed via the A4 will be a first phase of development.</p> <p>5.22 The site is in a landscape which is strongly associated with the River Avon. Its development also needs to provide a new rural edge to east Chippenham when</p>
--	--	---

viewed from surrounding footpaths in the landscape and from higher ground. Large scale woodland is not characteristic of this landscape but would be required to adequately screen large scale employment development and provide a strong visual boundary to the site. Development should avoid high ground, retain the rural approach along Stanley Lane and reinforce a wooded and riparian character along the Avon valley.

5.23 A strategic landscape scheme should:-

- Reinforce planting along the existing edges of Chippenham and adjacent to the North Wiltshire Rivers Route to reduce the glimpses of the urban edge from the wider countryside and especially in views from public rights of way close to Tytherton Lucas to help reinforce its rural and remote character;
- Extend and manage linear woodlands along the edge of the River Avon to help with screening, filtering and backgrounding of views towards existing (Chippenham) and proposed development;
- Create bold landscape structure by reinforcing existing field boundaries with new hedgerow and tree planting and where possible creation copses and linear woodlands. Development to be inserted within the bold landscape structure;
- Seek opportunities to reinforce the riparian character along the River Avon and River Marden including waterside meadows, areas of tree planting and areas for SuDS;
- Maintain the network of Public Rights of Way, set within green corridors through the landscape to preserve the existing good links from Chippenham to the river and countryside to the east and to help integrate proposed development within the landscape;
- Conserve and enhance the setting to the listed building at Harden's Farm; and
- Conserve and enhance the setting (including mature trees) of New Leaze Farm located on higher ground.
- Development is envisaged within a strong landscape framework. Land

		<p>north of the North Wiltshire River Route is particularly sensitive in landscape terms and the capacity for developing in this area should be considered using a lower density of 30 dwellings per net hectare.</p> <p>5.24— Development is envisaged within a strong landscape framework. Land north of the North Wiltshire River Route is particularly sensitive in landscape terms and the capacity for developing in this area should be considered using a lower density of 30 dwellings per net hectare.</p> <p>5.25— Development should include a hedgerow, woodland or tree-lined corridor from the stream adjacent to Abbeyfield School to the stream to the east near Hither Farm in order to restore ecological connectivity. It should also enhance the North Wiltshire Rivers Route for biodiversity gains through appropriate planting and management</p> <p>5.26— The Riverside Park offers an opportunity to restore riparian and floodplain habitats, including the field boundary hedgerows, which appear to have been lost in most of the fields between Harden's Farm and the River Avon. All floodplain habitats should be restored and enhanced through appropriate management. Parts may have reduced public access in some more sensitive areas in order to safeguard protected species.</p> <p>5.27— The River Avon (Bristol) County Wildlife Site must also be protected from development (and associated impacts such as pollution).</p> <p>5.28— <u>Development plan policies set out requirements for the additional open space and formal sports provision that will be necessary as a part of all new residential development</u> Land will be reserved within the scheme for a two form entry primary school. The estimated needs generated by the development itself do not by themselves require two forms of entry but reserving land allows for future expansion beyond the plan period. There is some capacity to accommodate additional students at Abbeyfield School, the nearest secondary school. This school may also need to expand in the future, in all likelihood beyond the plan period. To prevent losing this opportunity some land should therefore remain reserved to prevent the campus</p>
--	--	---

			<p>becoming restricted by new development.</p> <p>5.29 The site is reasonably well located in relation to the town centre and development should include measures to enable as many trips as possible to the town centre to take place on foot, cycling or by public transport. The riverside park would be central to creating attractive routes for walkers and cyclists. The pedestrian and cycle network should also be improved, <u>through the enhancement of the existing and provision of new routes, to retain the attractiveness of the Chippenham – Calne cycleway and in particular specifically to increase the accessibility of Abbeyfield School, Stanley Park and the riverside to the existing urban area.</u></p> <p>5.30 Development is expected to commence from a southern access to the A4. <u>Evidence on the impacts of development of this site and elsewhere shows that new road infrastructure needs to be provided as soon as possible in order to prevent unacceptable impacts on the network.</u> This will inevitably put an additional burden on this corridor into the town. Completion of a <u>the Cocklebury Link Road link and an the eEastern lLink rRoad</u> around the town to the A350 north of the town will do much to tackle pressures from additional traffic. Transport assessments suggest that <u>up to 400 new dwellings should can be provided before the Cocklebury Link Road Link should be in place.</u> A new bridge over the River Avon can then connect to <u>the Rawlings Green part of this infrastructure and the rates and quantum of development can then increase.</u> An Eastern Link rRoad to the A4 will be built in step with development and need to be in place by the completion of the 750th dwelling.</p> <p>5.31 Evidence on the impacts of development of this site and elsewhere shows that new road infrastructure needs to be provided as soon as possible in order to prevent unacceptable impacts on the network. Consequently, to ensure timely delivery, a road bridge across the River Avon should in place by the occupation of the 400th dwelling and an eastern link road connecting to the A4 by the occupation of the 750th dwelling</p>
MM30	40	5.33	Amend paragraph 5.33 as follows:

		<p>"In order to ensure these objectives are achieved in a complementary and comprehensive manner the management and use of new country parks will be directed by a management plan that will be approved by Wiltshire Council with the involvement of local stakeholders and land owners alongside specialist interests such as the Wiltshire Wildlife Trust. <del>The precise boundaries for the country parks will be determined as part of the management plan process. Master Plans for each strategic site proposal (CH1-23) will define the precise boundaries to country parks and will show pedestrian and cycle routes across them necessary to connect the new development to the town centre and to other key destinations elsewhere and necessary for it to proceed.</del></p> <p><del>Indicative areas</del> <u>The proposed country park areas are shown on the policies map and in Figures 5.1 and 5.2. and 5.3 above</u> It is envisaged that the long term management of the country parks will be secured through planning obligations relating to individual sites. <u>Further work is being undertaken to develop the ownership, governance and detailed management of the Country Parks."</u></p>
MM31	40	<p>Insert new paragraphs 5.34 and 5.35 with footnotes.</p> <p><u>Strategic Transport Network (A350 at J17 of M4)</u></p> <p><u>5.34 The strategic transport network is illustrated in Figure 4.1a of the Wiltshire Core Strategy (Footnote) and includes the M4 in Wiltshire as part of the Strategic Road Network (SRN) and the A350 as part of the Primary Route Network (PRN). Core Policy 66 of the Wiltshire Core Strategy establishes a commitment to maintain, manage and selectively improve the A350 corridor to support development growth at Chippenham, Melksham, Trowbridge, Westbury and Warminster and maintain and enhance journey time reliability.(Footnote) In addition, as recognised at paragraph 2.16 of the Plan, the Swindon and Wiltshire Local Enterprise Partnership prioritise investment in improvements to the A350 which has resulted in the partnership securing funding for a A350 Improvement package through the Growth Deal.(Footnote)</u></p> <p><u>5.35 Working in conjunction with Highways England, evidence has shown that the</u></p>

			<p><u>proposals of the Plan will have a cumulative severe impact on Junction 17 of the M4 which will result in queuing on both the M4 mainline and the A350 at Junction 17 by 2026. This presents both a safety issue and operational performance issue which will result in reduced journey time reliability and potential for increased vehicle conflict on the high speed network.</u></p> <p><u>5.36 Wiltshire Council and Highways England recognise the need for the part signalisation of the junction to resolve these issues. Design and delivery of the proposed work will be agreed with Highways England and set out within the Chippenham Transport Strategy. Detailed work is being undertaken to implement a scheme within the current highway which incorporates protection for the geological SSSI associated with the west bound of slip road.</u></p> <p>Footnote:</p> <ul style="list-style-type: none"> <li>• <u>Wiltshire Core Strategy Figure 4.1a Wiltshire Key Diagram (Strategic Transport Network)</u></li> <li>• <u>Wiltshire Core Strategy core policy 66 and paragraph 6.174</u></li> <li>• <u>3. Swindon and Wiltshire Strategic Economic Plan: Swindon and Wiltshire Secure £129 million Growth Deal, 19 December 2014</u></li> </ul>
MM32	41	Table 6.1	Replace table 6.1 as shown in appendix 1
MM33	42	6.4 – 6.6	<p>Amend paragraphs 6.4 – 6.6</p> <p><del>"6.4 In June 2014 2015, Wiltshire Council submitted a Community Infrastructure Levy (CIL) Draft Charging Schedule for independent examination Wiltshire Community Infrastructure Levy. CIL is a charge that local authorities in England can place on development in their area. The money generated through the levy will contribute towards the funding of infrastructure to support growth. From April 2015, The council will be is restricted in its ability to pool infrastructure contributions from new development through the existing mechanism of Section 106 agreements.</del></p> <p>6.5 The <del>Draft</del> Charging Schedule <del>proposes</del> has differential charging rates based on the type and location of development. The <del>Draft</del> Charging Schedule also <del>proposes</del></p>



			<p><u>has a reduced CIL rate for residential development within the strategically important sites as identified in the Wiltshire Core Strategy. This is due to the higher cost of delivering the critical on-site infrastructure needed to unlock the development potential of these strategically important mixed use sites. However, as a result of the removal of the Chippenham strategic sites formerly allocated in the Core Strategy, there <del>would</del> <u>is</u> not be a reduced rate for the sites identified in this Chippenham Site Allocations Plan. <u>To reflect the fact that the standard rate of CIL is to be charged for the strategic sites in Chippenham, the Council is seeking fewer off site funding contributions than usual because a much higher proportion of infrastructure investment will need to be sourced from the CIL. This avoids an unacceptable burden on developers but necessitates much closer collaboration and co-ordination around how CIL funds are used to support growth. As such, the council has proposed a change to the draft charging schedule through the CIL examination process so that the lower rates of CIL will apply to the allocations in the CSA Plan.</u></u></p> <p><del>6.6 An independent examiner, appointed to review the CIL rates proposed in Wiltshire, in January 2015 held two days of hearing sessions to consider the Draft Charging Schedule (and subsequent modifications) published by Wiltshire Council. Once the examiners report has been received, the council plans to adopt and formally implement the CIL charging schedule by April 2015. Planning applications determined after the published implementation date will, if approved, be liable to pay CIL."</del></p>
MM34	43	6.10, 6.11 and Table 6.2	<p>Delete paragraphs 6.10 – 6.11 and table 6.2.</p> <p><del>Sites subject to Section 106 agreement</del></p> <p><del>6.10 Planning applications determined by the local authority prior to the implementation of CIL cannot be charged this levy. The infrastructure needed to make the development of the North Chippenham and Hunters Moon sites acceptable will instead be secured via a Section 106 planning obligation agreement negotiated between the council and applicant.</del></p> <p><del>6.11 The housing delivery trajectory for these sites is set out below.</del></p>

			<p>Table 6.2 Housing delivery trajectory for North Chippenham and Hunter's Moon sites</p> <table border="1"> <thead> <tr> <th>Year</th> <th>Land at North Chippenham (Area A)</th> <th>Hunters Moon</th> </tr> </thead> <tbody> <tr><td>2015</td><td></td><td></td></tr> <tr><td>2016</td><td>50</td><td>104</td></tr> <tr><td>2017</td><td>100</td><td>80</td></tr> <tr><td>2018</td><td>100</td><td>80</td></tr> <tr><td>2019</td><td>100</td><td>80</td></tr> <tr><td>2020(44)</td><td>100</td><td>80</td></tr> <tr><td>2021</td><td>100</td><td>26</td></tr> <tr><td>2022</td><td>100</td><td></td></tr> <tr><td>2023</td><td>100</td><td></td></tr> <tr><td>2024</td><td></td><td></td></tr> <tr><td>2025</td><td></td><td></td></tr> <tr><td>2026(45)</td><td></td><td></td></tr> <tr><td>2027</td><td></td><td></td></tr> <tr><td>2028</td><td></td><td></td></tr> <tr><td>2029</td><td></td><td></td></tr> <tr><td>TOTAL</td><td>750</td><td>450</td></tr> </tbody> </table>	Year	Land at North Chippenham (Area A)	Hunters Moon	2015			2016	50	104	2017	100	80	2018	100	80	2019	100	80	2020(44)	100	80	2021	100	26	2022	100		2023	100		2024			2025			2026(45)			2027			2028			2029			TOTAL	750	450
Year	Land at North Chippenham (Area A)	Hunters Moon																																																				
2015																																																						
2016	50	104																																																				
2017	100	80																																																				
2018	100	80																																																				
2019	100	80																																																				
2020(44)	100	80																																																				
2021	100	26																																																				
2022	100																																																					
2023	100																																																					
2024																																																						
2025																																																						
2026(45)																																																						
2027																																																						
2028																																																						
2029																																																						
TOTAL	750	450																																																				
MM35	43	6.9	<p>Amend reference in paragraph 6.9 as follows:</p> <p>"The study concluded that the proposed site allocations identified within CSA Plan are deliverable within the current policy context and on the basis of the general assumptions made in the report including in relation to land values and house prices (43)"</p> <p>(43) (Chippenham Sites Allocations Plan: Strategic Site Viability Assessment, January 2015 April 2016)</p>																																																			
MM36	44	6.14	<p>Insert new paragraphs 6.14 a and 6.14b:</p> <p>"6.14a To monitor the implementation of the CSAP the Council already has in place</p>																																																			

			<p><u>the Wiltshire Monitoring Framework (WMF) which was developed to support policies in the Wiltshire Core Strategy. The WMF is reported on in the Annual Monitoring Report (AMR). In relation to Chippenham the following indicators are included based on the Wiltshire Core Strategy proposals for the community area:</u></p> <ul style="list-style-type: none"> <li>• <u>Permissions granted or refused that support policy</u></li> <li>• <u>NOMIS official labour market statistics (e.g. Ratio of resident workers to jobs).</u></li> <li>• <u>% of new and converted dwellings on previously developed land.</u></li> <li>• <u>Quantum of houses and employment land delivered since the start of the plan period.</u></li> </ul> <p><u>In relation to the delivery of employment land the WMF also includes data collection on the quantum of land developed for employment by type across the whole of Wiltshire.</u></p> <p><u>6.14b The indicators listed above remain relevant to the delivery of the Chippenham Site Allocations Plan and will monitor the delivery of housing, employment land and the employment led strategy. In order to provide greater clarity for when a review of the Plan should be triggered and to ensure infrastructure is provided in a timely manner the following additional indicator will be added to the Wiltshire Monitoring Framework.</u></p> <p><u>Indicator: Average annualised total completions from allocated sites</u>  <u>Target: 162 (1,780/11) dpa.</u>  <u>Triggers for review (including assessing need to respond to any barriers to growth):</u></p> <ul style="list-style-type: none"> <li>a) <u>3 consecutive years where delivery of housing from the allocated sites fall below 162 dwellings per annum following the adoption of the CSAP starting from 2018.</u></li> <li>b) <u>b) Fewer than <del>800</del> 480 dwellings built from within Chippenham site allocations by 2020"</u></li> </ul>
MM37	45	6.15	<p>Amend Table Caption and add new paragraph 6.15a as follows:</p> <p><u>"Risk Management</u></p>

		<p><u>A part of monitoring the effectiveness of the Plan will be to maintain a risk register. An outline of main risks is as shown in the table below. It will be a task of the group to manage risks by identifying responsibilities and different mitigation measures that are either preventative or contingencies."</u></p> <p>Insert table 6.3: Chippenham Outline Risk Register (See Appendix 1)</p>
MM38	51	<p>Add a glossary of terms as follows:</p> <p><u>Briefing Notes: A series of notes to provide background information on a number of recurring questions about the content of the plan and the process for preparing the plan</u></p> <p><u>Cocklebury Link Road: A road from Parsonage Way, over the railway line and via Darcy Close to Cocklebury Road that provides a second access to Monkton Park.</u></p> <p><u>Core Strategy: A Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area, having regard to the Community Strategy.</u></p> <p><u>Eastern Link Road: A distributor Standard road between the A350 Malmesbury Road and the A4.</u></p> <p><u>Examination in Public (EiP): An independent examination of draft plans.</u></p> <p><u>Evidence Papers: a set of documents that summarises the information described in the Strategic Site Assessment Framework. Separate evidence papers cover each of the Chippenham Core Strategy Criteria.</u></p> <p><u>Site Selection Report: A report explaining the Council's choices of preferred areas and site options drawing on evidence guided by the Strategic Site Assessment Framework and Chippenham Core Strategy Criteria.</u></p> <p><u>Strategic sites: Major development that delivers a mix of uses, critically local</u></p>

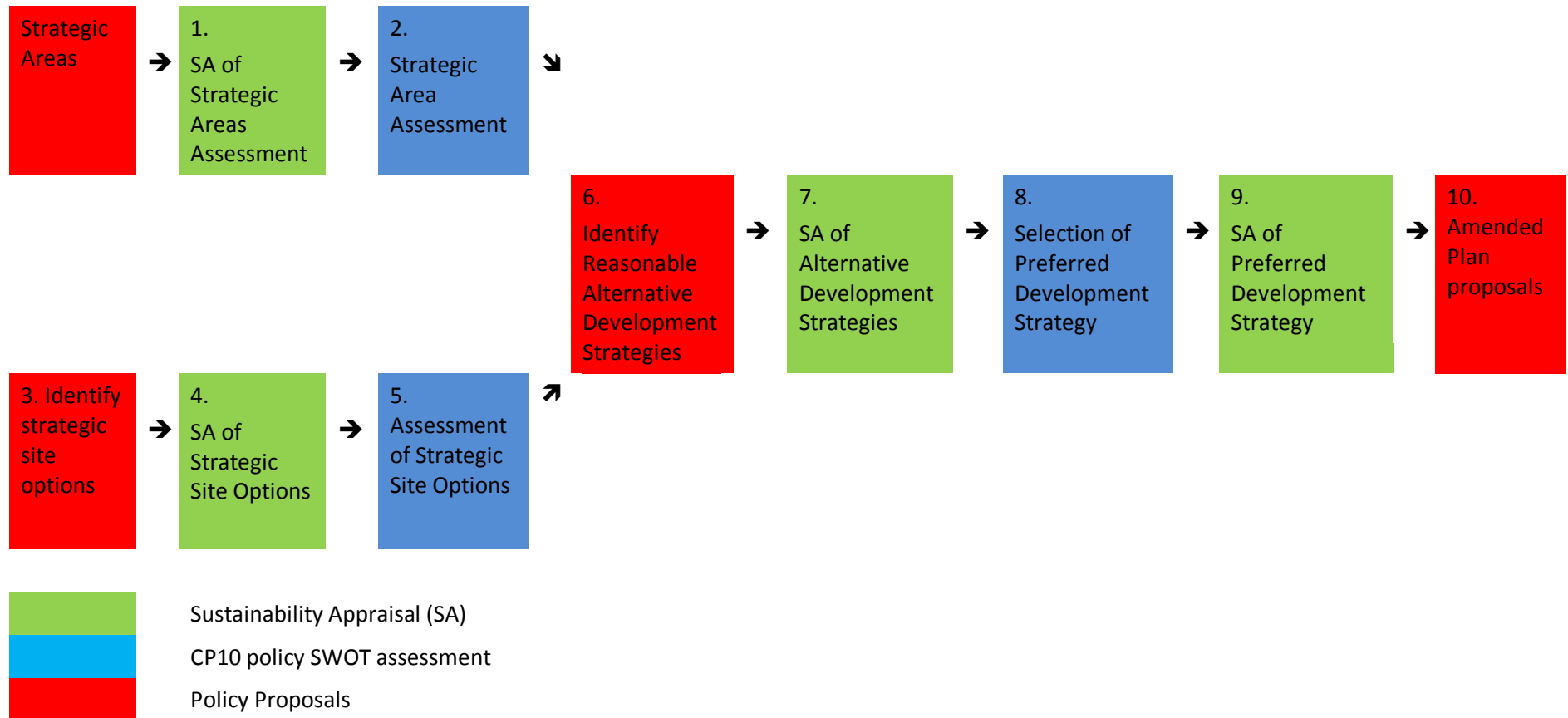
		<p><u>employment as well as homes, but also all the infrastructure (for example: primary schools, community facilities, formal and informal recreation facilities and often local shops and services) necessary to support the development of the site and wider impacts of significant growth (often funding contributions to facilities and infrastructure elsewhere made necessary by needs arising from development, for example, leisure facilities or bus services)</u></p> <p><u>Sustainability Appraisal (SA): An appraisal of the impacts of policies and proposals on economic, social and environmental issues.</u></p> <p><u>Strategic areas: The different broad directions for long term growth at Chippenham. Five areas have been identified for assessment. They are defined by significant obstacles to development such as transport corridors and the river and included on a diagram in suggested changes to the Wiltshire Core Strategy.</u></p> <p><u>Site options: detailed proposals for strategic sites. Located within a strategic preferred area, their extent is shown on an ordnance survey base. These include an estimated number of new homes and the area that will be developed for new employment. The proposals also include specific requirements for new infrastructure necessary to serve the development and other requirements to ensure it takes an acceptable form.</u></p> <p><u><del>Preferred area: The strategic area (or areas) that perform best when considered by the strategic site assessment framework and sustainability appraisal.</del></u></p> <p><u>Strategic site assessment framework: How each of the six criteria set in the Wiltshire Core Strategy will be used to assess site options and strategic areas.</u></p> <p><u>The Chippenham 'core strategy' criteria (CP10 criteria): The six criteria setting out the principles guiding the selection of strategic sites around Chippenham, as established in Core Policy 10 (the Chippenham Area Strategy) of the Wiltshire Core Strategy."</u></p>
--	--	---



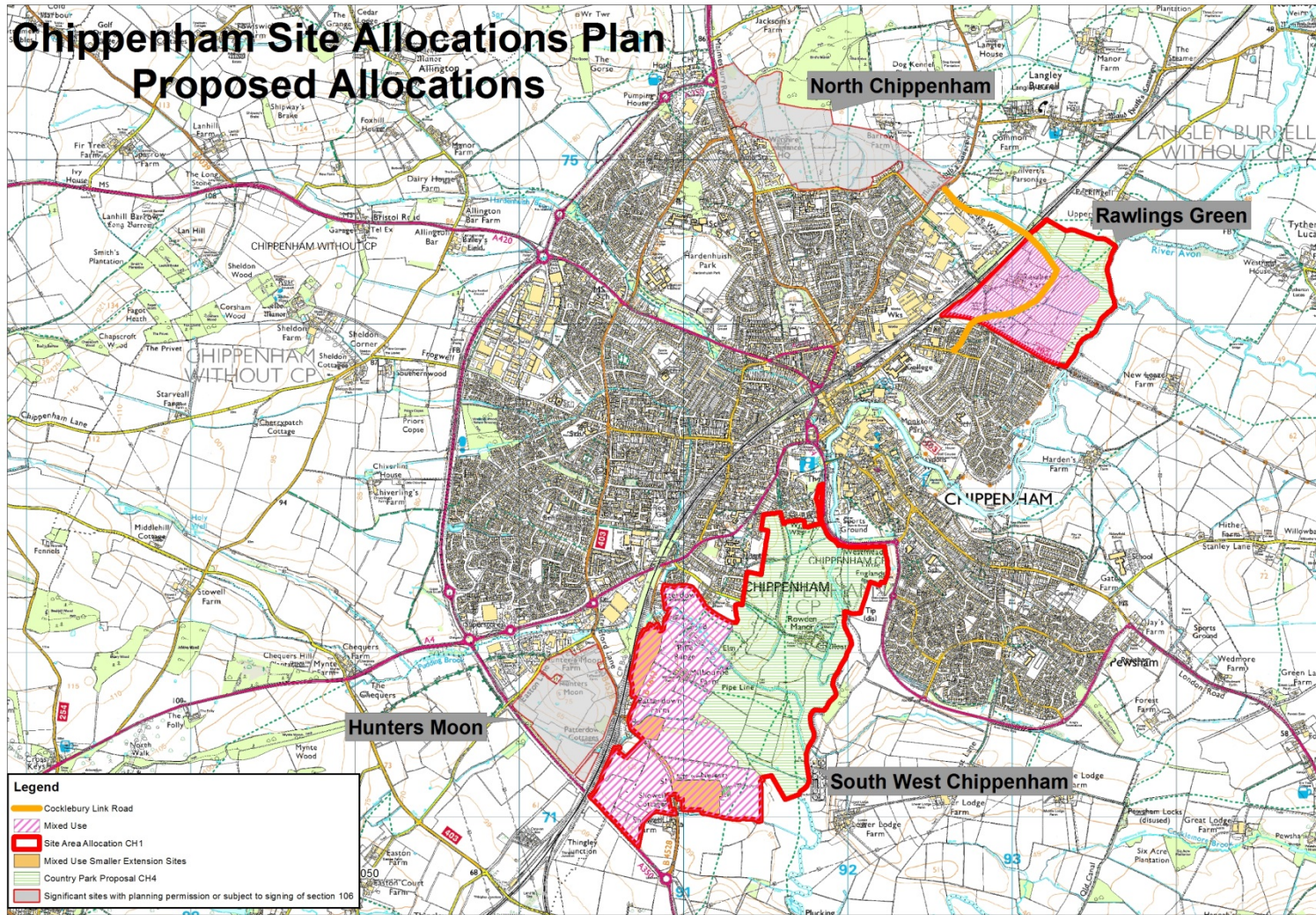
Appendix 1

MM5 Insert new Diagram 1 after paragraph 4.15:

Plan Preparation Steps

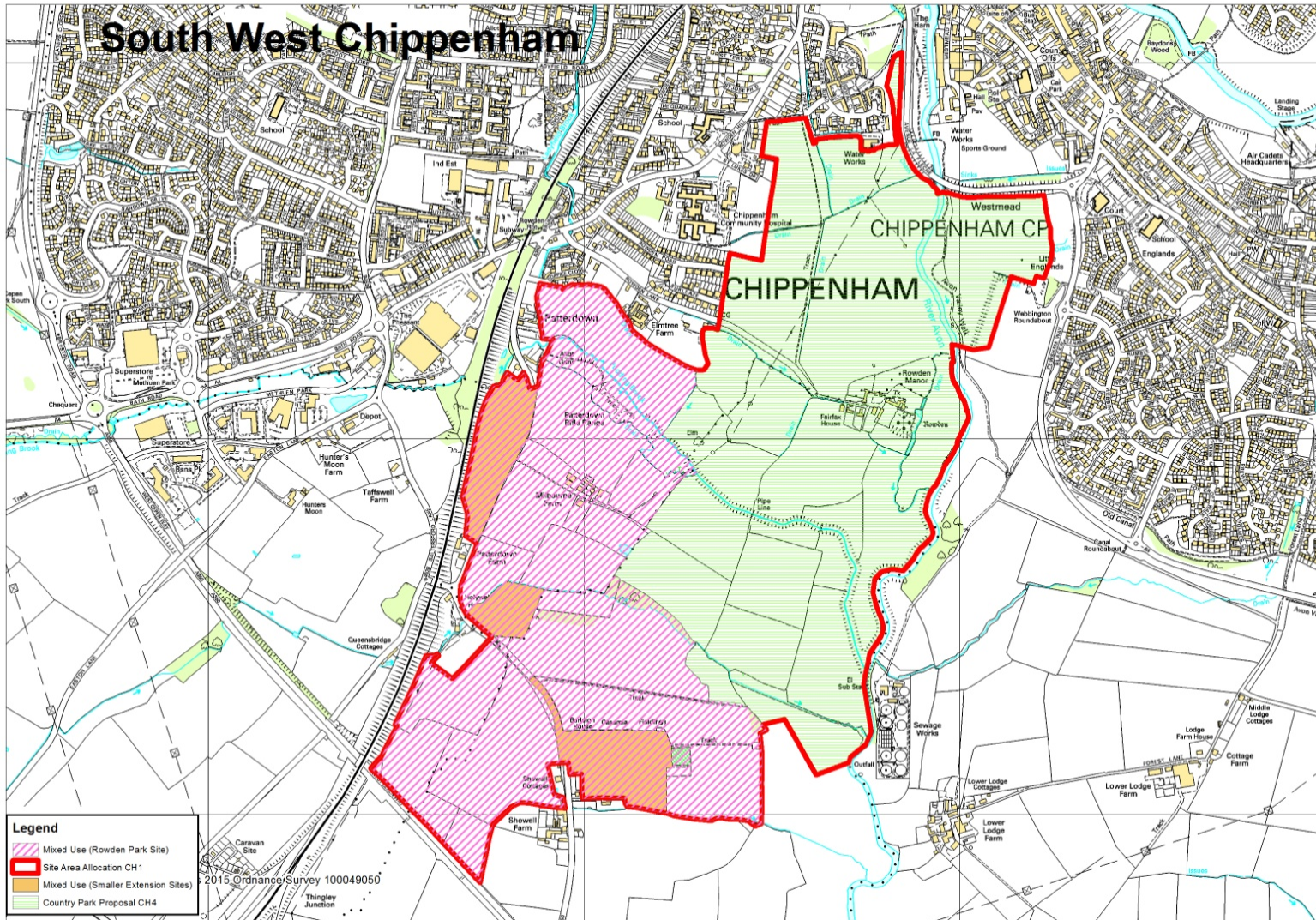


MM6 Replace Figure 4.1



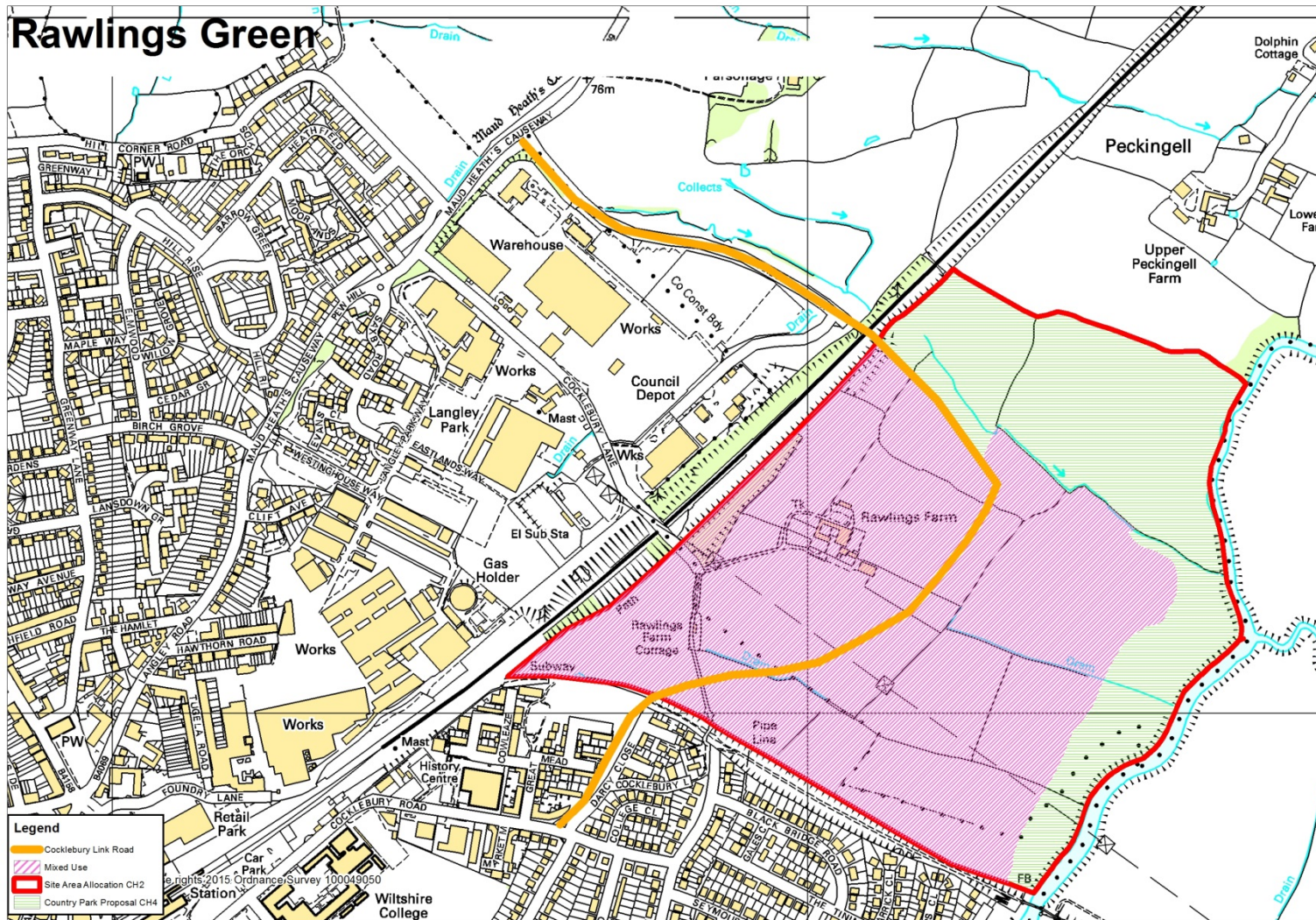


MM8 Replace Figure 5.1





MM19 Amend Figure 5.2 to include land in the Country Park area up to the 50 m contour and amend the mixed use area to include land within the proposed Cocklebury Link Road



MM32 Amend Table 6.1 Housing Delivery Trajectory as set out below

YEAR	Rawlings Green	SW Chippenham	Annual Total	Cumulative Total
2016/17				
2017/18		60	60	60
2018/19	<del>45</del> <u>20</u>	<del>175</del> <u>150</u>	<u>170</u>	<u>230</u>
2019/20	80	175	<u>255</u>	<u>485</u>
2020/21	80	175	<u>255</u>	<u>740</u>
2021/22	<del>80</del> <u>155</u>	<del>200</del> <u>175</u>	<u>330</u>	<u>1070</u>
2022/23	<del>85</del> <u>155</u>	200	<u>355</u>	<u>1425</u>
2023/24	<del>85</del> <u>160</u>	200	<u>360</u>	<u>1785</u>
2024/25	<del>85</del>	90	<u>90</u>	<u>1875</u>
2025/26	<del>80</del>	50	<u>50</u>	<u>1925</u>
2026/27	<del>30</del>	50	<u>50</u>	<u>1975</u>
2027/28		<del>25</del> <u>50</u>	<u>50</u>	<u>2025</u>
2028/29		<u>25</u>	<u>25</u>	<u>2050</u>
Total	650	1400		2050

MM37 Insert Table 6.3

Table 6.3: Chippenham Outline Risk Register

Outline Risk Register			
	Generic	Site Specific	Assessment
Unavailable	Land not made available by land owners or no clear undertaking to do so		All land included within SHLAA is considered available. All land owners have indicated a willingness to release land for development but no firm agreement between land owners to ensure comprehensive approach.
Unsuitable	Location cannot be developed, employment land requirements will not be met or significantly less developable land	No employment land is made available, is reduced in scale or is delayed	Current application for significant provision for employment land at Showell Farm. Form of employment provision at Rawlings Green has yet to be agreed and developer aspirations may not conform to plan objectives
		Development increases flood risks	Design of sustainable drainage measures advanced west of the river at SW Chippenham. Sustainable drainage measures appear at an early stage at Rawlings Green. No indication that effective measures are impossible to implement. Little risk that larger amounts of land may be required, reducing developable area.
		Development has an unacceptable	Significance of heritage assets and their setting have been assessed and mitigation considered possible. Development at SW Chippenham has less than substantial harm. Further

Outline Risk Register			
	Generic	Site Specific	Assessment
		impact upon heritage assets	detailed work required at Rawlings Farm.
		Development has unacceptable visual impacts	Development at SW Chippenham within existing visual envelope of urban area. Low density at Rawlings Green appears to be accepted by developers.
Unachievable	Unrealistic prospect of significant development within 5 years	Access cannot be achieved to Darcy Close from Rawlings Green	Detailed design stage has been reached and there is agreement in principle between land owners.
		Access cannot be achieved to Parsonage Way and A350	Detailed design stage has been reached and there is agreement in principle between land owners.
Unviable	Insufficient incentive for land owner/developer	There are 'big ticket' infrastructure items and it has not been established that a development can fund this	Developer has submitted planning application for SW Chippenham. No developer yet firmly associated with taking forward detailed proposals at Rawlings Green.

Outline Risk Register

	Generic	Site Specific	Assessment
		and other policy requirements (such as affordable housing)	
		Inadequate level of affordable housing (less than 40%)	