

Wiltshire Housing Site Allocations Plan Examination in Public

Position Statement on Matter 3

Housing Site Allocations

H2.4 Church Lane, Trowbridge

PS/M3/27

March 2019

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Matter 3: Housing Site Allocations

H2.4 Church Lane, Trowbridge

Issue 5: Are the proposed sites justified, effective and consistent with national policy?
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Issue 5.1 - Does the plan provide sufficient detail on form, scale, access and quantity of development for each site?

1. Yes. Policy H2 and supporting text for allocation H2.4 (paragraph 5.67-5.72) of the Wiltshire Housing Site Allocations Plan (WHSAP) Submission Document (WHSAP.01.01¹), incorporating the Council's Schedule of Proposed Changes (EXAM.01.01²), when read in conjunction with the introductory text to Chapter 5 of the Plan (paragraphs 5.1-5.12) provide sufficient detail. The introductory text to Chapter 5 clarifies that the policies of the Wiltshire Core Strategy (WCO.01)³ will also apply in considering the development of the site. When taken together with the Core Strategy, the Council considers the Plan provides sufficient detail on form, scale, access and quantity of development.
2. The quantity of development to be delivered is established in policy in the Plan (WHSAP.01.01) in policy H2 (page 40 and paragraph 5.67) as being approximately 45 dwellings on a site area of approximately 5.93ha (as amended in PC67 in the Schedule of Proposed Changes EXAM.01.01) which is considered to be achievable for the site.
3. Moreover supporting text identifies a number of important elements and issues where mitigation will be required through any subsequent planning application. This includes specific details in respect of access. The Plan (WHSAP.01.01) states that to ensure the setting of the Grade 2 listed St John's Church is protected access needs to be made via a new junction arrangement off the A361 (paragraph 5.68) that the Council considers would appropriately serve the site.
4. Therefore, when read as a whole, the Council considers that the level of detail provided in the Plan is sufficient for the purpose of providing the necessary certainty to local communities and developers without being overly prescriptive.

Issue 5.2 - Is the amount of development proposed for each site justified having regard to any constraints and the provision of necessary infrastructure?

5. The Council considers that the amount of development proposed for the site (approximately 45 dwelling) is justified by the evidence base (TOP.02⁴, CATP.17a⁵, SA.01A.a⁶, SA.01.09⁷) and has had full regard to site specific constraints including: heritage, drainage, flood risk and ecology.
6. In the light of identified constraints, assessments were undertaken to determine an appropriate scale of development. This was documented in the site selection process.

¹ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

² [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

³ [\[WCO.01\]](#) Wiltshire Core Strategy

⁴ [\[TOP.02\]](#) WHSAP Topic Paper 2 - Site Selection Process Methodology July 2018 Submission version

⁵ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018; SA.01A.a Sustainability Appraisal Report - revised September 2018; SA.01A.09 Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

⁶ [\[SA.01A.a\]](#) Sustainability Appraisal Report - revised September 2018

⁷ [\[SA.01.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

The conclusions are reported in the Trowbridge Community Area Topic Paper (CATP) (Appendices D, F and G) (CATP.17a)⁸.

7. The SHELAA (2011 methodology SHELAA.22)⁹ site capacity was estimated at 133 dwellings for this site which formed a starting point for assessment using 30 dwellings per hectare and applying a multiplier to reduce the developable area to allow for non-housing uses.
8. Stage 2 of the WHSAP site assessment process then considered whether exclusionary criteria (such as Flood Zones 2/3) should result in a reduction of the SHLAA site capacity. In the case of H2.4, the site capacity was reduced from 133 to 95 dwellings due to the site's partial location within a flood zone 3 (CATP.17a, Table D.3).
9. The amount of development proposed at this site was further reduced due to constraints identified through the Sustainability Appraisal, summarised in the Trowbridge CATP.17a (Appendix F, p82) and subsequent assessment (Appendix G, p114). 45 dwellings are allocated in the Plan due to the impacts on heritage assets and their setting, the need to protect the habitat of Bechstein's bats and the presence of the Lambrok Stream and its flood plain to the east and south of the site.
10. The Plan includes supporting text at paragraph 5.44 and 5.72 (including Proposed Change PC53) (EXAM/01/01¹⁰) ensuring that primary school provision is delivered in a timely manner to accommodate the new developments at Trowbridge. However there has now been an update in education requirements for the town.
11. The Council has recently received the latest birth rate data from the health authority. This evidence shows that the birth rate in Trowbridge and the surrounding villages has significantly declined, which is both unexpected and unprecedented. The Council has revised its pupil forecasts accordingly and this shows that the requirement for a third primary school has all but disappeared in Trowbridge. Indeed, it is considered that there is sufficient capacity within existing primary schools in Trowbridge to cater for the projected pupils on roll resulting from developments at the town over the period to 2026. Therefore, the Council considers that there is no longer sufficient additional demand to require a two-form primary school at Elm Grove Farm.
12. It is proposed that the Plan text is further amended to reflect this new evidence at paragraph 5.44. Proposed changes are set out in Appendix 1. Should circumstances alter in respect of demographics at the town, the Council considers that existing policy will allow for up to date evidence at the time of a planning application to be used to determine appropriate contribution to any necessary infrastructure, in accordance with WCS Core Policy 3 (WCO.01)¹¹. However, based on currently available evidence, the Council considers that latent capacity in existing primary schools within the town would not preclude or delay development at this site.
13. In terms of ecological infrastructure, paragraph 5.71 in the WHSAP (WHSAP.01.01)¹² states that development at Church Lane and around the town will also be required to

⁸ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018; SA.01A.a Sustainability Appraisal Report - revised September 2018; SA.01A.09 Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

⁹ [\[SHELAA 22\]](#) SHLAA Methodology - Sept 2011

¹⁰ [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

¹¹ [\[WCO.01\]](#) Wiltshire Core Strategy

¹² [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

contribute to the delivery of the Trowbridge Bat Mitigation Strategy (TBMS) (BIO.45)¹³ through financial contribution or direct provision of equivalent new green infrastructure to ensure there is no net loss of habitat for protected bat species, along with appropriate measures for managing increased recreational pressure associated with an anticipated increased population at the town (CATP.17a, Appendix G, Table G.7, p104) (CATP.17a)¹⁴. To further address the need to protect the habitat of Bechstein's bats and through collaborative working with Natural England it is also proposed in the Schedule of Proposed Changes (PC67) (EXAM.01.01)¹⁵ to extend the site boundary to 5.93ha to include land between the current boundary on the draft plan and the river, this is to allow land to be used to mitigate any impacts on the Bechstein bats.

14. In terms of the heritage assets on the site and the importance of their setting allowance has also been made to ensure that the significance of St Johns Church, other listed buildings and their setting are protected as set out in the response to issue 5.3iv.
15. Other infrastructure requirements are identified in the plan at paragraphs 5.43, 5.44, and paragraphs 5.69 – 5.72, which includes the potential need for an increase in capacity of doctor surgeries and dentistry within the town (Trowbridge CATP Appendix G, Table G.2, p86 – 88 and Sustainability Appraisal pages 152 - 153) (CATP.17a) (SA.01.A.9)¹⁶.
16. Mitigation of constraints and delivery of infrastructure requirements are considered achievable for a site of this size and the amount of development at this site is capable of providing mitigation on site or supporting off-site measures.
17. The Council considers that existing policy will allow for up to date evidence at the time of a planning application to be used to determine appropriate contribution to any necessary infrastructure, in accordance with WCS Core Policy 3 (WCO.01)¹⁷. However, based on currently available evidence, the Council consider that the amount of development at the site is appropriate and has full regard to constraints and infrastructure requirements.

Issue 5.3 - What is the likely impact of the proposed development on the following factors and do any of these indicate that the site should not be allocated:

i. biodiversity, in particular but not restricted to European protected habitats and species

18. Any impacts of development on biodiversity can be successfully managed and mitigated, and would not preclude development on the site.
19. For sites in Trowbridge, a comprehensive strategy to deal with impacts on the Bath and Bradford on Avon Bats Special Area of Conservation (SAC) (BIO.04)¹⁸ has been derived following a full appropriate assessment and in consultation with Natural England.
20. A settlement level Habitats Regulation Assessment (HRA.01)¹⁹ concluded that the relationship of the Southwick Court site with the Bath and Bradford on Avon Bats SAC could contribute to effects alone and in-combination with other plans and projects and that a full appropriate assessment would be required (HRA.01). Subsequently the

¹³ [\[BIO.45\]](#) Draft Trowbridge Bat Mitigation Strategy

¹⁴ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

¹⁵ [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

¹⁶ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

¹⁷ [\[WCO.01\]](#) Wiltshire Core Strategy

¹⁸ [\[BIO.04\]](#) JNCC Bath and Bradford on Avon Bats Special Area of Conservation (SAC)

¹⁹ [\[HRA.01\]](#) Habitats Regulations Assessment - Pre-submission draft plan June 2017

council produced an Addendum under the Habitats Regulations (HRA.02)²⁰, and a further Addendum (HRA.02a)²¹ to support the council's Schedule of Proposed Changes. All three assessment documents, each of which included an appropriate assessment, concluded that allocation sites at Trowbridge would need to comply with, and contribute to, a bespoke mitigation strategy for bats which addressed impacts arising from habitat loss / degradation as well as impacts which would be caused by recreational pressure.

21. The Trowbridge Bat Mitigation Strategy (TBMS) (BIO.45)²² has been developed specifically to ensure that all impacts arising from allocation sites at Trowbridge will be fully mitigated. The strategy has been developed in consultation with Natural England and with input from local bat ecologists familiar with the area and the requirements of the bat species concerned. The document is currently out for public consultation (21 February – 21 March 2019) and it is intended the document will be adopted as Supplementary Planning Document (SPD).
22. The TBMS sets out, at a strategic level, mitigation that will be required to be confident that adverse effects to the SAC will be prevented, addressing specifically:
 - (1) Effects of habitat loss within green field sites. Mitigation for impacts alone will be delivered within the development site itself. Mitigation for residual and in-combination effects will be secured by Section 106 contributions towards off-site provision delivered by the Council. This will be based on an amount per dwelling or the equivalent for non-residential development.
 - (2) Effects of recreational pressure arising from all residential development within a set radius from the key bat woodland sites. This cost will be funded through the Community Infrastructure Levy (CIL).
23. Paragraphs 5.44 and 5.49 in the WHSAP (WHSAP/01/01)²³ state that development will be required to contribute to the delivery of the TBMS through financial contribution or direct provision of equivalent new infrastructure over and above the Council's normal requirements (Trowbridge CATP, Appendix G, Table G.10, p117) (CATP/17a)²⁴. Infrastructure requirements will be confirmed through the planning application process according to up to date evidence at the time.
24. Natural England has responded favourably to the above consultation for the TBMS.
25. Biodiversity considerations were also assessed through the Sustainability Appraisal (pages 138 - 140), as summarised in Trowbridge CATP (CATP.17a, Appendix G, Table G.7, p104). The assessment concluded that any subsequent development proposal will need to include protection measures for local habitats, due to the presence of Biodiversity Action Plan (BAP) Priority habitat²⁵ within the site. It is considered that such matters are within the scope of WCS Core Policy 50 (WCO.01)²⁶ and can be adequately addressed through the consideration of ecological assessments accompanying a planning application.

²⁰ [\[HRA.02\]](#) Addendum to the Assessment under the Habitat Regulations - Pre-submission draft plan May 2018

²¹ [\[HRA.02a\]](#) - Addendum to the Assessment under the Habitat Regulations - Factual update September 2018

²² [\[BIO.45\]](#) Draft Trowbridge Bat Mitigation Strategy

²³ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

²⁴ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

²⁵ Hedgerows and hedgerow trees

²⁶ [\[WCO.01\]](#) Wiltshire Core Strategy

26. In summary any impacts on biodiversity can be successfully mitigated and managed. When read as whole, alongside the policies of the WCS, the Council considers that the provisions of Policy H2 and associated supporting text are capable of ensuring that all necessary infrastructure requirements associated with protecting and enhancing biodiversity will be delivered. Moreover, all infrastructure requirements associated with the development of the Church Lane site will be confirmed through any subsequent planning application process in line with up-to-date evidence at the time of submission.

ii. green infrastructure and agricultural land

27. Green infrastructure aspects were assessed through the Sustainability Appraisal (SA) (SA.01A.09)²⁷, (pages 148 - 150), and subsequent assessment at Stage 4 (Trowbridge CATP17a, Appendix G, pages 105 - 107) and mitigation measures were suggested to incorporate green infrastructure into development proposals.
28. The SA (pages 148 – 150) (SA.01A.09) states that development of the site offers potential to contribute towards the delivery of a comprehensive network of green infrastructure. Paragraph 5.69 of the Plan ensures that links between the site, the Southwick Country Park and existing built form will be achieved through improvements of footpath TROW8 enhancing access between the town and recreational opportunities at Southwick Country Park. Any future planning application will also be considered in the context of requirements set out in WCS Core Policy 52 (WCO.01)²⁸.
29. Paragraphs 5.70 – 5.71 of the Plan (WHSAP.01.01)²⁹ incorporates a comprehensive approach to addressing recreational pressures resulting from ecological constraints of the town that accord with the provisions of the emerging TBMS.
30. Agricultural land was considered and evaluated in the Sustainability Appraisal (page 141) (SA.01A.09). The appraisal concluded that the impact of developing the site was considered to be minor to negligible in scale.

iii. landscape quality and character

31. Landscape considerations were assessed through the Sustainability Appraisal (pages 148 - 150) and subsequent assessment at Stage 4 (Trowbridge CATP, Appendix G page 105). Further landscape evidence can be found in the TEP Landscape Assessment report (pages 41 – 43)³⁰. The site is situated on grassland/semi improved grassland and is characterised by its relationship to the urban edge of Trowbridge, and rolling meadow associated with Lambrok Stream and Southwick Country Park. The Plan requires trees and hedgerows to be retained through landscaping along the Lambrok Stream and these will be of a scale to protect and enhance the character and amenity of Southwick Country Park (paragraph 5.69 of the Plan)
32. The assessments consider that the site despite the neglected management of the site, the tributary valley and its relationship with the settlement edge and country park contribute to sense of place and the site and its immediate surroundings are considered pleasant. The site and immediate surroundings present some of the key characteristics of the wider local character area, although the majority of the site is not currently used

²⁷ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

²⁸ [\[WCO.01\]](#) Wiltshire Core Strategy

²⁹ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

³⁰ [\[PSCON.11A\]](#) Stage 4a Site Landscape Assessment Part 2: Salisbury, Tidworth, Trowbridge, Warminster and Westbury Community - Pre-submission draft plan June 2017

as grazing land, the enclosure provided by built development and vegetation means that there are no views to chalk uplands and the site and immediate surroundings do not constitute a peaceful rural landscape. Overall, the site experiences some interruption associated with its position on the urban edge. The A361 is a busy road, although the site is separated from it by a row of houses and it the site extends away to the northwest.

33. Mitigation measures were recommended through the assessment process that include development of a smaller part of the site would allow the retention of the majority of open land to the tributary valley and would continue to allow open views across the valley from the country park, looking toward the church. This should not extend as far west as the tributary watercourse, but an area of open land should be retained along this edge, which allows space for tree and hedgerow planting to soften the appearance of new development.
34. The Plan recognises in paragraph 5.69 that any subsequent plans for developing the site should provide a design and layout that enhances the urban edge of the town (WHSAP.01.01)³¹. Existing hedgerows and trees would need to be retained and enhanced through new landscaping features along the line of the Lambrok stream. Such features would need to be sufficient scale to protect and enhance the character and amenity provided by Southwick Country Park.
35. In conclusion, it is considered that mitigation measures to address landscape quality and character are deliverable and capable of being fully addressed through the submission of a landscape assessment as part of any future planning application, in line with WCS Core Policy 51.

iv. heritage assets

36. The Council acknowledges that there are complexities surrounding the designated and non-designated heritage context of this site. Special regard has been given to the significance of these heritage assets and their settings throughout the site assessment process. Great weight has been applied to conserving and enhancing the assets and their setting. It is considered that the adjustments to the site area and reduction in site capacity, together with the specific policy requirements mean that the site can be brought forward in a manner that is acceptable from a historic environment perspective.
37. Heritage assets were assessed through the Sustainability Appraisal (pages 147 - 148) (SA.01A.9)³² and subsequent assessment at Stage 4 (CATP.17a, Appendix G, page 104) (CATP.17a)³³. This identified that development of the site may here are a number of heritage assets in and next to the site including the Church of St John (grade 2 listed), the associated church school and schoolmasters house, Rose Villa (grade 2 listed) and 344 Frome Road (grade 2 listed). The SA assessment concluded that the setting of St John's Church would need to be protected and enhanced and the draft Plan at paragraph 5.68 and through PC68 of the Schedule of Proposed Changes (EXAM.01.01)³⁴ ensures that appropriate consideration is given to heritage assets and their setting in line with national policy.

³¹ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

³² [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

³³ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

³⁴ [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

38. Historic England subsequently commented through their formal response to the pre-submission consultation (WHSAP.12)³⁵ that further heritage evidence was required to ensure that the scale of harm to both designated and non-designated assets was understood and that development could be accommodated on proposed allocations with particular heritage sensitivities. Through collaborative working it was agreed with Historic England that a proportionate Heritage Impact Assessment (HIA) (WHSAP.05)³⁶ would be carried out for the six identified sites. An HIA (WHSAP.05) has been carried out for this site providing in depth evidence of the heritage assets and their settings. The HIA (WHSAP.05) concluded that great weight rightly should be given to these heritage assets and their settings and to ensure that access is secured via a new junction off the A361 that would minimise harm to heritage assets.
39. The principles of the WHSAP (WHSAP.01.01) will ensure that development on site does not cause a high degree of harm and that any impact on the historic environment is sensitively mitigated. At the planning application stage, the layout and design of the site would need to give great weight to conserving the significance of these heritage assets and their setting in order to minimise harm (Proposed Change PC 68) (WHSAP.01.01)³⁷.
40. It is considered that impacts on designated and non designated heritage assets are capable of being addressed through the process of detailed design and layout, informed by further detailed assessments (including heritage) to support any subsequent planning application, in line with WCS Core Policy 58 (WCO/01)³⁸.

v. strategic and local infrastructure including transport

28. The requirement to consider strategic and local infrastructure requirements is set by WCS Core Policy 3. Core Policy 3 provides a sound and suitable approach to ensuring that the development of the Church Lane site will provide for essential and place-shaping infrastructure where it is needed in a timely manner.
29. Each site has been assessed against an assessment which considered the following factors:
 - accessibility to local bus services, rail stations and service centres
 - likely impacts on the local road network
 - site access arrangements and impacts.
30. In Trowbridge, a comprehensive transport study have been carried out (Trowbridge Transport Strategy: Draft Strategy Refresh 2018 (4 May 2018) (WHSAP.07)³⁹). This study has assessed the strategic impact of the proposed sites and outlines a transport strategy for Trowbridge which aims to mitigate the impact of proposed growth. The transport study considered both highway operation and highway safety and shows that the impact of the proposed growth for the town as a whole can be mitigated.
31. Strategic and local infrastructure requirements were assessed through the Sustainability Appraisal (pages 153 - 154) (SA.01A.9)⁴⁰ and subsequent assessment at Stage 4 (Trowbridge CATP, Appendix G, p105 - 106) (CATP.17a)⁴¹ and mitigation measures were

³⁵ [\[WHSAP.12\]](#) Regulation 22 (1) (c) Appendix Q Schedule of Repts

³⁶ [\[WHSAP.05\]](#) Heritage Impact Assessment (LUC) March 2018

³⁷ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

³⁸ [\[WCO.01\]](#) Wiltshire Core Strategy

³⁹ [\[WHSAP.07\]](#) Trowbridge Transport Strategy Refresh May 2018 15052018

⁴⁰ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

⁴¹ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

identified for development proposals.

32. In terms of site specific related infrastructure, development at this site would result in the need to mitigate pressure on educational facilities and ecology improvements:

- Access to the site would need to be secured via a new junction arrangement off the A361 (CATP page 105) (CATP.17a)
- Comprehensive approach to addressing recreational pressures resulting from ecological constraints at the town through TBMS (paragraph 5.71) (SA pages 138 - 140) (BIO.45)⁴²
- Links between the site, the Country Park and existing built form would be achieved through improvements to footpath TROW8 (CATP.17a pages 105)
- Funding contributions may be sought where needed to fund an increase in capacity at GP surgeries and dentistry in the town (paragraph 5.84 of the Plan).

33. The Council considers that existing policy will allow for up to date evidence at the time of a planning application to be used to determine appropriate contribution to any necessary infrastructure, in accordance with WCS Core Policy 3 (WCO.01)⁴³.

vi. the efficient operation of the transport network, highway safety

34. The efficient operation of the transport network and highway safety were considerations in Stage 4 of the site selection process, and any concerns have been presented in the Trowbridge CATP (CATP/17a, Appendix G, pages 105).

35. In Trowbridge, a comprehensive transport study have been carried out (Trowbridge Transport Strategy: Draft Strategy Refresh 2018 (4 May 2018)). This study has assessed the strategic impact of the proposed sites and outlines a transport strategy for Trowbridge which aims to mitigate the impact of proposed growth. The transport study considered both highway operation and highway safety and shows that the impact of the proposed growth for the town as a whole can be mitigated.

36. The site can be effectively and safely accessed.

vii. air and water quality, noise pollution, odours, land stability, groundwater and flood risk

37. The Sustainability Appraisal (pages 143 - 145) (SA.01A.9)⁴⁴ has identified wider considerations and constraints in relation to groundwater, air quality, noise and lighting, sustainable drainage and soakaways. All these issues are considered to be capable of being positively addressed the development of planning applications.

38. With specific regard to air quality, the Sustainability Appraisal (page 143 -144) concludes that local air quality may be affected through increases in vehicular emissions but that the development is within 2km of facilities in Trowbridge and therefore also accessible by foot, cycle and buses which may limit the extent of additional traffic using the A361 to access the town. The Council considers that mitigation measures in line with national and local plan policy, including WCS Core Policy 55 and the Air Quality Strategy, are achievable on this site.

⁴² [\[BIO.45\]](#) Draft Trowbridge Bat Mitigation Strategy

⁴³ [\[WCO.01\]](#) Wiltshire Core Strategy

⁴⁴ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

39. In light of the requirements of the NPPF in relation to land stability, there are no known issues of concern in relation to this site.
40. Noise and odours have been considered (Sustainability Appraisal, pages 143 - 145) (SA.01A.9) and the effects identified can be mitigated in accordance with local plan policy and regulations.
41. Air quality, noise, odours and vibration associated with construction as well as any impacts caused by or affecting the residential use have also been considered and the effects identified can be fully mitigated through application of existing policy and regulations. Mitigation measures to limit the impacts of vehicular movements on local air quality would need to be developed and implemented in accordance with local plan policy and advice from relevant bodies.
42. The site is located within flood zones 1, 2 and 3 of the Lambrok Stream and as such the site would need to be subject to a flood risk assessment at the planning application stage. Comments made by the Environment Agency through the Pre-Submission Consultation in relation to flood risk and drainage for all sites and these have been taken into consideration, and the Plan is proposed to be changed (PC69) to include additional text, as set out in the Schedule of Proposed Changes (EXAM.01.01)⁴⁵. This text includes ensuring that the development will be sequentially planned and that it will be supported by a drainage strategy (Sustainability Appraisal, pages 146 - 147) (SA.01A.9)⁴⁶.
43. Recognising the national and local planning policy imperative for the need to positively address flood risk, drainage and ground water protection, Proposed Change 69 in the Schedule of Proposed Changes for the WHSAP require that any development proposal be supported by a Flood Risk Assessment (incorporating an assessment of the predicted effects of climate change), along with a comprehensive Drainage Strategy to ensure that development will result in improved drainage conditions.

viii. open space, recreational facilities and public rights of way

44. The provision, protection and enhancement of open space, recreational facilities and public rights of way have been assessed through the Sustainability Appraisal (pages 149 - 150) and subsequent assessment at Stage 4 as set out in the Trowbridge CATP (page 79 and 105) (CATP.17a)⁴⁷.
45. The Plan requires existing hedgerows and trees to be retained and enhanced along the Lambrok Stream and for this to be of a scale which would protect and enhance the character and amenity provided by Southwick Country Park. The proposed site will be linked to the town and Southwick Country Park by improvements to footpath TROW8 (paragraph 5.69). This ensures that the existing public right of way is used to enhance the open space and recreational facilities at Southwick Country Park that already exist.
46. Development of the site offers the opportunity to deliver green infrastructure through provision of open space, connections to and retention of existing footpath networks and green corridors. This is supported by the existing green infrastructure requirements set out in WCS Core Policy 52⁴⁸.

⁴⁵ [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

⁴⁶ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

⁴⁷ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

⁴⁸ [\[WCO.01\]](#) Wiltshire Core Strategy

Issue 5.4 - In relation to the above, does the plan contain effective safeguards or mitigation measures necessary to achieve an acceptable form of development?

47. Chapter 5 of the Plan (WHSAP.01.01)⁴⁹ including policy H2 and supporting text for H2.4 are considered to provide contextual detail that will guide future developers and decision makers and thereby inform mitigation measures required to support development. Reference is made to the need to develop proposals in accordance with existing policies set out in the Wiltshire Core Strategy also, such that there are already effective safeguards to ensuring acceptable forms of development are to be delivered.
48. The Proposed Changes (PC67, PC68 and PC69) (EXAM.01.01)⁵⁰ to the supporting text of the WHSAP provide further clarity for the user of the Plan by reinforcing the definition of mitigation considered necessary to ensure development will achieve an acceptable form of development.

Issue 5.5 - What infrastructure is critical to the delivery of each site? Where contributions are specified, are they necessary and justified by the evidence base? Is the plan sufficiently clear on how and when infrastructure provision will be required?

49. There is no infrastructure that is critical to the delivery of the site. WHSAP (WHSAP/01.01 and EXAM/01.01) paragraphs 5.1 – 5.12 introduce a range of generic requirements that may be required for each site. Paragraphs 5.1 states that ‘development will be required to provide for the necessary on-site and, where necessary, off-site infrastructure requirements arising from proposals in accordance with [WCS] Core Policy 3 (Infrastructure requirements) (WCO.01)⁵¹.
50. In terms of site specific related infrastructure, development at this site would result in the need to provide mitigation to address impacts in relation to ecology (in line with the emerging TBMS (BIO.45)⁵²), access to be secured off the A361, improvement to footpath TROW8 as well as contributions towards improvements for local health facilities and local schools where appropriate.
51. Appendix G of the Trowbridge Community Area Topic Paper states that access of Church Lane would not be possible due to poor visibility therefore access would need to be holistically planned to include a new junction arrangement of the A361 **Error! Bookmark not defined.** This position is further strengthened in the Schedule of Proposed Changes where PC68 requires access to be secured off the A361 to ensure the level of harm to the significance of the heritage assets is minimised.
52. The Plan clearly states at paragraph 5.72 that contributions will be sought from development of the site to secure funding contributions towards local school capacity, increased capacity at local doctors surgeries and dentistry at the town.
53. The Council considers that existing policy will allow for up to date evidence at the time of a planning application to be used to determine appropriate contribution to any necessary infrastructure, in accordance with WCS Core Policy 3.

Issue 5.6 - Is the site in an accessible location with good access to everyday facilities by a range of means of transport? Does the plan provide an adequate basis to address any areas of deficiency?

⁴⁹ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

⁵⁰ [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

⁵¹ [\[WCO.01\]](#) Wiltshire Core Strategy

⁵² [\[BIO.45\]](#) Draft Trowbridge Bat Mitigation Strategy

54. The accessibility of the proposed allocation and assessed through the Sustainability Appraisal and at Stage 4 of the site assessment process (CATP17a)⁵³. The site assessment (Sustainability Appraisal page 141 and 153 - 154) (SA.01A.9)⁵⁴ explains that the site is on the edge of town with good prospects for connectivity to local/town centre services and facilities.
55. The WHSAP paragraph 5.69 (WHSAP.01.01)⁵⁵, also states that there will be improvements to footpath TROW8 (CATP page 105).
56. While residents are likely to use private vehicles, there is an existing bus stop 300 metres of the site. In addition opportunities will be explored through the planning application process (e.g. the Transport Assessment and Design and Access Statement) to ensure that development of the site incorporates infrastructure to improve cycling opportunities (such as garages, sheds and secure bike stands) in accordance with WCS Core Policy 60 (WCO.01)⁵⁶.

Issue 5.7 - In cases where allocations do not have specific policies, is the reliance on supporting text likely to be an effective means of delivering the Council's requirements for each site? What is the justification for some sites having specific policies and some not?

57. The submission version of the WHSAP (WHSAP.01.01) explains at paragraph 5.12 that allocations are proposed at some settlements that involve a mix of uses or site specific complexities and where it is more appropriate for development to be guided by a master plan approach, as opposed to detailed matters being addressed through policy criteria. There are five sites, of which this site is one, that have been identified as requiring a master plan.
58. The remaining sites are allocated by Policies H2 and H3. Due to their less complex nature, these sites were not considered to require a master planned approach, and thus do not have a specific policy. The supporting text to the allocated sites provides future developers and decision makers with important contextual information regarding matters that will need to be addressed through the planning application process. Indeed, as set out Chapter 5 of the WHSAP (WHSAP.01.01), the Council anticipates that development proposals relating to all allocations will be guided by relevant policies of the Wiltshire Core Strategy (WCO.01).
59. In conclusion, the Council considers that the specific requirements for each allocation within the WHSAP can effectively be delivered as drafted through a combination of policies and supporting text that will all be read in conjunction with the WCS.

Issue 5.8 - Is the development proposed for each site deliverable in the timescales envisaged?

60. Yes. The Council considers the proposed allocation can be delivered within five years. The proposed allocation is informed by land identified within Wiltshire Council's Strategic Housing and Land Availability Assessment (SHLAA), under site reference 1021 (SHLAA2012.16)⁵⁷. The assessment in the SHLAA confirms that the land is 'deliverable', i.e. that the land is available now with a realistic prospect of being viably developed for housing within five years.

⁵³ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

⁵⁴ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

⁵⁵ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

⁵⁶ [\[WCO.01\]](#) Wiltshire Core Strategy

⁵⁷ [\[SHLAA2012.16\]](#) SHLAA 2012 Appendix 3 Trowbridge

61. **Issue 5.10 - For sites in Trowbridge, will the plan be effective in ensuring adequate protection for bat habitats? What is the status of the Trowbridge Bat Mitigation Strategy referred to in the HRA and paragraph 5.44 of the WHSAP? How will this be implemented?**
62. For sites in Trowbridge, a comprehensive strategy to deal with impacts on the Bath and Bradford on Avon Bats SAC has been derived following a full appropriate assessment and in consultation with Natural England.
63. A settlement level Habitats Regulation Assessment (HRA.01)⁵⁸ concluded that the relationship of the Southwick Court site with the Bath and Bradford on Avon Bats SAC could contribute to effects alone and in-combination with other plans and projects and that a full appropriate assessment would be required (HRA.01). Subsequently the council produced an Addendum under the Habitats Regulations (HRA.02)⁵⁹, and a further Addendum (HRA.02a) to support the council's Schedule of Proposed Changes. All three assessment documents, each of which included an appropriate assessment, concluded that allocation sites at Trowbridge would need to comply with, and contribute to, a bespoke mitigation strategy for bats which addressed impacts arising from habitat loss / degradation as well as impacts which would be caused by recreational pressure.
64. The Trowbridge Bat Mitigation Strategy (TBMS) (BIO.45)⁶⁰ has been developed specifically to ensure that all impacts arising from allocation sites at Trowbridge will be fully mitigated. The strategy has been developed in consultation with Natural England and with input from local bat ecologists familiar with the area and the requirements of the bat species concerned. The document is currently out for public consultation (21 February – 21 March 2019) and it is intended the document will be adopted as Supplementary Planning Document (SPD).
65. The TBMS sets out, at a strategic level, mitigation that will be required to be confident that adverse effects to the SAC will be prevented, addressing specifically:
- (1) **Effects of habitat loss within green field sites.** Mitigation for impacts alone will be delivered within the development site itself. Mitigation for residual and in-combination effects will be secured by Section 106 contributions towards off-site provision delivered by the Council. This will be based on an amount per dwelling or the equivalent for non-residential development.
 - (2) **Effects of recreational pressure arising from all residential development within a set radius from the key bat woodland sites.** This cost will be funded through the Community Infrastructure Levy (CIL).
66. Paragraphs 5.44 and 5.49 in the WHSAP (WHSAP/01/01)⁶¹ state that development will be required to contribute to the delivery of the TBMS through financial contribution or direct provision of equivalent new infrastructure over and above the Council's normal requirements (Trowbridge CATP.17a Appendix G, Table G.10, p117)⁶². Infrastructure requirements will be confirmed through the planning application process according to up to date evidence at the time.

⁵⁸ [\[HRA.01\]](#) Habitats Regulations Assessment - Pre-submission draft plan June 2017

⁵⁹ [\[HRA.02\]](#) Addendum to the Assessment under the Habitat Regulations - Pre-submission draft plan May 2018

⁶⁰ [\[BIO.45\]](#) Draft Trowbridge Bat Mitigation Strategy

⁶¹ [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document July 2018

⁶² [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

67. Natural England has responded favourably to the above consultation for the TBMS.
68. Biodiversity considerations were also assessed through the Sustainability Appraisal (pages 90, 106 and 123) (SA.01A.9)⁶³, as summarised in Trowbridge CATP (CATP/17a, Appendix G, Table G.3 and G4, p89-96). Paragraph 5.62 in the WHSAP states that development will also be required to contribute to the delivery of the Trowbridge Bat Mitigation Strategy (TBMS) (Trowbridge Appendix G, Table G.10, p117).

Issue 5.12 - The supporting text for sites H2.4, H2.5, H2.6, H2.9 and H3.3 refers to parts of the sites being within Flood Zones 2 and/or Flood Zones 2 and 3? Is this approach consistent with national policy? Will the plan be effective in addressing drainage issues on these sites?

69. Yes. The WHSAP has been prepared in line with the NPPF, WCS, the Council's Strategic Flood Risk Assessment (SFRA⁶⁴) and all relevant information in respect of the management of flood risk from all sources.
70. Site options were initially screened through a high-level assessment process. As set out in Topic Paper 2 (July 2018) (TOP.02)⁶⁵, the site selection process considered the suitability of site options. A systematic assessment was applied that tested each SHELAA (SHLAA) site against a range of exclusionary criteria, as set out in Table 4.1. One such criterion was: "Is the site fully or partly with flood risk zones 2 or 3?", SHELAA (SHLAA) sites were either rejected outright, or saw their developable capacity reduced in the light of exclusionary constraints. This process was informed by the SFRA and mapped data in respect of flood risk from all sources. The Council is therefore satisfied that it has applied the sequential test as illustrated in Diagram 2 of the PPG.
71. Part of the allocated site H2.5 is within Flood Zones 2 and 3 (approx 0.5ha of the 2.27ha site). The site capacity was consequently reduced from 52 dwellings to 44 dwellings during Stage 2 of the site selection process, as documented on page 57 of the Trowbridge CATP (CATP/17a)⁶⁶. It should be noted that the site area was not reduced, just the capacity, in order that land unsuited to housing development could be useful within a scheme to deliver benefits such as open space or to mitigate adverse effects (as set out in the site selection methodology (TOP/02, paragraph 4.10).
72. The supporting text of the plan (as amended by PC71) (EXAM.01.01)⁶⁷ recognises that part of the site is in Flood Zone 2 and 3, and the amendment provides for additional reassurance that flood risk will be assessed, the developable footprint sequentially planned to ensure that no built form takes place in critical flood zones and the necessary mitigation measures incorporated into the proposals (which may take place on the high risk flood areas).
73. As set out in the Trowbridge CATP (CAPT/17a), the site selection process concluded that due to the proximity of the Lambrok Stream and the associated Flood Zones 2 and 3 at the southern margins of the site, proposals would need to incorporate Sustainable Drainage Systems (SuDS) in order to manage surface water drainage. This may include tree and hedgerow planting along the southern margins of the site to slow the flow of water into the stream, and will reduce the developable area of the site. The proposed changed to paragraph 5.73 (PC71) WHSAP paragraph 5.73, contains the statement that

⁶³ [\[SA.01A.9\]](#) Sustainability Appraisal Report Annex 1 - A.9 Trowbridge May 2018

⁶⁴ [\[15.FR\]](#) Strategic Flood Risk Assessment documents.

⁶⁵ [\[TOP.02\]](#) Topic Paper 2: Site Selection Process Methodology - Submission version July 2018

⁶⁶ [\[CATP.17a\]](#) Trowbridge Community Area Topic Paper - September 2018

⁶⁷ [\[EXAM.01.01\]](#) Schedule of Proposed Changes (Sept 2018) (Part 1 of 46) Main Report

'as parts of the site lie within Flood Zone 2 and 3, development proposals will need to be sequentially planned and supported by a Flood Risk Assessment (incorporating an assessment of the predicted effects of climate change). In addition, development proposals will need to be supported by a comprehensive drainage strategy designed to help inform site layout and provide attenuation measures, including Natural Flood Management – i.e. tree and hedgerow planting along the southern margins of the site to slow the flow of surface water into the Lambrok Stream' – this is considered to allow sufficient reassurance that development can take place on this site without increasing flood risk.

Issue 5.15 - For Sites H2.4, H2.5 and H2.6, has sufficient attention been paid to the and cumulative effect of development on landscape character, biodiversity and heritage assets and Southwick Country Park?

74. Yes, sufficient attention has been given to the cumulative effect of development for these sites. For sites H2.4, H2.5 and H2.6 there are heritage sensitivities (as detailed in the HIA (WHSAP.05⁶⁸), biodiversity considerations linked to the Bath and Bradford Bats Special Area of Conservation (SAC) and landscape impacts on both the impact on the existing built up edge of Trowbridge and the wider countryside setting of Southwick Country Park to the south west of Trowbridge.
75. The impact on these assets has been fully assessed through the site selection process (as set out in the Council's response to issue 5.3 for each site). The Sustainability Appraisal also assessed the cumulative and synergistic effects related to the Plan in Chapter 8 of the Sustainability Appraisal Report (revised September 2018) (SA.01.A.a)⁶⁹. Paragraphs 8.3.48-8.3.63 assess the impact of policy H2 which sets out all the allocations proposed in Trowbridge. Paragraph 8.3.48 states that some moderate adverse effects were common across a number of the allocations and that these 'cross-cutting' themes included biodiversity (protected bat species), landscape and the historic environment.
76. Cross cutting themes for Trowbridge have been recognised in paragraph 5.44 of the Plan and landscape character, biodiversity and heritage assets are recognised as key considerations for all three allocations.
77. Mitigation has been evidenced and required in the supporting text of the draft Plan to ensure that any harm to these assets is minimised and the form of development that will come from meeting these requirements will result in: retention of a 'green' river corridor across the sites, preservation of the rural setting to Southwick Country Park, better access between Trowbridge and the wider countryside, preservation of the setting of Southwick Court.
78. The following are examples of how the cumulative effects for development on landscape character, biodiversity and heritage assets and Southwick Country Park have been taken into account:
- The Trowbridge Bat Mitigation Strategy (BIO.45)⁷⁰ is an area wide strategy to address impacts on bat species associated with the Bath and Bradford-on-Avon Bats Special Area of Conservation.

⁶⁸ [\[WHSAP.05\]](#) WHSAP Heritage Impact Assessment (LUC) March 2018

⁶⁹ [\[SA.01A.a\]](#) SA Report Revised September 2018

⁷⁰ [\[BIO.45\]](#) Draft Trowbridge Bat Mitigation Strategy

- The setting of Southwick Country Park and access to the wider countryside crosses all three sites and has been considered despite the country park being beyond the site boundaries.
 - The setting of Southwick Court in its agrarian landscape has also been considered within its wider context including the mosaic of water meadows that extends through H2.6 and H2.4.
79. The very nature of these issues mean that consideration has been given to wider impact beyond the proposed site allocations themselves.
80. Landscape character, biodiversity and heritage assets are also able to be addressed in an interlinked manner on the sites, for example, the provision of open space in H2.6 to the west of the site will protect the setting of Southwick Court and Southwick Country Park as well as providing open space for recreational use and ensuring that habitat is maintained for the bats.
81. It is considered that these considerations can be addressed through the process of detailed design and layout, informed by further detailed assessments to support any subsequent planning application, in line with WCS (WCO/01)⁷¹.

⁷¹ [WCO.01](#) Wiltshire Core Strategy