

Wiltshire Local Plan Review

APPENDIX 7

Trowbridge 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 Trowbridge HMA is shown below:

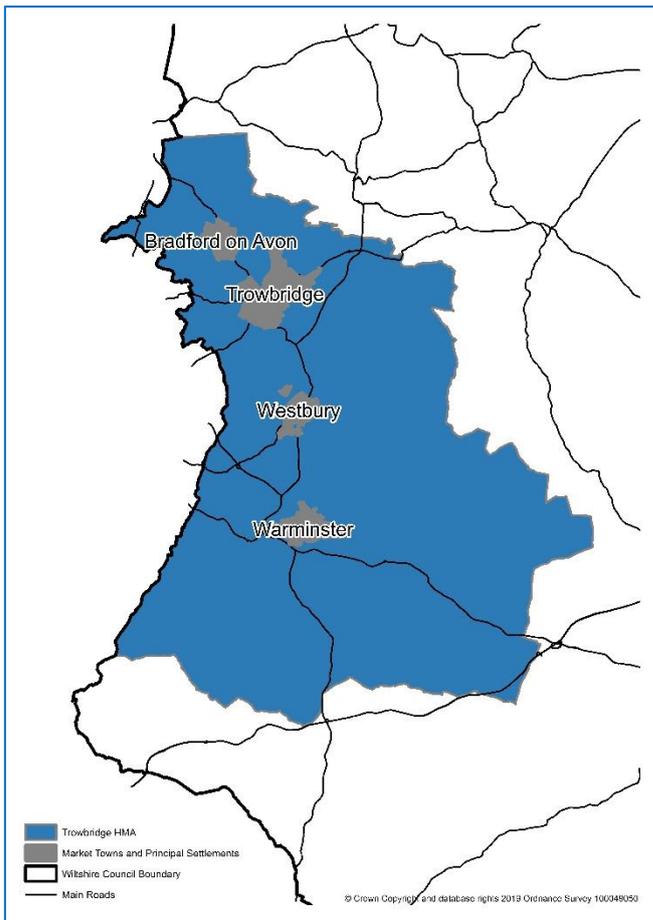


Figure 1 : Trowbridge Housing Market Area (HMA)

- 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. Using this new evidence of forecast needs for more homes¹ and fresh land for employment², 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 decrease in the need for new homes in the Trowbridge HMA. There would be a 4% decrease.
- 2.3 The Wiltshire Housing Site Allocations Plan is being prepared. It proposes to allocate several sites at Trowbridge and at Warminster, as well as at the villages within the HMA. Although yet to be finalised, the scale of housing delivered that this plan will contribute toward meeting needs identified for the 2016-2036 plan period.

Principal Settlement/Market Town	Wiltshire Core Strategy 2006-2026		Rolling Forward for 2016 – 2036	
	Housing Dwellings	Employment Hectares	Housing Dwellings	Employment Hectares
Trowbridge	6810	25	6520	23
Bradford on Avon	595	3	570	2.7
Westbury	1500	18.5	1435	17
Warminster	1920	6	1840	5.5
Rest of HMA	663	3	635	1.4
Total	11488	55.5	11000	49.6

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

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 this has raised 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.

¹ Swindon and Wiltshire Strategic Market Assessment, ORS, (2017)

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

Potential impacts <i>Place based assessment</i>	Development trends <i>Assessment of different scales of growth</i>
<p>Biodiversity: what is the risk of harming local biodiversity</p> <p>(Source: advice from specialists based on published information)</p>	<p>Trends: 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>Landscape: 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>Land availability: 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>Heritage: what is the risk of harming heritage assets?</p> <p>(Source: advice from specialists based on published information)</p>	<p>Economy: 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>Flooding: what is the likelihood of unacceptable risks of flooding</p> <p>(Source: advice from specialists based on published information)</p>	<p>Social: 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>Infrastructure: 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>Consultation responses: what are the new issues and opportunities?</p> <p>(Source: summary reports of public consultation)</p>	

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 Towns	Place based assessment							Assessment of potential scales of growth					
	Environmental aspects				Infrastructure			Deliverability		Economic aspects		Social aspects	
	Biodiversity	Landscape	Heritage	Flood risk	Education	Transport	Consultation	Trend	Land availability	Housing	Employment	Population	Affordability
Trowbridge	Red	Red	Red	Yellow	Red	Green	Red	Red	Yellow	Yellow	Red	Red	Red
Bradford on Avon	Red	Red	Red	Yellow	Red	Yellow	Green	Yellow	Red	Green	Yellow	Green	Green
Westbury	Yellow	Yellow	Yellow	Green	Green	Green	Green	Yellow	Yellow	Green	Yellow	Yellow	Red
Warminster	Red	Red	Red	Yellow	Yellow	Green	Yellow	Red	Green	Yellow	Red	Green	Green
Rest of HMA								Yellow	Green	Green	Green	Green	Green

Table 3 Summary of results

Key:

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

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

Locations	Summary Conclusion	Higher or lower than rolling forward the current strategy
Trowbridge	Across the indicators used in this assessment it is appropriate to test a strategy with lower rates of growth than would be the case taking forward the current strategy.	Lower
Bradford on Avon	Taking forward the current strategy suggests increasing rates of development and the assessment of potential scales of growth suggest possibly still higher rates, judging by growth assessment indicators. However, the extent and nature of environmental constraints affecting the settlement suggest that lower rates of growth should also be tested.	Lower

Warminster	Environmental risks suggest testing lower rates of growth. Infrastructure support for still higher growth is uncertain. Assessments of potential scales of growth, significantly those based around the economy, do not give clear support to testing higher rates.	Lower
Westbury	With relatively less environmental risks involved with growth than other settlements, it could be appropriate to test higher rates of development. Key infrastructure indicators suggest the possibility of higher rates. Although higher rates of growth are not clearly supported by the results of growth assessments, economic forecasts however do support higher rates.	Higher
Rest of HMA	Whilst impossible to assess environmental risks at this stage, assessments, not least evidence that past house building exceeds rates planned in the current strategy, supports testing higher rates of growth.	Higher

Table 3 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
Bradford on Avon	The main concerns that were raised regarding housing growth in Bradford on Avon related to transport issues and subsequent air quality issues. However, it was also noted that housing growth could bring employment, retail and regeneration opportunities.
Trowbridge	A consistent point of discussion regarding Trowbridge was the need for a review of the Green Belt to enable the most suitable sites for housing growth to be released. Furthermore, it was considered important that future housing development is directed at locations that minimises the impact on road infrastructure, or otherwise, housing should have road infrastructure developed alongside it.
Warminster	The outcome of the discussions regarding Warminster suggested that representatives were prepared to take the proposed level of housing growth, but that a higher level of growth would not be suitable due to accommodating high levels of growth in the past.
Westbury	In Westbury, the discussions were focussed predominantly on infrastructure provision. There was a strong desire from representatives for sustainable transport links associated with new development, and better cycle and walking connections.

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																																								
OPTION TR-A Roll forward the Wiltshire Core Strategy Distribution of homes and jobs	Housing and employment land requirements are distributed pro-rata rolling forward the current strategy to match the overall assessment of housing needs.																																								
	<table border="1"> <thead> <tr> <th colspan="4">2016-2036</th> </tr> <tr> <th></th> <th>Housing</th> <th></th> <th>Employment</th> </tr> <tr> <th>Settlement Area</th> <th>Requirement</th> <th>Residual</th> <th></th> </tr> <tr> <th></th> <th colspan="2"><i>Dwellings</i></th> <th><i>Hectares</i></th> </tr> </thead> <tbody> <tr> <td>Bradford on Avon</td> <td>570</td> <td>310</td> <td>1</td> </tr> <tr> <td>Trowbridge</td> <td>6520</td> <td>2930</td> <td>-</td> </tr> <tr> <td>Warminster</td> <td>1840</td> <td>50</td> <td>-</td> </tr> <tr> <td>Westbury</td> <td>1435</td> <td>330</td> <td>-</td> </tr> <tr> <td>Rest of HMA</td> <td>635</td> <td>255</td> <td>-</td> </tr> <tr> <td>TOTAL</td> <td>11000</td> <td>3875</td> <td>1</td> </tr> </tbody> </table>	2016-2036					Housing		Employment	Settlement Area	Requirement	Residual			<i>Dwellings</i>		<i>Hectares</i>	Bradford on Avon	570	310	1	Trowbridge	6520	2930	-	Warminster	1840	50	-	Westbury	1435	330	-	Rest of HMA	635	255	-	TOTAL	11000	3875	1
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OPTION TR-B Westbury Growth Point	Housing requirements for Westbury are led by employment forecasts in excess of rolling forward the current strategy. Requirements for the rest of the HMA are equivalent to past rates and the requirement at Trowbridge is reduced significantly. At Warminster rates of housing development continue those in the Core Strategy and Bradford on Avon has a scale of development that rolls forward its share of the current strategy. Employment land requirements reflect the focus on Westbury																																								
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OPTION TR-C Focus on the rest of the HMA	Substantial increase in rates of housing development in the rest of the HMA. Significant reduction at Bradford on Avon and a more modest decrease at																																								

Trowbridge. The scale of housing development at Warminster is its pro-rata share of overall assessed housing needs.

Employment requirements reflect the intent of the strategy option to focus on the rest of the HMA.

2016-2036			
Settlement Area	Housing	Residual	Employment
	Requirement		
	<i>Dwellings</i>		<i>Hectares</i>
Bradford on Avon	300	40	-
Trowbridge	6130	2535	-
Warminster	1840	50	-
Westbury	1530	425	-
Rest of HMA	1200	820	1
TOTAL	11000	3870	1