

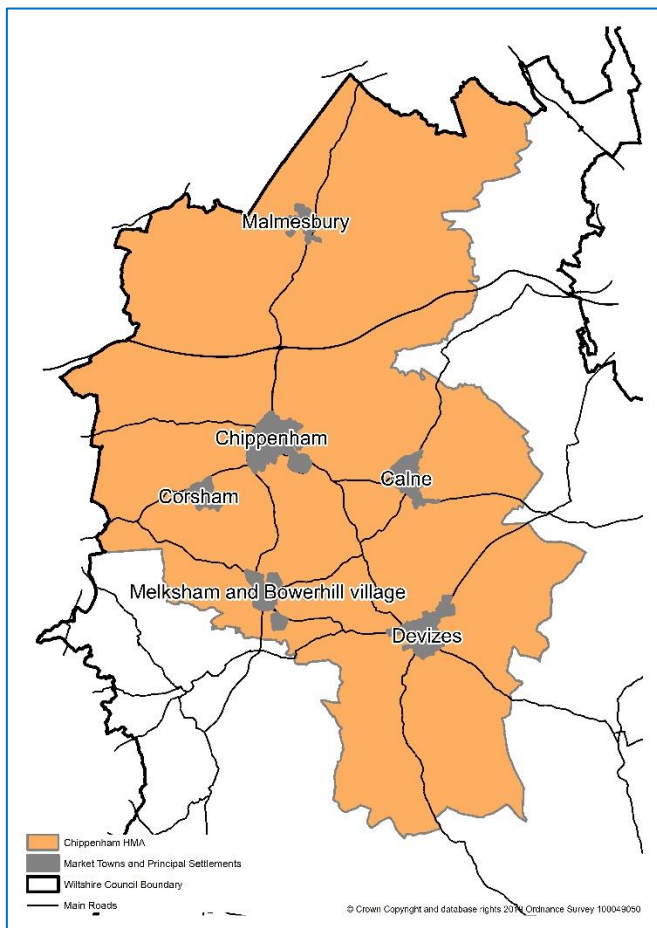
# APPENDIX 4

## Chippenham Housing Market Area – Assessment Summary

Cabinet Version, April 2019

## Introduction

- 1.1 As a starting point, the distribution of housing and employment in the adopted Wiltshire Core Strategy (WCS) has been rolled forward. Rolling forward the current strategy, each part of the Housing Market Area (HMA) would accommodate the equivalent share of housing and employment needs as the current WCS. This is used as a basis to help see where there may be better distributions of growth for the period 2016 to 2036.
- 1.2 The extent of the Chippenham HMA is shown below:



**Figure 1: Chippenham Housing Market Area (HMA)**

- 1.3 This paper summarises assessments that have been carried out to help identify where an alternative distribution of growth to that currently included in the Wiltshire Core Strategy should be considered. Assessments, however, are not straightforward. Results may indicate a higher level of growth is justified at a settlement because of its economic prospects but may also indicate a lower rate of growth at the same settlement because of the risk of harmful environment impacts. The summary pulls together the results for each settlement to show where it is appropriate to test higher or lower rates of growth than rolling forward the current strategy.
- 1.4 Initial findings were discussed at workshops held with local members, town and parish councils and representatives of neighbourhood plan groups. Matters raised in these discussions have helped to inform alternative development strategies.

- 1.5 A set of alternative development strategies have been developed that highlight different choices about the distribution of future growth. It includes taking forward the current strategy. They will now be tested against each other in more detail and will help to decide a preferred way forward for the local plan review.

## Rolling forward the current strategy

- 2.1 The assessments test rolling forward the pattern of development of the current strategy aligned to the Housing Market Areas (HMA) proposed in the Swindon and Wiltshire Strategic Housing Market Assessment 2017, refreshed January 2019. Using this new evidence of forecast needs for more homes<sup>1</sup> and fresh land for employment<sup>2</sup>, each settlement within the HMA has the same share of growth as the current strategy. Rolling forward the current strategy produces the following requirements for the period 2016-2036 (Table 1).
- 2.2 Evidence suggests a substantial increase in the need for new homes in the Chippenham HMA. There would be a 43% increase. There would be an 8% reduction in the amount of employment land planned for in the next 20 years in this HMA (except Malmesbury which forms part of the Swindon Functional Economic Market Area where the balance of demand and supply is different).
- 2.3 At face value, continuing the current strategy would result in planning for more homes but less employment land compared to the period 2006-2026. The WCS strategy, however, deliberately allocated a large amount of land for employment in excess of assessed need. It allowed business greater choice and flexibility and to encourage local economic growth. Whether to continue this approach is one of the questions for the review.

Principal Settlement/Market Town	Wiltshire Core Strategy 2006-2026		Rolling Forward for 2016 – 2036	
	Housing Dwellings	Employment Hectares	Housing Dwellings	Employment Hectares
Chippenham	4510	28	2050	25.7
Malmesbury	885	5	6440	7.2
Calne	1440	6	1740	5.5
Corsham	1220	6	2870	5.5
Devizes	2010	9.9	1260	5.5
Melksham	2240	6	3200	7.2
Rest of HMA	2060	1.6	2840	2.9
<b>Total</b>	<b>14365</b>	<b>62.5</b>	<b>20400</b>	<b>61.4</b>

**Table 1 Housing and Employment Requirements - Rolling forward the current strategy for 2016 - 2036**

<sup>1</sup> Swindon and Wiltshire Strategic Market Assessment, ORS, (2017), refreshed January 2019

<sup>2</sup> Functional Economic Market Assessment, HJA (2017) and Wiltshire Employment Land Review, HJA (2018)

## Assessment Method

- 3.1 The assessments look at potential impacts upon each place and how actual development trends compare to what was anticipated by the WCS. So, looking to roll forward the current strategy, involves looking at what additional land requirements there would be for growth over and above what can already be accounted for (i.e. homes completed since 2016, outstanding planning consent or plan allocations). The results of the 2017 public consultation also help to highlight where alternatives may need to be considered because of new issues and opportunities. As mentioned above, the result of each assessment method might indicate a higher or lower rate of growth in the future for a particular settlement. The assessment takes into consideration economic, social and environmental factors as well as delivery and infrastructure constraints.

<b>Potential impacts</b> <i>Place based assessment</i>	<b>Development trends</b> <i>Assessment of different scales of growth</i>
<p><b>Biodiversity:</b> what is the risk of harming local biodiversity</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Trends:</b> How does forecast housing need compare with what has actually happened?</p> <p>(Source: implied future rates of development compared to actual past rates)</p>
<p><b>Landscape:</b> what are the risks of harm to the character and attractiveness of the local landscape</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Land availability:</b> Is there land to continue the current strategy?</p> <p>(Source: future scale of housing and employment need compared to the amount already committed)</p>
<p><b>Heritage:</b> what is the risk of harming heritage assets?</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Economy:</b> housing and employment</p> <p>Do economic forecasts predict a need for more employment land or new homes than the current strategy?</p> <p>(Source: rolling forward the current distribution of development compared to forecast pattern of job growth)</p>
<p><b>Flooding:</b> what is the likelihood of unacceptable risks of flooding</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Social:</b> population and affordable housing</p> <p>Are homes provided where people live and where there are the most needs for affordable homes?</p> <p>(Source: rolling forward the current strategy compared to the distribution of the population and registered needs for affordable homes)</p>
<p><b>Infrastructure:</b> can the current strategy be supported by secondary school capacity and the local transport network?</p> <p>(Source: advice from specialists based on published information. An estimate of the number of years until secondary capacity is reached.)</p>	

<p><b>Consultation responses:</b> what are the new issues and opportunities?</p> <p>(Source: summary reports of public consultation)</p>	
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**Table 2 Assessments**

## Results

4.1 The results collated in relation to the ‘place based assessment’ and ‘potential scales of growth’ are summarised in the table so an informed judgement can be made about what alternatives to test - RAG rating is used to indicate potential for growth. For example, a settlement might accommodate less growth because of the high risk of unacceptable impacts on a nationally protected habitat. The assessment may show little evidence to change the current strategy, but in some cases the results could also pull in opposing directions. There may be forecasts to support increased growth, but environmental or infrastructure constraints also suggest less.

Principal Settlement/Market Town	Place based assessment							Assessment of potential scales of growth					
	Environmental aspects				Infrastructure			Deliverability		Economic aspects		Social aspects	
	Biodiversity	Landscape	Heritage	Flooding	Education	Transport	Consultation	Trends	Land availability	Housing	Employment	Population	Affordability
Calne	Yellow	Yellow	Yellow	Yellow	Green	Yellow	Red	Yellow	Yellow	Red	Red	Yellow	Green
Chippenham	Green	Green	Green	Yellow	Yellow	Red	Green	Red	Green	Green	Red	Yellow	Yellow
Corsham	Red	Red	Red	Red	Green	Green	Yellow	Yellow	Yellow	Green	Red	Yellow	Yellow
Devizes	Red	Red	Red	Green	Green	Yellow	Yellow	Yellow	Yellow	Red	Red	Red	Green
Malmesbury	Green	Red	Red	Red	Red	Green	Red	Yellow	Red	Green	Red	Yellow	Yellow
Melksham	Green	Green	Green	Yellow	Yellow	Yellow	Green	Yellow	Yellow	Yellow	Green	Yellow	Red
Rest of HMA	n/a					Red	Green	Yellow	Green	Yellow	Green	Green	Red

Indicators for growth	
Higher	Green
Neither higher or lower	Yellow
Lower	Red
No information	

**Table 3 Summary of results**

4.2 The following table provides in summary, the conclusion of the assessment process. It suggests alternatives that should include the following:

Principal Settlement/Market Town	Summary conclusion	Higher or Lower than rolling forward the current strategy
Chippenham	Environmentally, the area is less constrained than elsewhere.	Higher

	<p>Consultation responses point toward alternatives for a larger scale development and higher rates of growth that would involve significant infrastructure investment and a relief road connection off the A4 to A350. This might help to mitigate transport concerns. An alternative strategy that supported this approach can be tested.</p> <p>Employment growth prospects also indicate some scope to consider higher rates of growth, on the basis that business and job growth has been suppressed because of a lack of land available for development. It would be appropriate to include an alternative strategy with growth higher than rolling forward the current one.</p>	
<p><b>Malmesbury</b></p>	<p>Good prospects for continued economic growth contrasts with extensive environmental constraints. Constraints extend to local infrastructure and a relatively restricted pool of land available for further development.</p> <p>Consultation responses divided between higher and lower growth, largely taking either side of conflict along economic versus environmental lines.</p> <p>Rolling forward the current strategy involves a pro-rata increase on past requirements. In this context it would be appropriate to test a strategy that included a lower rate of growth.</p>	<p>Lower</p>
<p><b>Calne</b></p>	<p>Environmentally, there appear to be no fundamental barriers.</p> <p>Local infrastructure capacity seems in a similar position. Public consultation raised concern over recent rates of growth and further development pressures, pointing to the dormitory role of the town. Developer interest in the town continues.</p> <p>Prospects for economic growth do not appear to match the scale of housing growth envisaged rolling forward the current strategy. This would underline concern expressed over the changing character of the town.</p> <p>Rolling forward the current strategy also involves a pro-rata increase on past requirements. In this context it would be appropriate to test a strategy that included a lower rate of growth.</p>	<p>Lower</p>
<p><b>Corsham</b></p>	<p>The settlement appears the most environmentally constrained of all the main settlements in the HMA.</p> <p>Economic prospects would, however, appear to suggest higher rates of growth. Public consultation also recognised that an alternative with higher rates of growth than continuing the current strategy could be linked to transport investment (a rail station, better inter urban bus services). Neither land availability nor affordable housing need, however, support higher growth strongly.</p>	<p>Lower</p>

	Rolling forward the current strategy also involves a pro-rata increase on past requirements. In this context it would be appropriate to test a strategy that included a lower rate of growth.	
<b>Devizes</b>	<p>The town is amongst the more environmentally constrained in the HMA and the pool of potential land opportunities appears to be relatively limited.</p> <p>Consultation highlighted a priority to deliver local employment. Air quality was also a concern. There was a view that larger sites might help deliver new roads to help to tackle it. There also appears to be a relatively significant need for affordable homes.</p> <p>Prospects for employment growth do not seem to match rolling forward the current strategy and trends seem to align with concern over local employment. Rolling forward the current strategy involves a pro-rata increase on past requirements. In this context it would be appropriate to test a strategy that included a lower rate of growth.</p>	Lower
<b>Melksham</b>	<p>Environmentally, the area is less constrained than elsewhere. A strand of consultation responses considered the town in the same vein as Chippenham, as a candidate for a large scale and long term strategy and higher growth rates than current strategy. Overall trends do not bear this out strongly, with the significant exception of economic prospects pointing to growth higher than rolling forward the current strategy. However, compared to other settlements in the HMA there was less need for affordable housing.</p> <p>Given relatively less environmental constraints and stronger than average economic growth prospects, it would be appropriate to include an alternative strategy with growth higher than rolling forward the current one.</p>	Higher
<b>Rest of HMA</b>	<p>It is not possible to gauge environmental constraints over such a wide area. Rolling forward the current strategy would retain a focus on growth at main settlements. Some consultation responses suggested a less restrictive approach on two counts; to better support local communities and to widen the mix of sites helping to enable housing delivery.</p> <p>Employment prospects, past trends and housing needs all suggest higher scales of development than rolling forward the current strategy. Even in the context of a pro-rata increase on past requirements by rolling forward the current strategy, it would be appropriate to test an alternative with higher rates of growth at rural settlements.</p>	Higher

**Table 4 Summary of conclusions**

## Summary of Town and Parish Workshops on Distribution of Growth

5.1 Informal consultation took place between October and November 2018 with local members, town and parish councils and representatives of neighbourhood plan groups. The initial results outlined in

Table 4 were discussed. The outcome of the consultation is summarised below. These comments have influenced the development of alternative development strategies.

Settlement	Summary
Calne	<p>The exercise emphasised a general consensus to prioritise employment growth given recent failures to deliver this alongside housing. In terms of new housing, concern was voiced that it may add to current infrastructure constraints without providing any solutions. Options for higher growth were discussed to enable the delivery of road infrastructure to relieve congestion in the town centre and AQMA within the town. Alternatively, options for lower growth were also discussed to try and avoid a worsening of the current situation.</p> <p>Higher growth options are represented in levels to meet increased assessed need (see Table 1 above). It would also be appropriate to test lower growth options.</p>
Chippenham	<p>Potential for significant growth supported by strategic road investment that could form a new boundary to the town on the east and south was recognised by some; integral to this was high quality design with green infrastructure and recreation routes linking existing community to countryside. Areas were identified that could accommodate the residual level of growth identified at this stage. There was a broad move to place development towards the south and south east of the town with the remaining numbers being accommodated by the odd site around the periphery of the settlement boundary along with a significant number within the town itself in the form of brownfield development. However, a number of potential constraints were highlighted in attempting to accommodate the level of growth being proposed including the loss of agricultural land, impacts on air pollution, building in flood risk zones (and the impact of climate change on this constraint), traffic congestion, the capacity of the road infrastructure to adapt and accommodate this level of growth along with concerns over the viability of the solutions to the current levels of congestion within the town. There was more support for a southern link road which was seen as a more viable solution to relieve current congestion.</p> <p>There were no additional, previously unidentified, constraints and issues to suggest higher growth options should not be tested.</p>
Corsham	<p>Discussions identified that new housing should be located with good access to town centre facilities which supported existing public transport and was a reasonable distance to primary schools. However, it was also identified that the proposed growth may lead to existing facilities and road infrastructure becoming increasingly under pressure, with the Corsham Train Station considered unlikely. Furthermore, there were concerns that the community feel and quality of life would be worsened due to the potential development of open space and large housing estates.</p>



	<i>The range of concerns put forward supported assessment thus far and testing lower growth option.</i>
<b>Devizes</b>	<p>The exercise emphasised a concern over infrastructure capacity, specifically road infrastructure. It was also identified that when accommodating housing growth, new facilities should be delivered alongside the development, namely but not exclusively, road infrastructure, medical and education provision.</p> <p>The range of concerns put forward supported assessment thus far, emphasising issues with local infrastructure capacity and support for testing a lower growth option.</p>
<b>Malmesbury</b>	<p>It was agreed that the housing figure identified was appropriate for the town given the number of constraints that were highlighted. Land was identified at Malmesbury, using a combination of brownfield sites, some already being promoted for redevelopment, to accommodate the current indicative figure. Concerns were voiced over the capacity of education, impact on abbey views and the need for better transport infrastructure including car parking provision.</p> <p>Generally supported the assessment thus far and that it would also be appropriate to test lower growth options.</p>
<b>Melksham</b>	<p>It was felt that the town had taken significant growth in recent years with a lack of infrastructure including medical provision. The importance of delivering infrastructure before any large scale future growth could be accommodated was emphasised. This included a specific focus on the provision of an eastern bypass, without which it was felt development would be difficult to accommodate. Other constraints included education provision (and the need for a new secondary school) and the improvement of transport infrastructure, not only roads but also sustainable transport options and the improvement of the railway station.</p> <p>There were no additional, previously unidentified, constraints to suggest that higher growth options should not be tested where these included significant infrastructure provision, notably the possibility of an eastern bypass.</p>

## Alternative Development Strategies

- 6.1 Based on the results of these assessments and consultation with town and parish councils, the following alternatives have been developed. They are expressed as alternative distributions of housing and employment requirements for Principal Settlements, Market Towns and rest of the HMA. Development in the rest of the HMA would be focussed primarily toward designated Large Villages and Local Service Centres. Alongside requirements a residual figure shows the scale of

development that would need to be accommodated over the period to 2036 once current commitments have been taken into account.

Alternative Development Strategy	Description																																																												
<b>OPTION CH-A Roll forward the Wiltshire Core Strategy Distribution of homes and jobs</b>	Housing and employment land requirements are distributed pro-rata rolling forward the current strategy. Housing requirements are increased pro-rata to match a higher assessment of housing needs.																																																												
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<b>OPTION CH-B Chippenham Expanded Community</b>	<p>Corsham, Calne, Devizes, Malmesbury and Melksham continue WCS scales of growth, which is lower than rolling forward the current strategy. The rest of the HMA accommodates a scale equivalent to rolling forward the current strategy. This approximates to past rates of development in the rural area.</p> <p>Chippenham is the main focus for growth based on a concept of an expanded community that more than doubles the WCS allocation. One option would be for the alternative to be underwritten by a successful bid for Government Housing Infrastructure Funding.</p> <p>For employment, the strategy responds to the conclusions of the Employment Land Review that new employment land should be considered at Chippenham and consultation concerns about the lack of employment in Calne.</p>																																																												
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	<b>Total</b>	20400	10012	9	
<b>OPTION CH-C Melksham Focus</b>	<p>Rather than WCS scales of growth, rates of development at Calne, Corsham, Devizes and Malmesbury are 'capped' to a 40% increase on the WCS as a deliverable response to the much higher assessment of local housing need.</p> <p>The rate of development at Chippenham rolls forward the current strategy uncapped, reflecting its prospects for future growth and as a response to past suppressed demand.</p> <p>Melksham has a focus for growth, continuing its recent track record. One option would be to see new homes supported by the provision of new road infrastructure.</p> <p>For employment, the strategy responds to the conclusions of the Employment Land Review that there is a case for new allocations in Melksham and Corsham.</p>				
	<b>2016-2036</b>				
		Housing		Employment	
<b>Settlement Area</b>	Requirement	Residual	Requirement	Residual	
	<i>Dwellings</i>		<i>Hectares</i>		
<b>Calne</b>	2015	825	-		
<b>Chippenham</b>	6440	1829	-		
<b>Corsham</b>	1710	1234	4		
<b>Devizes</b>	2815	1967	-		
<b>Malmesbury</b>	1240	693	-		
<b>Melksham</b>	3390	2044	5		
<b>Rest of HMA</b>	2790	1420	-		
<b>Total</b>	20400	10012	9		