

Report to Policy and Resources Committee 4.12.19
Report No. 6 Neighbourhood Plan Review Group

Wiltshire Council – Local Plan 2016 to 2036 Allocation of New Housing Site(s) in Malmesbury

1. Purpose of the report

1.1. To request that the Committee considers the options available re allocation of new housing site(s) in Malmesbury to cover housing need for the period of 2016-2036 and to make recommendations in this respect to Full Council. *(Please refer to appendices A & B, being notes taken at The Wiltshire Council Spatial Planning Workshop on 3/10/2019 and notes of meeting on 21/06/2019).*

2. Background

2.1. Wiltshire Council is currently looking at the overall new housing need in Wiltshire which will be between 40,840 and 45,600 new dwellings (depending on need and sustainability) between 2016 and 2036. This overlaps with the current target from 2006 to 2026. An estimated minimum still left to be brought forward is 18,000 (based on the higher 45,600).

2.2. For this purpose, Wiltshire has been divided into four areas called 'Housing Market Areas' HMAs (very roughly, these areas are north, south, east and west Wiltshire). Malmesbury is in the Chippenham HMA which also includes Calne, Corsham, Melksham and Devizes as well as Chippenham. The estimated minimum housing to be brought forward for the Chippenham HMA could be around 3,300.

2.3. The suggested strategies for housing allocation were brought for agreement to the Wiltshire Council Cabinet Meeting of 20th April 2019 after apparent informal discussions with parish and town councils and other relevant groups and bodies. Wiltshire Council resolved to endorse these and agreed that 'the alternative development strategies', are an appropriate basis for further assessment for the purpose of testing the upper end of the proposed housing range and develop a preferred strategy for the Local Plan.

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

MALMESBURY

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. Consultation responses divided between higher and lower growth, largely taking either side of conflict along economic versus environmental lines. 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.

Higher or Lower than rolling forward the current strategy – LOWER

2.4. The latest residual amount advised to us on 01/10/2019 for Malmesbury (i.e. still to be allocated housing to meet the need up to 2036) is a minimum of 340 to a maximum of 715, with indications that the lower figure is currently being looked at.

2.5. Wiltshire Council intend to present their final draft Local Plan for Wiltshire to Government late 2020. To do this, they will need to have allocated housing need/sites in their Plan or to have a commitment from a Town or Parish Council that they will be bringing sufficient new housing forward through Neighbourhood Planning.

- 2.6. Malmesbury Town Council now has to indicate whether or not we will review our current Neighbourhood Plan and put forward further site(s), which will mean the Neighbourhood Planning process ending in a public referendum will need to achieve again. We will need to commit this to Wiltshire Council in a Statement of Agreement or Common Understanding as soon as is feasible. If no action is taken by us, then Wiltshire Council will determine the allocation. The other future possibility is that some planning approvals outside of the Neighbourhood Plan sites come forward with new housing.
- 2.7. There are advantages to Neighbourhood Planning, in that this will provide more control and local 'say' for our residents over the way the Town develops and consideration of local infrastructure. We will also receive 25% CIL from the development as opposed to 15% without a Neighbourhood Plan. However, a review/preparation of a Plan will mean additional work and there will be a cost attached to this. Wiltshire Council are preparing Neighbourhood Planning seminars and workshops early 2020 for Town and Parish Councils and we do have the experience of preparing our existing Plan. Additionally, we would be allocated an officer to assist us.
- 2.8. If Wiltshire Council were to allocate housing to meet the need in Malmesbury, less work would be required by ourselves and there might be some unquantified informal referral to Malmesbury Town Council, but the decision would solely be Wiltshire Council's to make. However, in no way would be this be as influential on the development of the Town as having our own Neighbourhood Plan.
- 2.9. Any housing coming forward from other current planning applications outside of the 2006-2026 Neighbourhood Plan would reduce the housing need numbers, but would also require different attention from our Council.

3. Proposals

- 3.1. To request that the Committee considers the options explained in 2.6 to 2.9 and elsewhere in this report, and to recommend action to Full Council.
- 3.2. If the recommendation is to commit to reviewing/ making a new Neighbourhood Plan for the new housing need allocation, then to recommend to Full Council:
 - 3.2.1. To agree to instruct the Town Clerk to contact Wiltshire Council Spatial Planning to make arrangements re the drawing up of the 'statement of agreement/common ground' to be signed by the Mayor on behalf of the Town Council.
 - 3.2.2. To agree to establish a working party of Full Council "Neighbourhood Plan Review Group".
 - 3.2.3. To determine membership of that group, including local stakeholders as well as Councillors.
 - 3.2.4. For that group to determine Terms of Reference, key tasks and dates and that these be agreed by Full Council as soon as possible. Thereafter reports are to be made to each Full Council meeting or more often if required.

4. Financial Implications

- 4.1. There will be financial implications associated with the Neighbourhood Planning option in particular, but also benefits should a Plan go forward of an increased CIL of 25%.

*Cllr Mrs. Kim Power
4th October 2019*

(Appendices a & B follow).

APPENDIX A

WILTSHIRE COUNCIL LOCAL PLAN REVIEW – SPATIAL PLANNING

NOTES RE: WILTSHIRE COUNCIL SPATIAL PLANNING WORKSHOP

(CALNE LIBRARY 1/10/2019 6PM TO 8PM and follow up phone call with Spatial Planning Officer
- Tim McCombe 4/10/2019 to confirm information).

BACKGROUND

Subject of meeting was to discuss the Local Plan Review being worked on by Wiltshire Council Spatial Planning Dept (led by Georgina Clampitt-Dix). This work is still in progress for intended final submission to the Secretary of State late 2020. The workshop element consisted of identifying those issues we felt affected or impeded planning for new housing and other similar top line exercises. The information given/available re Malmesbury and surrounding villages is detailed below.

NEW HOUSING

1) Housing Need:

A major aspect of the review is looking at the overall new housing need in Wiltshire which will be between 40,840 and 45,600 new dwellings (depending on need and sustainability) between 2016 and 2036. This overlaps with the current target from 2006 to 2026. An estimated minimum still left to be brought forward is 18,000 (based on the higher 45,600).

- a) For this purpose, Wiltshire has been divided into four areas called 'Housing Market Areas' HMAs (very roughly, these areas are north, south, east and west Wiltshire)¹.
- b) Malmesbury is in the Chippenham HMA which also includes Calne, Corsham, Melksham and Devizes as well as Chippenham. The estimated minimum housing to be brought forward for the Chippenham HMA could be around 3,300.
- c) The suggested strategies were brought for agreement to the Wiltshire Council Cabinet Meeting of 20th April 2019 ²after apparent informal discussions with parish and town councils and other relevant groups and bodies. Wiltshire Council resolved to endorse these and agreed that 'the alternative development strategies', (Appendices 4 to 7 in report) are an appropriate basis for further assessment for the purpose of testing the upper end of the proposed housing range and develop a preferred strategy for the plan.
- d) Appendix 4³ which refers to Malmesbury is as follows:

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

¹ <https://cms.wiltshire.gov.uk/documents/s160872/Appendix%201%20HMA%20boundaries.pdf>

² <https://cms.wiltshire.gov.uk/ieListDocuments.aspx?CIId=141&MID=12497#AI83793>

³ <https://cms.wiltshire.gov.uk/documents/s160875/Appendix%204%20Chippenham%20HMA.pdf>

MALMESBURY

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. Consultation responses divided between higher and lower growth, largely taking either side of conflict along economic versus environmental lines. 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.

Higher or Lower than rolling forward the current strategy – LOWER”

So, the suggested ‘LOWER’ number for additional housing need in Malmesbury, up to 2036 may be approx. 339, but could be higher.

- e) Appendix 8⁴ clarifies the current position “ *Alternative Development Strategies – summary of the range of housing proposed to be tested*” as between minimum of 340 and maximum of 715.

2) Who Decides Where New Housing Will Be In Malmesbury?

The feeling from the meeting was that Wiltshire Council (based on Government localism) would like communities to play a strong role in bringing forward future development themselves e.g. Neighbourhood Planning and where there is already a plan in place, to make a new one for any additional housing requirement. However, this is not compulsory, in which case Wiltshire Council will allocate housing under the Local Plan.

- a) This was discussed at a previous meeting which was held between Tim McCombe of Wiltshire Council Spatial Planning with Roger Budgen and Richard Spencer-Williams on 20th June 2019⁵ and it was agreed at Malmesbury Town Council, Policy and Resources Committee Meeting of 4th September⁶ as follows:

30. To consider the proposal for a Neighbourhood Plan Working Group and agree its terms of reference Resolved: to re-name this as the Neighbourhood Plan Review Group and to defer this matter until feedback has been given by the Council delegates at the Wiltshire Council Plan Review consultation event.

- b) Wiltshire Council will need to verify to Government that their Local Plan has covered the estimated housing need 2016-2036 with their draft Local Plan probably by Spring 2020. As previously advised in the meeting of 20th June 2019 and at the workshop there are two viable alternatives here for us (not including any planning permissions which may be allowed and which are not in the Neighbourhood Plan or new Local Plan).
 - i) Malmesbury Town Council commits to working on a new Neighbourhood Plan/ reviewing the current one to allocate housing site(s) earlyish next year. As Wiltshire Council have indicated that in the case of Malmesbury they will accept a ‘Statement of Agreement’ from Malmesbury Town Council that we will be allocating sites through a Neighbourhood Plan.
 - ii) Malmesbury Town Council allows Wiltshire Council to allocate sites to meet housing need.

3) What will be the process?

- a) Neighbourhood Planning Option – Wiltshire Council Spatial Planning will be holding seminars/ workshops on Neighbourhood Planning early in 2020. It was explained that the process of reviewing/ making a Neighbourhood Planning for this additional housing has not really changed much from the original worked on by Malmesbury Town Council. Firstly, we would need to register and consult as the qualifying body.

It was recommended that there is robust local pre-consultation/ involvement and awareness for residents. It was flagged up that the other official processes will need to be gone through and achieved i.e. scoping and sustainability and other expert reports, official consultation with both

⁴ <https://cms.wiltshire.gov.uk/documents/s160879/Appendix%20%20ADS%20housing%20range.pdf>

⁵ See attached notes.

⁶ http://www.malmesbury.gov.uk/images/PR_Minutes_4.9.19.pdf

residents and other bodies (documented) and inspection, and of course a referendum by residents to vote on the plan.

- b) Wiltshire Council Local Plan Option – They allocate site(s).
- c) If any other large planning applications get approval in the short term, these might affect the total number of dwellings required, but our current Neighbourhood Plan still stands until 2026.

4) Large Villages and Local Service Centres:

The main thrust of the workshops was to focus on allocations for larger villages. (Re NPPF para 72). Small villages do not have the same role and compliance to meet local needs. Market towns were included as they are often the centre for surrounding villages in terms of infrastructure e.g. Doctor's Surgery etc.

- a) Distribution to larger villages in Wiltshire is currently worked out pro rata depending on size and services available.
- b) So, the current indicative figures for the Malmesbury Community Area large villages for housing need 2016-2036 (lower minimum numbers and not yet decided as still being worked on by Wiltshire Council and parish councils) are as follows:

Ashton Keynes (65 less 37 already built or planned) = 28

Crudwell (40 less 14 already built or planned) = 26 (N.B. current Neighbourhood Plan in progress is allocating 25 new dwellings)

Great Somerford (30 less 41 already built or planned) = 'surplus' over minimum of 11

Oaksey (25 less 17) = 8

Sherston (70 less 7 already built or planned) = 63 (N.B. current Neighbourhood Plan allocates approx 53 new dwellings).

- 5) Tim McCombe, Wiltshire Council Spatial Planning Officer, indicated it is likely that if we choose the Neighbourhood Plan option, that he will be our contact Officer.

EMPLOYMENT LAND

This also needs to be identified in the Wiltshire Council Local Plan. However, this was not discussed in depth at the workshop. Georgina Clampitt- Dix did mention that out of about 182 ha to come forward between 2016 and 2036 there is only a residual amount of 26ha.

Cllr Mrs. Kim Power 04/10/2019

APPENDIX B

WILTSHIRE LOCAL PLAN & MALMESBURY NEIGHBOURHOOD PLAN

A meeting was held on the 20th June between representatives from the three councils involved in the Malmesbury Neighbourhood Plan [MNP] and officers from WC Spatial Strategy to agree a process by which the MNP could be updated in line with the evolving Wiltshire Local Plan [WLP]. The MNP was made in February 2015 and extends to 2026; it includes the parishes of Brokenborough and St Paul Malmesbury Without. It is important that the strategic WLP and the MNP complement each other in order for a holistic approach to planning for the period 2016 to 2036 to be taken.

The strategic policies in the evolving WLP would establish a framework for the town's growth with the detail set out through local policies in the MNP. Additional to an overall scale of growth for the plan period, the WLP could set a direction for the provision of infrastructure investment, a scale of affordable housing, a definition of the town centre area and objectives for a strategy to support this role, and to set down principles for landscape and heritage protection as well as mitigating flood risk.

WC has worked with consultants to identify a set of alternative development strategies that highlight different choices about the distribution of future growth in the County. Malmesbury has been placed in the Chippenham Housing Market Area [HMA] along with Calne, Chippenham, Corsham, Devizes, and Melksham. The rate of development in Chippenham represents a mid-point between rolling forward the present strategy uncapped and a higher growth option reflecting both its prospects for future growth and to suppressed demand in the past. As a consequence rates of development at Calne, Corsham Devizes and Malmesbury have been reduced.

It is suggested that the housing figure identified for the town was appropriate given the number of constraints that were highlighted – land availability, capacity of education, impact upon views of the Abbey, impact upon the town's heritage and the need for better transport infrastructure including car parking provision.

It is suggested that a small, cross-parish group is formed to work with a WC officer to update the MNP. A Statement of Common Ground would be agreed with WC that would identify the areas that needed working on and the timescales for this work to be completed. This way the WLC and MNP would keep in step. It was tentatively suggested that a Regulation 14 pre-submission stage could be achieved by early in 2020.

Cllr Roger Budgen
Richard Spencer-Williams
24.06.19