

# AGENDA

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**Meeting:** Cabinet  
**Place:** The Kennet Room - County Hall, Trowbridge BA14 8JN  
**Date:** Tuesday 20 June 2017  
**Time:** 9.30 am

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Please direct any enquiries on this Agenda to Yamina Rhouati, of Democratic Services, County Hall, Trowbridge, direct line 01225 718024 or email [Yamina.Rhouati@wiltshire.gov.uk](mailto:Yamina.Rhouati@wiltshire.gov.uk)

Press enquiries to Communications on direct lines (01225)713114/713115.

All public reports referred to on this agenda are available on the Council's website at [www.wiltshire.gov.uk](http://www.wiltshire.gov.uk)

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## Membership:

Cllr Baroness Scott of Bybrook OBE	Leader of Council
Cllr John Thomson	Deputy Leader, and Cabinet Member for Communications, Communities, Leisure and Libraries
Cllr Chuck Berry	Cabinet Member for Economic Development and Housing
Cllr Richard Clewer	Cabinet Member for Corporate Services, Heritage, Arts and Tourism
Cllr Laura Mayes	Cabinet Member for Children, Education and Skills
Cllr Toby Sturgis	Cabinet Member for Planning and Strategic Asset Management
Cllr Bridget Wayman	Cabinet Member for Highways, Transport and Waste
Cllr Philip Whitehead	Cabinet Member for Finance, Procurement, IT and Operational Assets
Cllr Jerry Wickham	Cabinet Member for Adult Social Care, Public Health and Public Protection

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## **Public Participation**


Please see the agenda list on following pages for details of deadlines for submission of questions and statements for this meeting.

The full constitution can be found at [this link](#). Cabinet Procedure rules are found at Part 6.

For assistance on these and other matters please contact the officer named above for details

## Part I

### Items to be considered while the meeting is open to the public

Key Decisions Matters defined as 'Key' Decisions and included in the Council's Forward Work Plan are shown as 

#### 1 **Apologies**

To receive any apologies for the meeting.

#### 2 **Minutes of the Previous Meeting** (*Pages 7 - 12*)

To confirm and sign the minutes of the Cabinet meeting held on 23 May 2017, previously circulated.

#### 3 **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

#### 4 **Leader's Announcements**

To receive any announcements from the Leader.

#### 5 **Public Participation and Questions from Councillors**

The Council welcomes contributions from members of the public. This meeting is open to the public, who may ask a question or make a statement. Questions may also be asked by members of the Council. Written notice of questions or statements should be given to Yamina Rhouati of Democratic Services by 12.00 noon on Wednesday 14 June 2017. Anyone wishing to ask a question or make a statement should contact the officer named above.

#### 6 **Performance Management and Risk Outturn Report: Q4 2016/17** (*Pages 13 - 32*)

A report from the Corporate Directors is attached.

#### 7 **Draft Statement of Accounts and Revenue Outturn 2016/17** (*Pages 33 - 78*)

A report from the Associate Director, Finance, is attached.

8 **Annual Governance Statement 2016/17** (*Pages 79 - 96*)

A report from Associate Director, Finance, Associate Director, Legal and Governance, and Associate Director, Corporate Function, Procurement and Programme Office, is attached.

9 **Capital Monitoring Outturn 2016/2017** (*Pages 97 - 110*)

A report from the Associate Director, Finance, is attached.

10 **Annual Reports on Treasury Management 2016/2017** (*Pages 111 - 124*)

A report from the Associate Director, Finance, is attached.

11 **Business Plan** (*Pages 125 - 146*)

A report from the Corporate Directors is attached.

12 **Wiltshire Housing Site Allocations Plan** (*Pages 147 - 510*)

A report from the Corporate Director is attached.

13 **Recommissioning of the Wiltshire Substance Misuse Service** (*Pages 511 - 520*)

A report from the Interim Director, Public Health, is attached.

14 **Wiltshire Domestic Abuse Support Services Procurement** (*Pages 521 - 538*)

A report from the Interim Director, Public Health, is attached.

15 **Proposed Alignment of Council Structure to the New Business Plan** (*Pages 539 - 540*)

Report by Baroness Scott of Bybrook OBE, Leader of the Council

16 **Urgent Items**

Any other items of business, which the Leader agrees to consider as a matter of urgency.

**Part II**

**Items during consideration of which it is recommended that the public should be excluded because of the likelihood that exempt**

## information would be disclosed

### 17 **Exclusion of the Press and Public**

This is to give further notice in accordance with paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following item in private.

To consider passing the following resolution:

To agree that in accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting for the business specified in Item Numbers 18-20 because it is likely that if members of the public were present there would be disclosure to them of exempt information as defined in paragraphs 1 and 3 of Part I of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

Reason for taking item in private:

*Paragraph 1 - information relating to any individual*

*Paragraph 3 - information relating to the financial or business affairs of any particular person (including the authority holding that information).*

### 18 **Wiltshire Domestic Abuse Support Services Procurement (Part II)** (Pages 541 - 544)

A confidential report from the Interim Director, Public Health, is attached.

### 19 **Recommissioning of the Wiltshire Substance Misuse Service (Part II)** (Pages 545 - 548)

A confidential report from the Interim Director, Public Health, is attached.

### 20 **Proposed Alignment of Council Structure to the New Business Plan (Part II)** (Pages 549 - 566)

Confidential report by Baroness Scott of Bybrook OBE, Leader of the Council

Our vision is to create stronger and more resilient communities. Our priorities are: To protect those who are most vulnerable; to boost the local economy - creating and safeguarding jobs; and to support and empower communities to do more themselves.

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## **CABINET**

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### **DRAFT MINUTES OF THE CABINET MEETING HELD ON 23 MAY 2017 AT KENNET ROOM - COUNTY HALL, TROWBRIDGE BA14 8JN.**

#### **Present:**

Cllr Richard Clewer, Cllr Chuck Berry, Cllr Laura Mayes, Cllr Baroness Scott of Bybrook OBE, Cllr Toby Sturgis, Cllr John Thomson, Cllr Bridget Wayman, Cllr Philip Whitehead and Cllr Jerry Wickham

#### **Also Present:**

Cllr Jon Hubbard, Cllr Richard Gamble, Cllr Pauline Church, Cllr Ruth Hopkinson, Cllr David Jenkins, Cllr Bob Jones MBE, Cllr Gordon King, Cllr Tom Rounds, Cllr Jonathon Seed, Cllr Hayley Spencer and Cllr Ian Thorn

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#### **57 Apologies and membership**

There were no apologies for absence received and all members of the Cabinet were in attendance.

#### **58 Minutes of the previous meeting**

The minutes of the meeting held on 4 April 2017 were presented.

#### **Resolved**

**To approve as a correct record and sign the minutes of the meeting held on 4 April 2017.**

#### **59 Cabinet Capital Assets Committee**

The meeting considered the following matters:

##### **59(a) Membership - Cabinet Capital Assets Committee**

The Leader confirmed that the membership of the Cabinet Capital Assets Committee would be the same as the Cabinet as follows:

Councillor Baroness Scott of Bybrook OBE, Cllr John Thomson, Cllr Chuck Berry, Cllr Richard Clewer, Cllr Laura Mayes, Cllr Toby Sturgis, Cllr Bridget Wayman, Cllr Philip Whitehead, Cllr Jerry Wickham.

##### **59(b) Minutes - Capital Assets Committee**

The meeting considered the minutes of the meeting of the Cabinet Capital Assets Committee held on the 14<sup>th</sup> March 2017 for information.

### **Resolved**

### **To note the minutes the meeting of the Cabinet Capital Assets Committee held on the 14<sup>th</sup> March 2017**

#### **60 Declarations of Interest**

There were no declarations of interest.

#### **61 Leader's announcements**

Prior to the start of the meeting, the Leader invited those in attendance to observe a minutes silence in respect of the incident in Manchester on the 22 May 2017.

The Leader welcomed new members of the Cabinet and other Councillors to the meeting.

#### **62 Public participation and Questions from Councillors**

The Leader outlined her practice in conducting public participation at the meeting.

Brian Warwick, Older People's Champion, attended the meeting raised concerns about the impact on older and disable people of recent works to the Market Place in Melksham.

Councillor Jon Hubbard, on behalf of Melksham Town Council, similarly raised concerns about the financial estimates provided for the related works.

In response to queries, the Leader asked if officers would arrange a meeting with interested parties to address the concerns, and stated that the Wiltshire Council project to improve the Market Place as part of the wider campus project was on time and on budget.

#### **63 Adoption West Implementation Decision Report**

Councillor Laura Mayes presented the report which sought approval for proposals for the establishment of the Adoption West Regional Adoption Agency (RAA) as outlined in the report; and recommended that Cabinet delegate authority for approving the detailed implementation plans, including financial, contractual and legal agreements to the Carolyn Godfrey subject to council policies and procedures.

Issues highlighted in the course of the presentation and discussion included: the legislative driver behind the move to a regional model; that there would be three geographic hubs, with one in Wiltshire; how the good standards of the Wiltshire



agency would be maintained in the regional model, and the opportunities for learning from best practice across the region; how performance would be managed, and the importance of scrutiny; the financial implications of the move, and how s151 officers had been involved in the development of the model.

In response to a question raised by the Leader, officers responded that the ambition of Wiltshire Council to find families for even the harder to place children would be maintained.

### **Resolved**

- 1. To approve proposals for the establishment of the Adoption West Regional Adoption Agency (RAA) as outlined in this report.**
- 2. To delegate authority for approving the detailed implementation plans, including financial, contractual and legal agreements, to the Corporate Director, subject to council policies and procedures and in consultation with the Monitoring Officer, the s151 Officer and the relevant Cabinet Member responsible for Children's Services.**
- 3. That the Corporate Director be asked to work with partners to address the request that Overview & Scrutiny should form part of the governance arrangements of the Regional Adoption Agency.**

#### *Reason for Decision:*

The development of Regional Adoption Agency proposals is part of the national regionalising adoption agenda as set out in 'Regionalising Adoption' (July 2015), and further developed in 'Adoption; A Vision for Change' (March 2016).

Proposals are also informed by the Education and Adoption Act 2016, as outlined in the 'legal implications' section of this report. Wiltshire Council is a partner in developing Adoption West RAA along with five other Councils and four voluntary adoption agencies. The intention is to transfer a range of Wiltshire Council's current adoption service functions to Adoption West by April 2018

#### **64 Wiltshire Pension Fund - Ill-Health Insurance for Scheme Employers**

Councillor Philip Whitehead presented the report which requested that Cabinet approve the direct award of a contract to Legal & General for the purchase of an ill-health retirement insurance policy on behalf of the Wiltshire Pension Fund scheme employers to mitigate the risks in respect of ill-health early retirement claims.

Following a question from Councillor Ian Thorn, Councillor Whitehead clarified that the scheme would only be utilised by small members of the pension fund scheme, and that members could opt out of the policy.

### **Resolved**

**To agree the direct award for the attached insurance policy quotation and delegate authority to approve the entering into contract until April 2019 to the Associate Director Finance in consultation with the Cabinet Member for Finance.**

**65 Procurement of an Integrated Highways Asset Management System**

Councillor Bridget Wayman presented the report which sought approval to proceed with a procurement exercise for replacing three current Highway Management Systems with a single Integrated Highway Asset Management System.

Following a short debate, the meeting;

**Resolved**

**That a procurement exercise should be undertaken for Highway Asset Management Software that best meets the Council's requirements, and offers the best value and functionality. It is recommended that the system should be in place for 1 April 2018.**

*Reason for Decision:*

*Wiltshire Council is responsible for 4,500km of roads, 1500 bridges and over 40,000 street lights with an estimated replacement value of £5 billion. The local highway network is vital to providing connectivity for businesses and communities. Effective maintenance to ensure its availability is essential to the economic development of an area.*

*Procurement of a modern Integrated Asset Management System will provide Wiltshire Council with the tools to improve the efficiency of key and statutory services such as major maintenance, highway safety inspections, street lighting repairs, traffic management and road space booking. It will enable the Council to achieve long term improvements in asset condition through improved investment decisions and to deliver an efficient and modern highways service.*

*There is the opportunity for joint procurement with Oxfordshire County Council which will speed up the process and potentially provide cost savings. The local authorities involved in the procurement process will operate separate contracts after contract award.*

*The experience of other Authorities who have procured new systems recently has delivered an improved understanding of their assets, improved maintenance decisions and increased efficiency through mobile working and streamlined, user friendly system interfaces.*

**66 Urgent Items**

There were no urgent items.

67 **Exclusion of the Press & Public**

**To agree that in accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting for the following items of business because it is likely that if members of the public were present there would disclosure to them of exempt information as defined in paragraph 3 of Part I of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.**

Reason for taking the item in private:

Paragraph 3 – information relating to the financial information or business affairs of any particular person (including the authority holding that information)

Paragraph 5 - Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.

No representations have been received as to why this item should not be held in private.

68 **Update on Future Waste Management and Collection Services**

Councillor Bridget Wayman presented the report, exempt from publication, which notified Cabinet of the decision made by the Corporate Director under emergency powers to sign a number of agreements and contracts for the delivery of waste collection and waste management services and to inform Cabinet of the revised service commencement dates for the new contracts.

The report summarised the history of the procurement process and set out the advice and key issues considered by the Corporate Director in making the decision to enter into agreements and contracts as set out in the proposal contained in the report.

In response to a question, it was agreed that, as with previous matters of a similar nature, a report assessing the process would be provided.

Following an opportunity for those in attendance to ask questions, and following a short debate, the meeting;

**Resolved**

**To approve the recommendations as set out in the report.**

*Reason for Decision:*

*To ensure that Cabinet is informed of the actions taken to enable the council to maintain service delivery for residents, to comply with its statutory duties to*

*collect and dispose of waste and to continue to progress towards achieving statutory targets once current contracts expire.*

Councillor Bridget Wayman presented a supplementary paper, exempt from publication, which detailed a proposal regarding the purchase of vehicles in respect of Lot 5.

Following an opportunity for those in attendance to ask questions, and following a short debate, the meeting;

**Resolved**

**To approve the recommendations as set out in the report.**

*Reason for Decision:*

*To enable the council to maintain service delivery for residents, and secure value for money.*

(Duration of meeting: 9.30 - 10.52 am)

These decisions were published on 2 June 2017 and will come into force on 12 June 2017

The Officer who has produced these minutes is Yamina Rhouati of Democratic Services, direct line 01225 718024, e-mail [Yamina.Rhouati@wiltshire.gov.uk](mailto:Yamina.Rhouati@wiltshire.gov.uk)

Press enquiries to Communications, direct lines (01225) 713114/713115

**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Performance Management and Risk Outturn Report: Q4 2016/17**

**Cabinet member: Councillor Philip Whitehead - Finance and IT**

**Key Decision: No**

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### **Executive Summary**

This report provides an update on performance against the stated aims in the council's Business Plan. The information provided includes measures and activities reported on the [Citizens' Dashboard](#) and other key measures, as well as the council's strategic risk register.

### **Proposals**

Cabinet to note updates and outturns

1. Against the measures and activities ascribed against the council's key outcomes.
2. To the strategic risk register.

### **Reason for Proposal**

The performance framework compiles and monitors outturns in relation to the outcomes laid out in Wiltshire Council's Business Plan. The framework is distilled from individual services' delivery plans. In doing so, it captures the main focus of activities of the council against each outcome.

The strategic risk register captures and monitors significant risks facing the council: in relation to significant in-service risks facing individual areas, in managing its business across the authority generally and in assuring our preparedness should a national risk event occur.

**Carlton Brand & Carolyn Godfrey**  
**Corporate Directors**

**20 June 2017**

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**Subject: Performance Management and Risk Outturn Report: Q4 2016/17**

**Cabinet member: Councillor Philip Whitehead – Finance and IT**

**Key Decision: No**

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### **Purpose of Report**

1. This report provides an update on the progress against the stated aims in the council's Business Plan. It includes measures and activities reported on the [Citizens' Dashboard](#) and other key measures, as well as the latest version of the council's strategic risk register. This report covers the period January to March 2017.

### **Relevance to the Council's Business Plan**

2. This report updates Cabinet on the performance and significant activities against each of the stated outcomes contained in the Business Plan at the end of quarter four 2016/17.

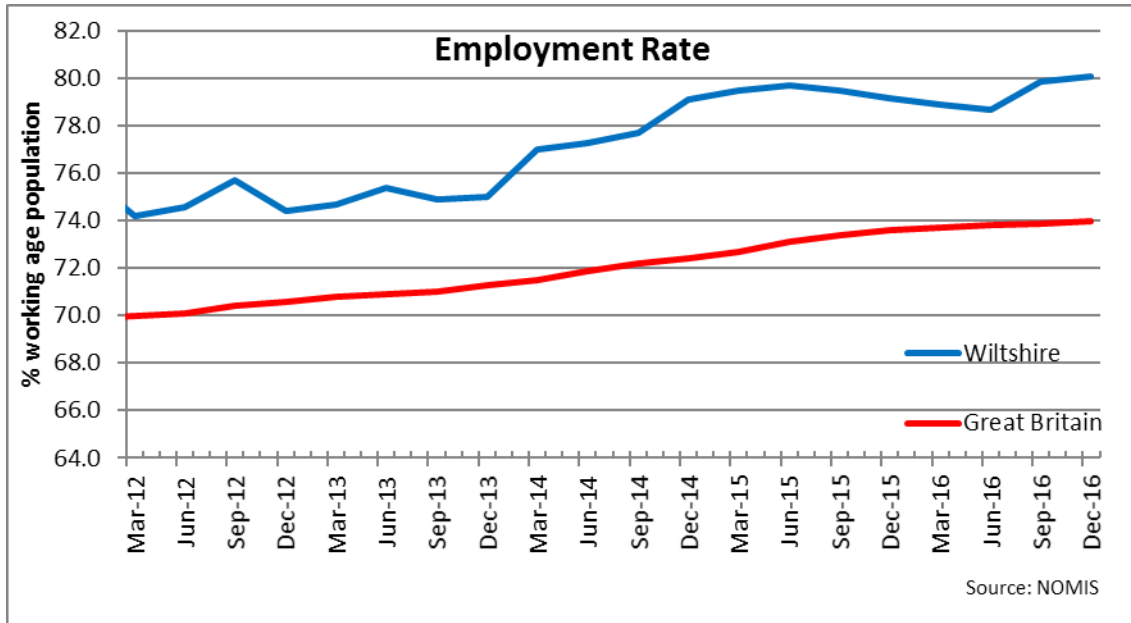
### **Overview of outturns**

3. Measures presented on the [Citizens' Dashboard](#) were revised, using information drawn from individual services. These measures form the basis of the performance framework used to monitor progress through 2016/17, against the objectives set out in the Business Plan.
4. At the start of the current financial year the performance framework was reviewed for relevance against both the Business Plan and the work of council services.
5. In addition to headline measures in the Citizens' Dashboard the performance framework includes measures drawn from service areas that add to the overall understanding of progress against the business plan outcomes.
6. A summary of key published measures – as well as some more general supporting information about each theme – is provided below.

### **Outcome 1: thriving and growing local economy**

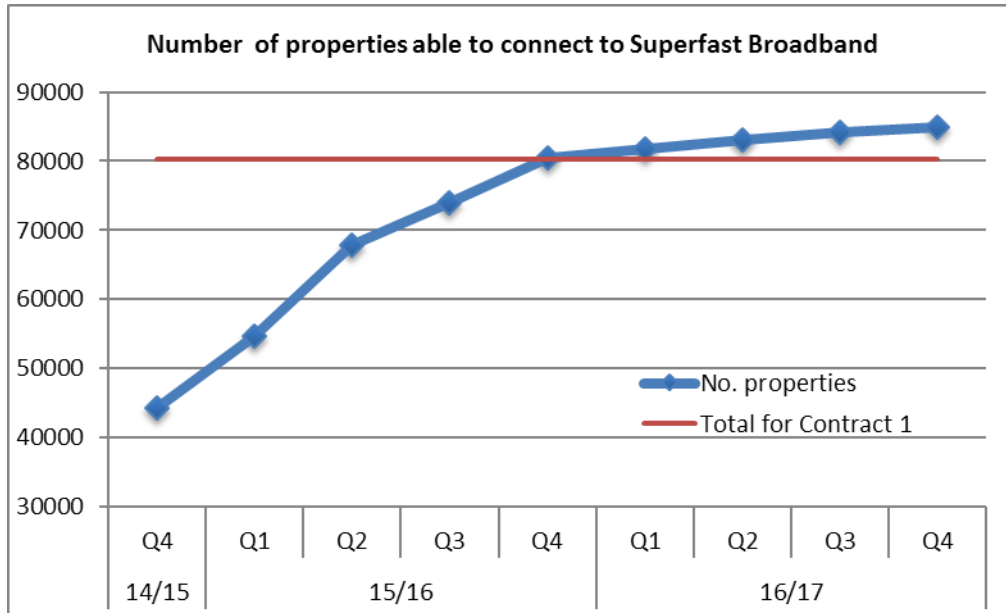
7. Latest figures, which run up to the end of 2016, show Wiltshire's employment rate is largely stable having risen 0.2% points in the last quarter to 80.1%. The working age population has also increased but at a

slower rate. Wiltshire's Employment rate remains above that of the country as a whole which is at 74.0%.



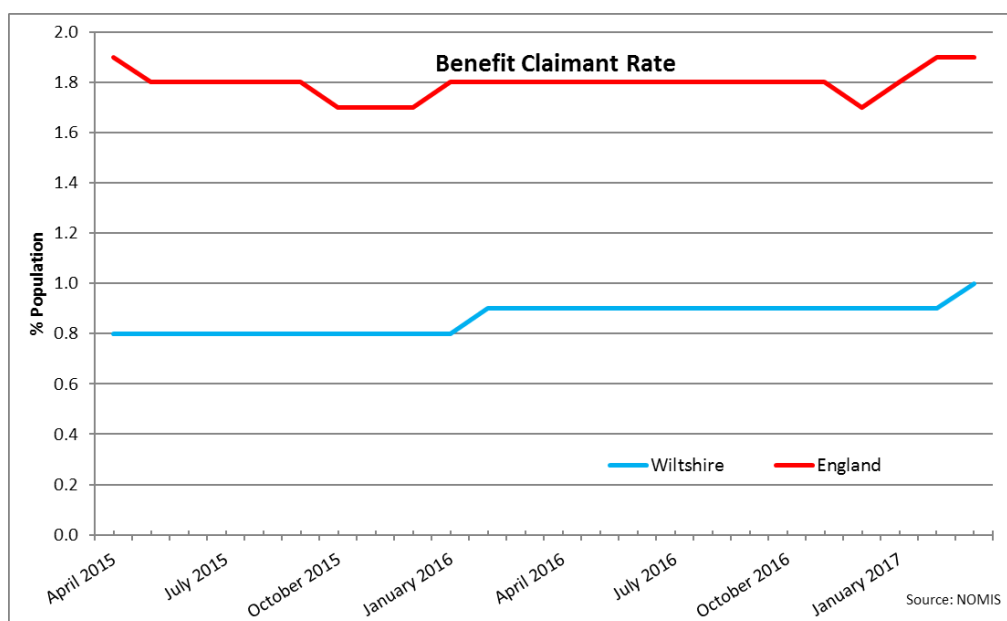
Employment rate is not simply the reverse of unemployment. Instead employment rate shows the extent to which the potentially available workforce is being used. There are a number of groups, such as those in further and higher education or those who are caring for dependents, who do not count as employed in this measure in addition to those who do not need to work and choose not to do so.

8. During quarter four the new European Structural and Investment Fund (ESIF) funded project in support of Small and Medium Enterprises directly supported 26 businesses. A total of more than 175 businesses are registered by the project.
9. The Wiltshire Online programme is designed to provide a fibre broadband service to those premises where the provision of broadband is considered to be financially unviable by commercial providers. Without Wiltshire Council's investment, approximately 40% of Wiltshire would not have access to superfast broadband. The council's approach is designed to deliver fibre broadband to the greatest number of premises for the budget available. Fast reliable broadband is a vital component for business growth. The first phase of delivery is complete and the second is now well underway. Nearly 750 additional premises were added to the list of those for whom superfast broadband is now available in quarter four. Nearly 4,500 properties have been added in the last 12 months.



10. 140 additional affordable homes were completed in Wiltshire during quarter four. This brings the total for the financial year to more than 430 which is a slight increase on last year.
11. Wiltshire Council is working with communities and developers to deliver more than 220 new affordable homes for families and older people in Wiltshire by 2020. A mix of housing types, some with additional support for independent living will be built in various location in Amesbury, Tisbury, Devizes, Trowbridge, Rowde, East Knoyle, Durrington and Corsley Heath
12. The introduction of Universal Credit has resulted in a change in the way that benefit claimant statistics are measured nationally. The Claimant Count now includes Universal Credit claimants (as well as those in receipt of Jobseeker's Allowance and National Insurance Credits) who are not in work, replacing the previous measure based on Jobseeker's Allowance claimants only.
13. At the end of quarter four the claimant count in Wiltshire remained at 1.0% which is equivalent to comparable local authorities and better than the national average of 2.0%. The number of individuals in the claimant count has grown by more than 250 in the last three months. This is the largest quarterly increase since the same period in the previous year and suggests a seasonal trend. This trend is mirrored by comparable local authorities.

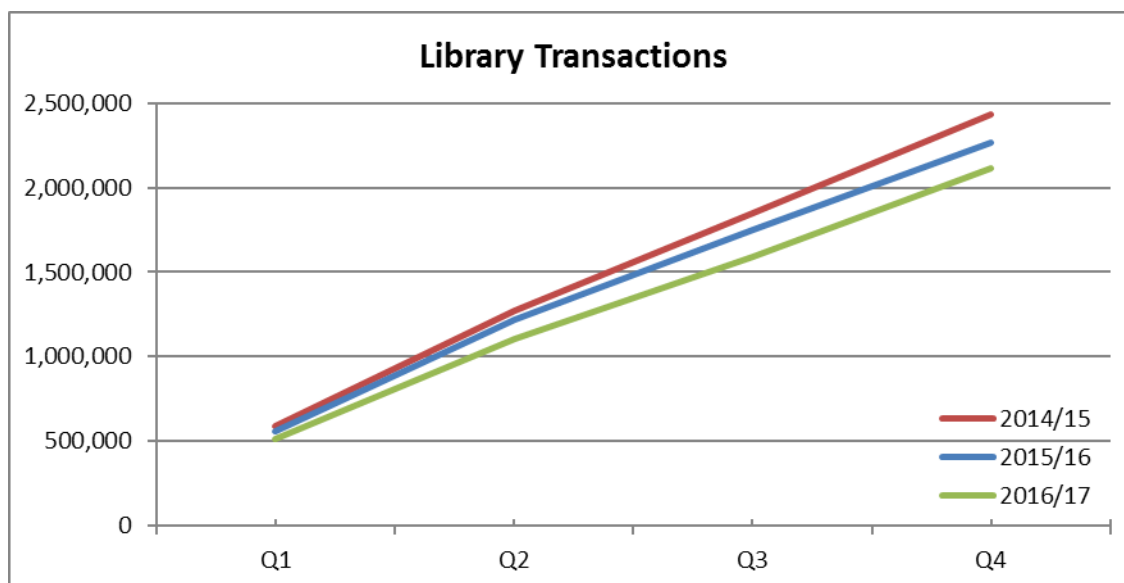




Outcome 2: people working together to solve problems and participate in decisions

14. In the three months to March over £440,000 of grants were distributed by Wiltshire’s Area Boards. This money and earlier grants have supported more than 800 community projects in the last 12 months. All the projects supported through Wiltshire’s Area Boards are listed [on the council’s website](#).
15. Area Boards use the [Our Community Matters \(OCM\)](#) platform to engage and communicate with local residents. This consists of 18 individual community blogsites featuring events, news, jobs and comments and each week a local mailing is generated from the content posted and sent to the community area network - subscribers who have signed up to receive the news service. Each blogsite is supported by a specific Twitter account. Subscribers to the OCM platform remain fairly static but a popup subscription window will be added in the near future which should increase subscriptions. Engagements across all the Communities Social media including OCM and Twitter totalled more than 1.1 million for the financial year.
16. A key to building stronger communities is enabling constructive and productive volunteering. Wiltshire Council provides a number of volunteering opportunities and encourages others to make use of volunteers. In quarter four 750 volunteer hours were used in maintaining Wiltshire’s rights of way – this is 10% above the same period in the previous year. Additionally, nearly 2,300 hours were given by volunteers to help maintain countryside sites by clearing, tree planting and care, litter picking, maintenance of furniture and fences. This is broadly equivalent to the same period in the previous year.
17. Libraries usage rates have fallen in recent years but overall remain high with nearly 1.7 million visits during the financial year. Library transactions

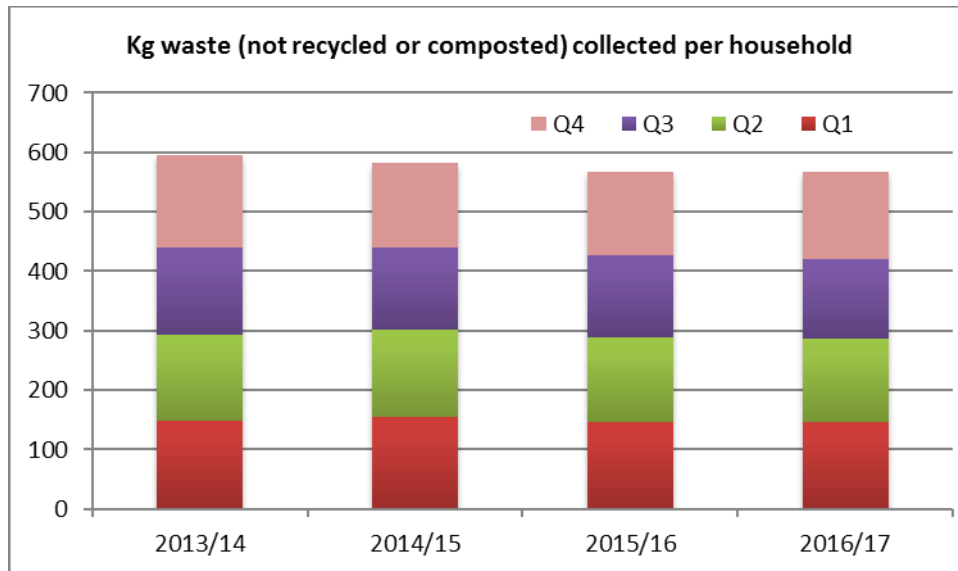
(loans, renewals and computer sessions) are down 7% between quarter four this year and quarter four last year.



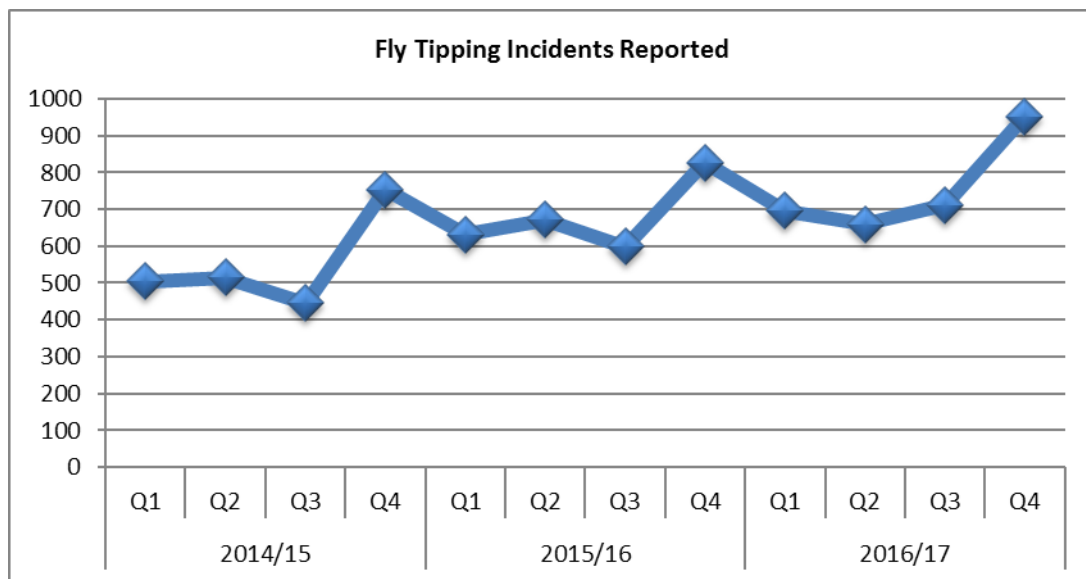
18. A three-month community engagement programme was completed during quarter four. There were conferences in each of the county's 18 community areas which a total of more than 1,900 people attended. The events provided an opportunity to discuss and vote on the priorities in each of the community areas. The outcome will help Community Area Boards focus their efforts and resources.
19. Neighbourhood planning enables communities to have much greater control over how their area is developed. The total number of Wiltshire parish areas now covered by a Neighbourhood Plan designation (the right to develop a Neighbourhood Plan for a set area) is 70. This is a quarter of parishes in Wiltshire. In the last 12 months six neighbourhood plans were made (completed) including three in the final quarter: Downton, Holt and Pottern.

### Outcome 3: living in a high quality environment

20. Applying planning policy and determining planning applications is a significant task for Wiltshire Council. The council has determined over 1,000 applications in each quarter of this financial year, more than 4,400 in the last 12 months. Only 1.4% of all applications received and determined in the last financial year have been overturned at appeal.
21. There has been a further decrease in the amount of residual waste (waste collected and not recycled) per household in Wiltshire in the current financial year. The cumulative level of waste collected per household was 0.6kg less than in 2015/16. The reduction is less than 1% but continues the downward trend of the past four years.



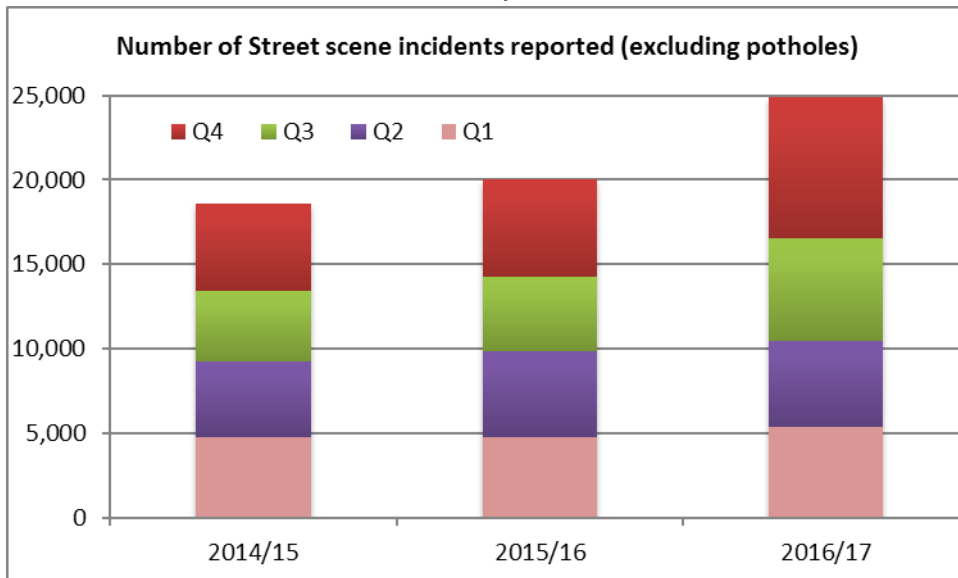
- 22. At just over 79% the proportion of waste diverted from landfill (i.e. local authority collected household and commercial waste, and waste from household recycling centres) remains above the target of 75% and is equivalent to the same period last year.
- 23. The number of fly-tipping incidents reported during quarter four was just over 950. This is 15% higher than the same period last year.



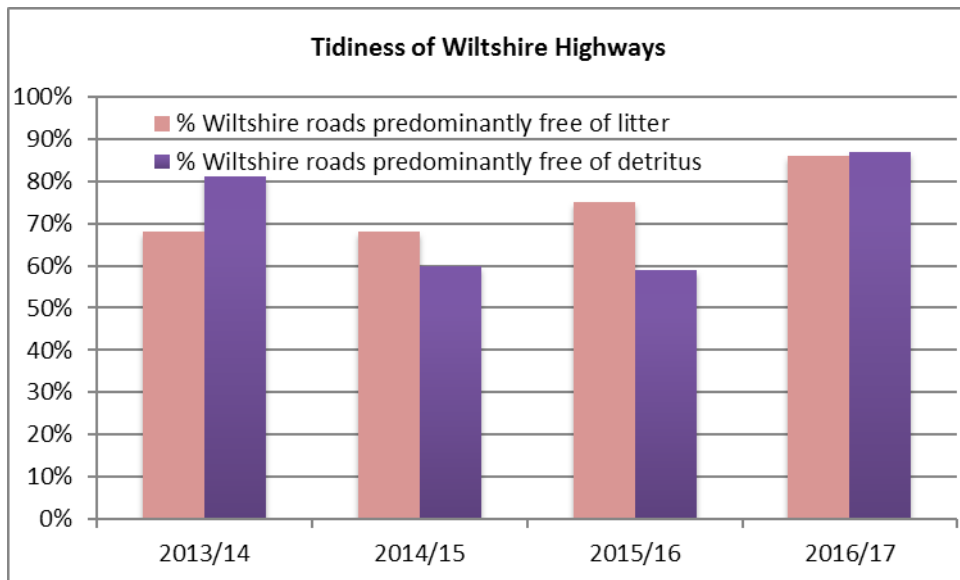
- 24. In January 2017 the Enforcement Team within Waste and Environment successfully prosecuted a serial fly-tipper in the south of the county. The offender pleaded guilty to eight counts of fly-tipping and he was sentenced to three months imprisonment. In addition, the team issued eight fly-tipping fixed penalty notices (£400 each) during January 2017.
- 25. The rate of dry recycling and composting as a percentage of household waste fell from 44.9% in 2015/16 to 43.8% in 2017/18. This reflects, in part, changes in residents' consumption such as a reduction in the number of newspapers thrown away. The national waste strategy includes a target of 50% recycling by 2020. Services that will be introduced as part of the new contracts are expected to increase recycling

levels as residents will be able to recycle additional materials at the kerbside more easily.

26. The Great British Spring Clean took place in March and there were over 140 separate litter picking events in Wiltshire. More than 3,200 volunteers took part across the county and collected nearly 2,000 bags of rubbish. The event built on last year's Clean for the Queen and the numbers taken part more than doubled this year.
27. Quarter four saw another record number of street scene and highways issues (excluding potholes) reported. At just nearly 8,500 the number is 47% above the same period last year and includes more than 8,000 unique issues. Greater reporting is to be welcomed and does not necessarily mean that Wiltshire roads are in a worse state just that the council is being made aware of the issues. The majority of issues are reported through the MyWiltshire service either online or via the mobile app. The growing use of MyWiltshire has encouraged greater reporting of issues. Reports from Parish Stewards played a large part in the increase in the reporting
28. Additional investment has seen improvements in the cleanliness of



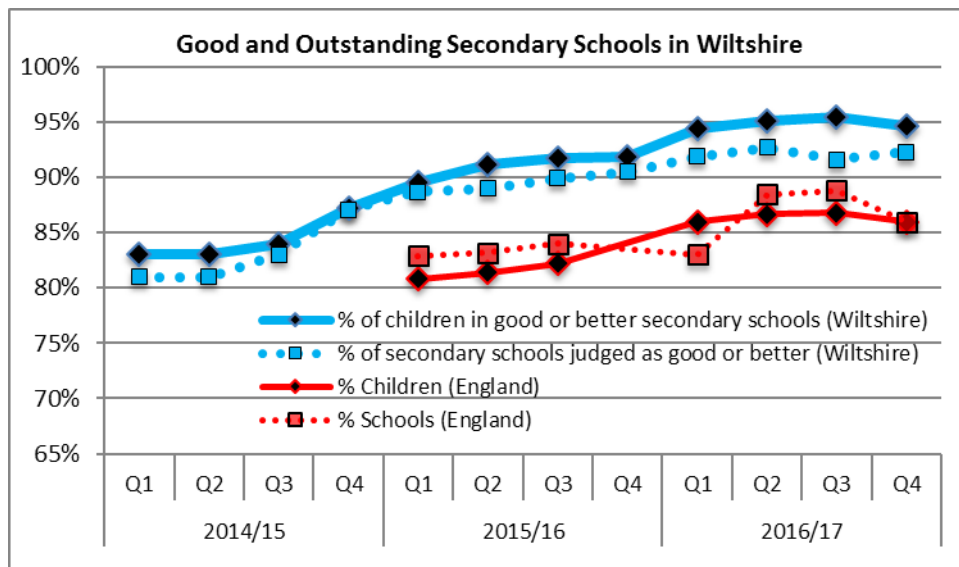
Wiltshire's highways in the last year. There has been an 11% point increase in the roads free of litter and a 28% point increase in the roads free of detritus.



29. At the end of quarter four the average time to fix a highways pothole was six days from initial report to completion. This is an improved position and the service now operates below the target of 10 days.

Outcome 4: inclusive communities where everyone can achieve their potential

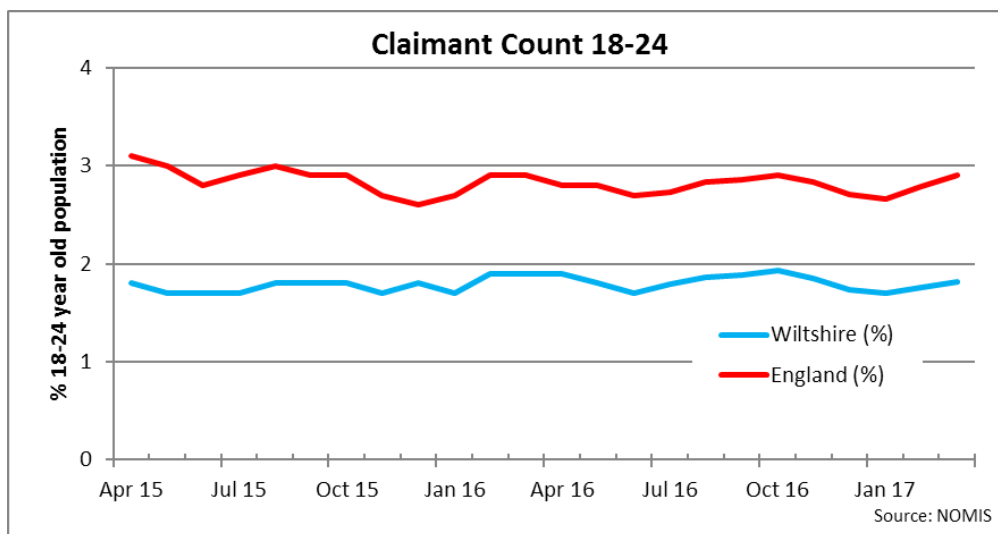
30. The proportion of pupils in Wiltshire who attended secondary schools rated as good or outstanding by OfStEd 94.7% - a similar level to the previous quarter. The proportion of secondary schools that have a good or outstanding rating rose 0.7% points to 92.3%. Both indicators remain above the national average.



31. The most recent GCSE results have been very positive for Wiltshire's young people. 66% of students achieved A\*-C grades in both English and Maths compared to the national average of 59%. The new Attainment 8 measure, which shows an individual's average total points score in eight

GCSEs including English and Maths, also show Wiltshire in a positive light. 51.4 of Wiltshire students met the mark compared with 48.5 nationally.

32. "A" level students also performed well with 16% achieving AAB grades or higher.
33. Wiltshire Council has agreed a £93 million three-year capital investment programme in order to ensure the county has the school places it needs. Funding comes from a number of sources including the Department for Education and section 106 agreements paid by the developers of new properties. The Ministry of Defence is paying for an additional 1,125 school places in order to accommodate the families of the 4,000 service personnel due to be settling in Wiltshire. 30 different schemes are planned included the building of one new school.
34. 96% of applicants for Wiltshire's secondary schools received a place at their first choice school. Another 3% received a place at their second or third choice. The online application process has again improved efficiency with 92% of application being made online (up 4% points on last year). The total number applying was up 2% on last year to just over 4,600.
35. Moving on from education to the world of work for young people the Claimant Count for 18-24 year olds shows Wiltshire performs better than the national average with a relatively stable figure of 1.8% (which is over 1% point below the national average). There are small fluctuations between the quarters. Quarter four saw 20 more individuals appearing on the claimant count than in quarter three.



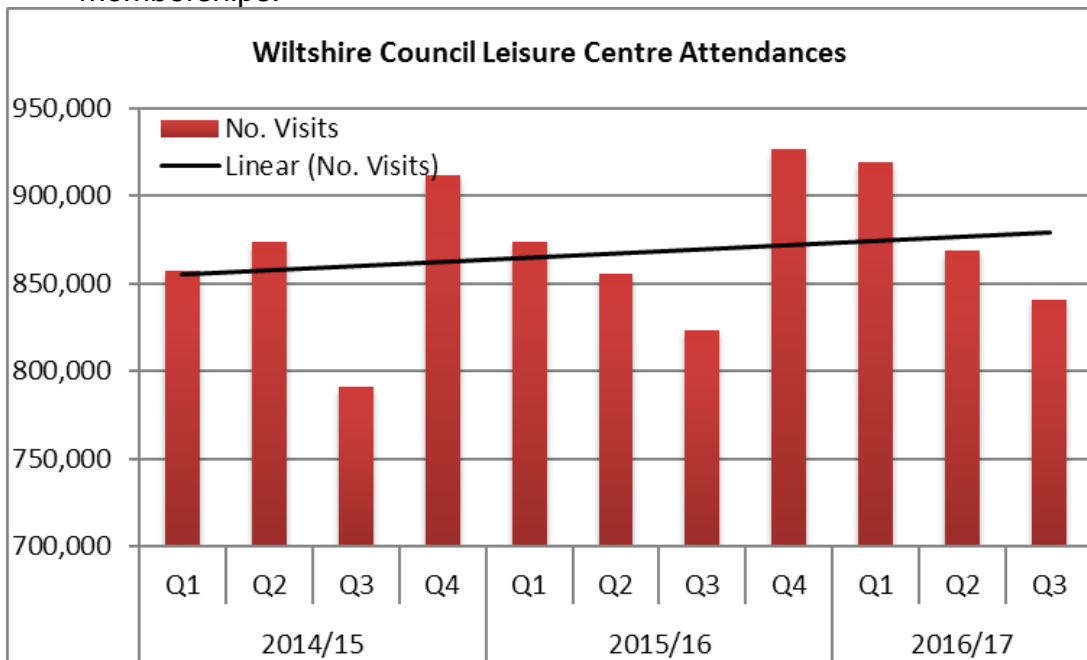
36. At the end of quarter four just over 290 16 and 17 year olds in Wiltshire were known not to be in education, employment or training (NEET). This is just 2.8% of all Wiltshire 16 and 17 year olds which is below both the regional figure of 3.0% and the England figure of 3.0%
37. Wiltshire has seen an increase in the number of people qualified to NVQ level 4 (the vocational equivalent of a bachelor's degree) and above. In the last 12 months, the number rose to just under 122,000 which represents 42% of the working age population and is an increase of

14,500. Wiltshire compare well with the national (38%) and statistical neighbour (40%) average.

Outcome 5: healthy, active and high quality lives

38. At the end of the 2016/17 financial year the Office for National Statistics reported that average healthy life expectancy for women in Wiltshire was 66.8 years and for men it was 64.8 years. Both of these figures are slightly above the national average.
39. During 2016/17 approximately 28,000 were invited for their NHS Health Check in Wiltshire with just under 14,000 accepting the invitation. The uptake rate was 50% for the year which is an improvement on the 48% in the previous year. This quarter four saw the highest ever number of NHS Health Checks completed in Wiltshire at just under 3,800 in a quarter four period. The NHS Health Check programme is offered every 5 years to eligible people aged 40-74 and aims to reduce the risk of developing lifestyle related illnesses including cardiovascular disease, obesity, type 2 diabetes, kidney disease and stroke.
40. The National Child Measurement Programme (2015/16) has showed that in the last year there has been a small increase (0.1% points to 20.4%) in the proportion or reception children with excess weight. There was same size decrease to 29.2% in the proportion of children with excess weight in year 6. These small changes mean that Wiltshire remains below the regional and national proportions
41. Wiltshire Council's Adult Care Services provide a range of social care services to older people and people with a learning disability or physical impairment. Services are delivered to people who need a rapid response to a crisis, need help to maintain their independence where they have complex needs and to promote preventative services which help people remain well and independent. During this last financial year just over 16,000 individuals received support of some kind from Wiltshire Council's Adult Care Services. This includes nearly 3,000 additional individuals in the final quarter.
42. Help to live at Home is designed to help people who are frail, sick or disabled live at home for as long as it is safe and it helps people to continue to look after themselves in their own home. Help to live at Home supports self-funders as well as those eligible for council-funded support. The care providers supporting Help to live at Home are motivated to deliver on people's individual support plans and outcomes, not just providing the care. The number of people with a help to live at home care package remained fairly static in quarter four at over 700.
43. In the course of supporting vulnerable adults Wiltshire Council's Adult Care Services supported over 1,400 carers during the last 12 months.
44. It is widely recognised that staying active is an essential part of being healthy and Wiltshire Council's leisure services have an essential role to play in improving local health and wellbeing. Visits to leisure centres are seasonal and a lower number is usually expected in the third quarter of the year. Despite this there were 2.2% more visits in quarter three this year than in the same period last year. In total, there were nearly 77,000

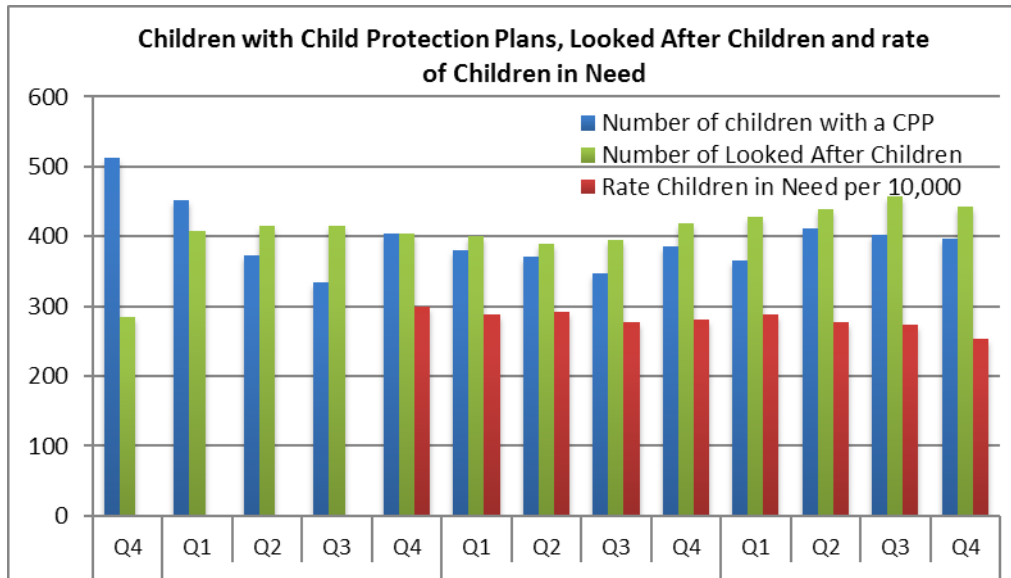
more attendances in the nine months to December in 2016 than in the same period in 2015. Direct debit leisure memberships have grown by 41% since January 2016 from 6,109 to 8,619 members. Over the same period, swim school memberships have grown by 21% from 4,499 to 5,429 members. Every Council operated facility has seen growth in memberships.



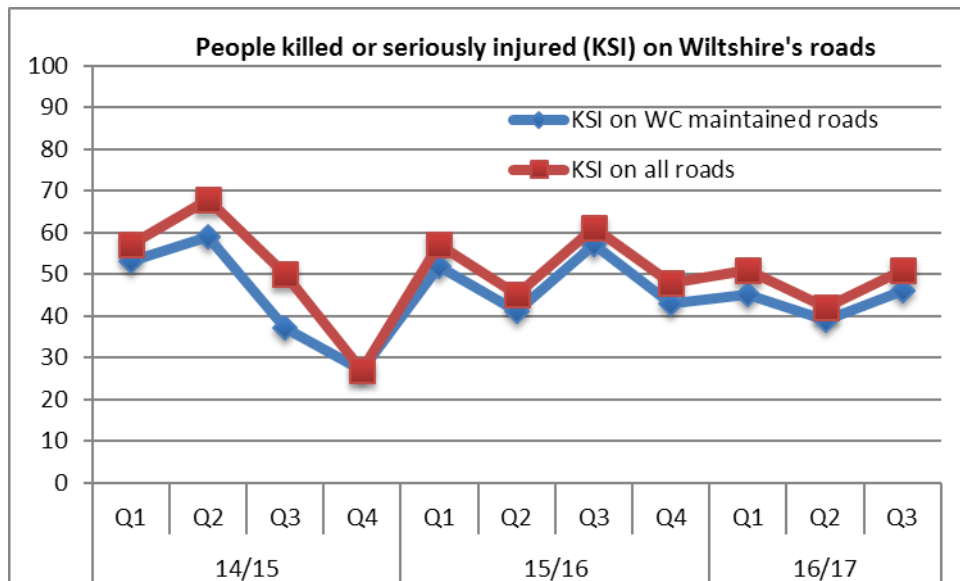
Outcome 6: protected from harm and feel safe

45. Changes in the numbers of Children who are looked after, have a child protection plan or are 'in need' in Wiltshire have been small over the last year. At just under 4,000 the overall number of referrals to children's services was 8% lower in 2016/17 than in the previous year.
46. Comparing the position at the end of March 2017 with March 2016 there were slightly fewer cases open to children's social care. The number of children with a Child Protection Plan has risen by 3% to just under 400 while the overall number of looked after children has risen by 6% to just over 440.

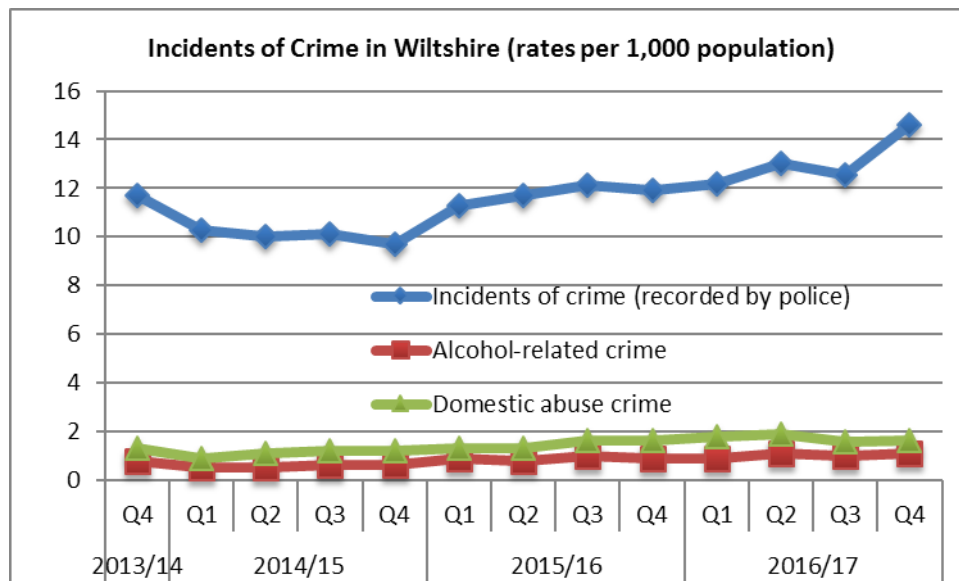




47. The latest figures for road safety relate to quarter three of this year (October – December 2016) and show that despite there being an increase in the number of serious accidents from the previous quarter the longer trend is down. There was a 16% reduction in the total number of those killed or seriously injured from the same period in the previous year.



48. Overall recorded crime rates have seen an increase in the last quarter and the general trend in Wiltshire is up. The police report that part of this increase is seasonal and part is down to recording practices. There has been no serious increases in emergency call volumes and analysis is indicating that this is related to process changes rather than an actual increase in crime. Rates of alcohol related crime and domestic abuse remain stable.



### Strategic Risk Register (as at March 2017)

49. Delivering the Council's Business Plan has been a significant challenge given an increasing demand for key services, such as care for vulnerable children and adults, waste management and highways maintenance, as well as rising inflation costs, and smaller central government grants. The Strategic Risk Register reflects these challenges.
50. The Strategic Risk Register draws together information reordered on risk registers at service delivery level. Each Directorate area holds at least one Service Risk Register.
51. Information that has significance across the council as a whole is displayed in three categories on the Strategic Risk Register.
  - *Critical service risks*: significant single service risks, which, should they be realised will have a significant impact on the organisation as a whole.
  - *Composite strategic risks*: risks which are significant within a number of service areas although individually would not significantly impact on the organisation as a whole. These risks are compiled into a single strategic composite risk (owned by the most appropriate service) and included within the strategic risk register. The ongoing monitoring of

these risks therefore is drawn from the updates to the individual service level risks.

- *National risks:* These risks mirror the most significant risks on the Cabinet Office's [national risk register](#) and is Wiltshire's response should these be realised. These are typically captured within the [Wiltshire Community Risk Register](#) managed by the [Local Resilience Forum](#).
52. The simplified version of the current strategic risk register is provided in appendix 1.
  53. Each risk is fully defined by the responsible service (who assess the cause, event and effect that make up the identified risk) and scored for impact and likelihood to give an overall score. A risk is scored twice; firstly, as inherent (the current level of risk) and then as residual (the risk as it would be once all mitigating actions are in place). The actions described are RAG'd based on progress towards completion. This RAG guides the reader of the register to understand the true current risk.
  54. A whole range of service risks are kept under observation each quarter. Several risks were added to registers in this quarter or redefined. Ten of those new or redefined risks become components of composite risks and are therefore represented on the corporate register.
  55. There are no new risks on the strategic register and none have been removed since the last quarter.
  56. Of the 13 risks listed on the strategic risk register just three have an inherent score that puts them in the 'high' bracket.
  57. A pandemic flu outbreak or widespread flooding remain a risk to both local life and to service provision. However, the Council has effective business continuity plans and resilient staff structures in place to respond to any incidents. The way these risks are scored on the register reflects the scale of the impact should either an outbreak of extreme flooding occur and the lack of control the organisation has on avoiding these national high level risks. The scoring of these risks also mirrors the national level risk assessment
  58. Other national level risks have medium or low inherent and residual scores and suggest good progress against planned actions.
  59. Wiltshire's Integrated Emergency Plan, which allows the council and its partners to protect people more effectively should a major incident occur, is in place and helps mitigate these risks.
  60. Wiltshire Council has joined the Scottish and Southern Power Distribution National Stakeholder Group in order to have a greater influence over planning for power shortages.
  61. A 'Deliberate Threats' Plan has been completed and training has been provided for all heads of service. Additionally, all internal security has been reviewed in the light of the Terror Attack on Westminster in March.
  62. The composite Budget Management risk remains at the same high inherent level as in the previous quarter. The same tight controls remained in place including controlling recruitment, cutting the number of authorised signatories for spending decisions and limiting the number of

credit cards available which reduces the likelihood of the risk becoming an issue. There remains continued pressure on budgets across Wiltshire Council. This is a common risk across local authorities as the demands on essential services continue to increase and the funding from central government decreases.

63. The risk around safeguarding of children and young people has been reduced from a high to a medium inherent risk. As described in the relevant improvement plan a stable management team and staff group with a reduced reliance on agency workers has meant that the likelihood of an issue arising has been reduced.
64. Safeguarding of vulnerable adults remains a high priority for the Council. This focus means that actions continue to be sought and undertaken, to mitigate the likelihood of safeguarding incidents. However, the unpredictability of the sources of such events means that safeguarding will always be a risk to the organisation.

### **Overview & Scrutiny Engagement**

65. The Financial Planning Task Group has previously received all quarterly performance management reports with comments then reported to Cabinet. The task group's parent committee, Overview and Scrutiny Management Committee, will determine arrangements for the scrutiny of performance and risk at its first meeting of this council on 6<sup>th</sup> June 2017.

### **Safeguarding Implications**

66. A number of indicators are regularly analysed which directly relate to the safeguarding of children and adults. Action is taken where improvements in performance are required.

### **Public Health Implications**

67. Not applicable as no decision is required.

### **Procurement Implications**

68. Not applicable as no decision is required.

### **Environmental and Climate Change Considerations**

69. Not applicable as no decision is required.

### **Equalities Impact of the Proposal**

70. Not applicable as no decision is required.

## **Risk Assessment**

71. Not applicable as no decision is required.

## **Financial Implications**

72. Not applicable as no decision is required.

## **Legal Implications**

73. Not applicable as no decision is required.

## **Options Considered**

74. Not applicable as no decision is required.

## **Conclusions**

75. This report brings together updates on outturns published through the Citizen's Dashboard, as well supplementary commentary to provide further context around the council's activities in these areas and the risks faced by the council.

## **Robin Townsend**

**Associate Director, Corporate Function, Procurement & Programme Office**

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May 2017

## **Appendices**

- Appendix 1: Strategic Risk Register (Q4 March 2017)
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## Wiltshire Council Strategic Risk Register 2016/17 Quarter Four

Risk short name	Primary Risk Category	Q4 Inherent Impact	Q4 Inherent Likelihood	Q4 Inherent Risk Rating	Q4 DoT	Q4 Actions RAG	Q4 Residual Impact	Q4 Residual Likelihood	Q4 Res Risk Rating	Q4 Comments
<b>Critical Service Risks</b>										
Safeguarding Children	Service Disruption	4	2	8	▼	Green	4	1	4	Stable management team and staff group with fewer agency staff has meant that there is a reduction in the inherent likelihood.
Safeguarding Adults	Reputation	4	2	8	▶	Green	4	1	4	All actions are on track and the risk remains well monitored and managed.
<b>Composite Corporate Risks</b>										
Staff capacity: Recruitment and Retention	Staffing/ People	3	2	6	▶	Green	3	2	6	Controls including emergency strategy action planning and a restructured support team are in place. Other actions including the development of a workforce action plan are on track.
Budget management	Financial	4	3	12	▶	Amber	3	3	9	Budgets continually reviewed during the year and processes put in place to control spend. Controls bring certainty towards the end of the year.
Contract monitoring and management	Service delivery	3	3	9	▶	Green	3	3	9	Controls including new training for contra management are now in place.
Corporate Health, Safety & Wellbeing	Health & Safety	3	2	6	▶	Green	2	2	4	Controls remain in place to manage the overall health and safety risk level.
Information Governance	Reputation	3	2	6	▶	Green	3	1	3	Strong processes are in place. Processes require review in line with the General Data Protection Regulation (GDPR).

## Wiltshire Council Strategic Risk Register 2016/17 Quarter Four

Risk short name	Primary Risk Category	Q4 Inherent Impact	Q4 Inherent Likelihood	Q4 Inherent Risk Rating	Q4 DoT	Q4 Actions RAG	Q4 Residual Impact	Q4 Residual Likelihood	Q4 Res Risk Rating	Q4 Comments
<b>National Level Risks</b>										
Pandemic influenza	Health & Safety	4	4	12	▶	Green	4	3	12	<p>National risks levels do not change at a local level.</p> <p>National guidance as well as local knowledge and expertise is used to keep emergency plans up-to-date.</p> <p>No significant weather events were experienced over the winter months.</p> <p>Wiltshire Council has become a member of the Scottish and Southern Power Distribution National Stakeholder Group.</p> <p>A review of procedure and plans was carried out and more training provided following the terror attack in Westminster in March.</p>
Flooding	Health & Safety	3	4	12	▶	Green	4	3	12	
Widespread electricity failure (NEW 2015)	Health & Safety	4	3	8	▶	Green	4	2	8	
Catastrophic terrorist attacks	Health & Safety	5	2	8	▶	Green	4	2	8	
Poor air quality events (NEW 2015)	Health & Safety	4	2	8	▶	Green	4	2	8	
Cyber Security	Legal	4	1	4	▶	Green	4	1	4	



**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Revenue Outturns 2016/2017 and Statement of Accounts**

**Cabinet Member: Councillor Phillip Whitehead – Finance and IT**

**Key Decision: No**

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## **Executive Summary**

The Council is required to produce an Annual Statement of Accounts. The national reporting requirements set out that the Accounts are prepared in accordance with a single set of standards for public and private sector bodies. As local authorities are funded from local and national taxation there are a number of technical adjustments made to the Comprehensive Income and Expenditure Account to ensure that consistency. These adjustments mean it can appear there is a different reporting position from the outturn. To overcome that there is now a reconciliation statement – the Expenditure Funding Analysis (EFA) that ties into the Outturn report.

This report is thus to advise Cabinet of the final (unaudited) General Revenue Fund (GRF), Housing Revenue Account (HRA), and Collection Fund outturn positions as at 31 March 2017 for the financial year 2016/2017; as well as reserves.

The year-end positions are an underspend of £0.328 million for the GRF and an underspend of £1.716 million for the HRA. This is an improvement from the forecast position at period 9, and in line with the projections of the Section 151 Officer. Overall this outturn means that reserves are in line with requirements and the Council has a sound financial standing.

## **Proposal**

Cabinet are asked to note:

- a) the report showing an outturn for the General Revenue Fund and HRA, subject to external audit, of an underspend of £0.328 million and an underspend of £1.716 million, GRF and HRA respectively. Cabinet should note appropriate transfers to the General Revenue Fund and Earmarked reserves as set out in Sections 22-25 of this report, and return to HRA reserves.
- b) The unaudited Statement of Accounts for 2016/2017.

**Reasons for Proposals**

As part of its role in ensuring sound financial management and financial soundness, Cabinet are required to assess and approve the final revenue outturns for 2016/2017 and assess any impact on the longer term financial standing of the Authority.

**Michael Hudson**

**Associate Director, Finance / Chief Finance Officer**

## Wiltshire Council

### Cabinet

20 June 2017

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**Subject:** Revenue Outturns 2016/2017 and Statement of Accounts

**Cabinet Member:** Councillor Phillip Whitehead – Finance and IT

**Key Decision:** No

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### PURPOSE OF REPORT

1. To advise Cabinet of the (unaudited) General Revenue Fund and Housing Revenue Account outturn positions for financial year 2016/2017. As well as the position for the Collection Fund and Reserves.
2. To provide Cabinet with oversight of the unaudited Statement of Accounts, including the narrative report.

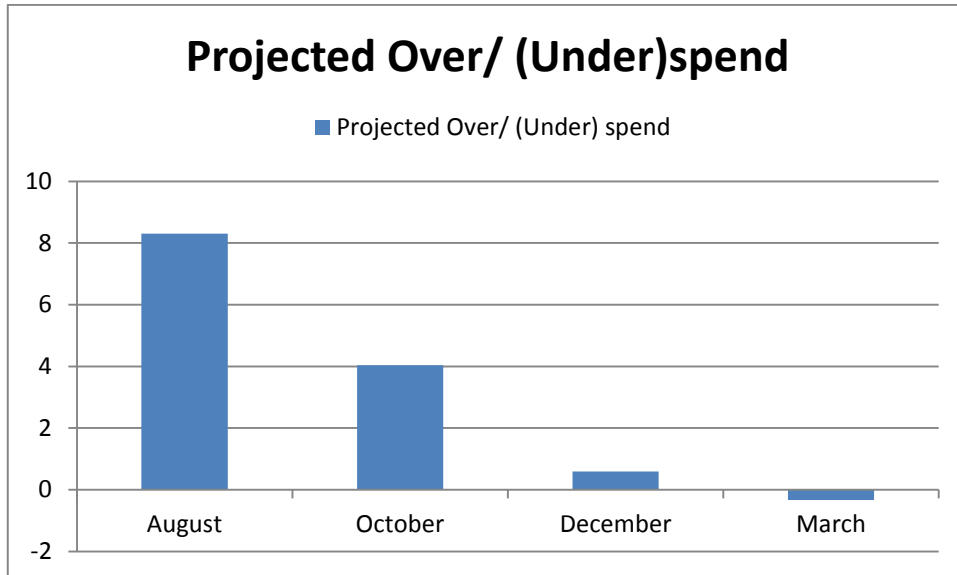
### SUMMARY

3. The final outturn position is as follows:

	Revised Budget £ million	Outturn Position for Year £ million	Overspend/ (Underspend) for Year £ million	Overspend/ (Underspend) reported at period 9 £ million	Movement since period 9 £ million
General Fund Total	313.585	313.257	(0.328)	0.597	(0.925)
Housing Revenue Account	(0.975)	(2.691)	(1.716)	0.000	(1.716)

4. The final unaudited outturn position on the general revenue fund is an underspend of £0.328 million. This represents an improvement of £0.925 million on the budget monitoring position reported to Members for period 9, and is in line with the forecast reported by the Section 151 Officer to Council in February 2017. The reasons for the changes are set out in the following section of this report.
5. The HRA was originally projected to return £0.975 million to HRA reserves. The final unaudited outturn position on the HRA is an underspend of £1.716 million, which gives a final return to reserves of £2.691 million. This is again explained in the following sections of this report.
6. The outturn is summarised by service area in Appendix C. More detailed details for the large variances are noted in the following sections.

7. The graph below shows how the forecast outturn position has improved during budget monitoring reports to Cabinet this year. The graph shows a clear improvement in the position towards the end of the financial year.



8. This outturn shows an improvement on figures in the financial plan. The financial plan will be updated to reflect this during budget setting 2017/2018. As a result, General Fund Reserves will be increased by this surplus and are reported in the unaudited Statement of Accounts as £12.534 million. This is in line with the minimum requirement set by the Council in February.
9. The Statement of Accounts are also appended to this report, and the Expenditure Funding Analysis reconciles the Comprehensive Income and Expenditure Statement to the outturn.

### **Statement of Accounts (unaudited)**

10. The Council is required to prepare an annual Statement of Accounts and to arrange for them to be audited and reported in accordance with the Accounts and Audit Regulations 2015 and the 2016/2017 Code of Practice on Local Authority Accounting in the United Kingdom, issued by the Chartered Institute of Public Finance and Accountancy (CIPFA). The Statement of Accounts present the overall financial position of the Council reflecting the outturn position above.

11. The national reporting requirements set out that the Accounts are prepared in accordance with a single set of standards for public and private sector bodies. As local authorities are funded from local and national taxation there are a number of technical adjustments made to the Comprehensive Income and Expenditure Account to ensure that consistency. These adjustments mean it can appear there is a different reporting position from the outturn. To overcome that there is now a reconciliation statement – the Expenditure Funding Analysis (EFA) that ties into this Outturn report. This identifies £65.991 million of technical adjustments:

	2016/2017		Net Expenditure
	Net Expenditure Chargeable to the General Fund & HRA Balances	Adjustments between Funding and Accounting Basis	in the Comprehensive Income & Expenditure Statement
	£000	£000	£000
<b>General Fund Services</b>			
Adult Social Care Operations	123,471	703	124,174
Adult Care Commissioning & Housing	10,204	2,800	13,004
Public Health & Public Protection	2,262	4,136	6,398
Operational Children's Services	57,588	1,172	58,760
Commissioning, Performance & School Effectiveness	9,837	8,779	18,616
Economy & Planning	3,992	(2,625)	1,367
Highways & Transport	28,061	13,461	41,522
Waste & Environment	35,637	10,636	46,273
Communities & Communications	7,137	1,086	8,223
Corporate Function, Procurement & Programme Office	6,552	(173)	6,379
Finance	2,880	(205)	2,675
Legal & Governance	3,156	(51)	3,105
People & Business Services	25,914	12,104	38,018
Corporate Directors	2,897	(22)	2,875
Corporate	(6,331)	14,190	7,859
<b>Net Cost of Service General Fund</b>	<b>313,257</b>	<b>65,991</b>	<b>379,248</b>

12. The Technical adjustments are then examined further in note 13 to the Statements and reflect changes for pensions, depreciation and other factors such as PFI transactions that do not impact on council tax funding:

	2016/2017			Total
	Capital Purposes (Note 13a)	Pension Adjustments (Note 13b)	Other Differences (Note 13c)	Adjustments
	£000	£000	£000	£000
<b>General Fund Services</b>				
Adult Social Care Operations	1,155	(427)	(25)	703
Adult Care Commissioning & Housing	4,078	(127)	(1,151)	2,800
Public Health & Public Protection	4,437	(304)	3	4,136
Operational Children's Services	1,860	(693)	5	1,172
Commissioning, Performance & School Effectiveness	9,178	(669)	270	8,779
Economy & Planning	(2,386)	(235)	(4)	(2,625)
Highways & Transport	13,658	(194)	(3)	13,461
Waste & Environment	10,826	(188)	(2)	10,636
Communities & Communications	1,281	(189)	(6)	1,086
Corporate Function, Procurement & Programme Office	0	(185)	12	(173)
Finance	0	(187)	(18)	(205)
Legal & Governance	60	(104)	(7)	(51)
People & Business Services	12,909	(388)	(417)	12,104
Corporate Directors	0	(18)	(4)	(22)
Corporate	0	616	18,042	18,658
Housing Revenue Account (HRA)	14,572	(74)	(13,681)	817
<b>Net Cost of Service</b>	<b>71,628</b>	<b>(3,366)</b>	<b>3,014</b>	<b>71,276</b>

13. In addition, members will note a changed narrative format to the reports, the aim of which is to set the Accounts out in a more user friendly format and gain increased readership and review of the accounts.
14. The draft accounts were signed by the Chief Finance Officer on 31 May 2017, well ahead of the statutory deadline of 31 July 2017.
15. The draft Statement of Accounts are then subject to external audit by the Council's appointed auditors (KPMG) before the final set is brought to the Audit Committee for final approval. This adoption process ensures that there is external independent scrutiny of the figures in the Statement of Accounts before they are brought to the Audit Committee. Under the constitutions, in Wiltshire the Statement of Accounts are adopted by the Audit Committee.
16. The Statement of Accounts will be taken to the Audit Committee on 26 July 2017. This is well ahead of the Statutory Deadline of 30 September.
17. The draft Statement of Accounts is attached as Appendix E.

## **GENERAL FUND MONITORING DETAILS**

18. The overall outturn position by service areas is set out in Appendix C.
19. A summary of the Service Area movements from period 9 monitoring are set out in Appendix D. As with reports during the year, this report targets service areas with large variances at year end.

### **Adult Social Care Operations and Commissioning - net £0.198 million underspend; (0.2%) of revised net budget**

20. The overall split between Adult Care Services shows a mixture of under and overspends. Overall the total net budget for these services, as a collective, is reporting a small underspend of £0.198 million. The forecast is thus a slight improvement on the small overspend (£0.968 million) forecast previously reported to Cabinet. The improvement has come from continued management of spend and care management. The continued realignment of the base budgets will assess these outturns and the level of provision in the 2017/2018 base, with any recommendations for further rebasing and virements brought with the 2017/2018 first quarter budget monitoring report.

**Special Educational Needs & Disabilities (SEND) - £1.197 million overspend; 6.4% of revised net budget**

21. The 0-25 Services for Children and young people with SEN and disabilities overspent by £1.197 million, however that is a significant improvement on the forecast of £2.5 million at period 9. The reduction has been achieved through a mixture of panel assessments taking into account financial advice and case management, as well as DSG adjustments to reflect the appropriate split of package costs. The key pressures, as previously reported to Cabinet, are SEN Transport and an increase in the numbers and costs of care packages, particularly for over 18s. These pressures continue to be recognised within the 2017/2018 budget setting process however SEND budgets will remain under pressure and further reviews are to take place of this area of spend.

**Children's Social Care £0.711 million overspend; 2.0% of revised net budget**

22. Children's Social Care budgets overspent by £0.711 million, an improvement of £1.1m compared with the forecast at period 9. This takes in to account a transfer from reserves previously agreed by Cabinet to support costs of agency social work staff and recruitment strategy actions previously agreed by Cabinet in October 2014. Overall at year end the staff plus agency spend was in line with the total pay budget. In addition to staffing costs, the biggest pressure on the budget remains the costs of placements for looked after children. There was a small fall in placements during the latter part of the year which contributed to the reduction in forecast overspend. This area remains volatile, and a £1.5 million investment in 2017/2018 has been made to cover this risk, and invest in prevention and transformation, including £0.809 million in Special Guardians. The outturn would support that investment and the budget will continue to be monitored closely in 2017/2018.

**Libraries, Arts, Heritage & Culture £0.452 million net overspend; 8.4% of revised net budget**

23. Period 9 forecast an overspend of £0.427 million, the outturn thus of £0.452 million is in line with that. The reasons for the pressures were reported in previous budget monitoring reports to Cabinet, and were a mixture of pressures, protraction in implementing savings, and unforeseen cost pressures.

**Legal & Governance £0.191 million net overspend; 6.4% of revised net budget**

24. The overspend, as previously reported to Cabinet, is primarily due to a significant increase in demand for legal services across the council, which has largely been met in-house to minimise external legal spend. This has, however, resulted in additional agency locum costs and a shortfall in income generation. In addition there has been a shortfall in income generation from local land charges searches due to a reduction in the volume of official search requests. This position however is an improvement on the Period 9 forecast of £0.355 million. Steps have been taken to address the situation for 2017/2018.

**Waste Services £0.985 million net underspend; (3.1%) of revised net budget**

25. This reflects a change from the Period 9 forecast which showed a balanced budget. During 2016/2017 negotiations were ongoing regard the award of the waste collection and disposal contracts. It was unclear during those discussions if provision was needed for future years' costs and thus a balanced budget was reported to reflect the potential call on any underspend. That position is now resolved and no additional payments were required to be made. The underspend arose due to a reduction in the waste tonnes collected and the consequential costs, delivery of savings and increased income.

**Human Resources £0.720 million net underspend; (17.9%) of revised net budget**

26. This Service was instructed to and therefore committed to deliver an overall underspend. The underspend was delivered by measures including:
27. The agreed action to "stop spending" on the delivery of non-statutory / health and safety training & development
- Agreed action taken to "stop spending" on the purchase of systems to support delivery of the people strategy and workforce priorities e.g. new eLearning packages and other online training resources/talent relationship management system
  - Underspend of external funding due to the in-year short term cessation of delivery of apprenticeship training and family learning
  - Increased income received from third parties for DBS checks, payroll services and recruitment advertising
  - Underspend of recruitment advertising budget, due to annual contract renewal being after year end, so a misalignment against the financial year in 2016/2017

**Information Services £0.585 million net underspend; (6.2%) of revised net budget**

28. This reflects a change from the Period 9 forecast which showed a balanced budget. This is due to the delayed commencement of a new contract, planned deferral of discretionary spend e.g. ICT staff training due to restructure of the department and unplanned additional income.

**Corporate £0.464 million net overspend; 6.8% of revised net budget**

29. Corporate as a whole is reporting a small overspend of £0.464 million. This is a change of £6.380 million reported at Period 9. The main significant reasons for the large variance are:



- There is an underspend of £0.677 million on Capital Financing due to increased capital re-programming into 2017/2018. The capital outturn report is also on this agenda.
- Restructure & contingency forecast an underspend of £2.914 million, however a £1.4 million overspend has been reported. This change reflects £1.8 million transfer to ear marked reserves for future risks arising from the potential central Government changes to universal credit and business rates, as well as additional election costs. In addition the timing of a number of corporate savings was delayed and this has also been then reflected in amendments made and agreed by Full Council for the 2017/2018 base budget.
- General Government Grants forecast an underspend of £2 million, however the outturn report a £0.051 million overspend. This is mainly due a set aside of £2 million to earmarked reserves as set out in further paragraphs within this report.

#### **HOUSING REVENUE ACCOUNT**

30. The HRA is reporting an underspend of £1.716 million. This allows a return to reserves of £2.691 million. This has arisen due mainly to continued improvement in income collection.
31. The impact on the HRA reserve is to increase the level to £23.170 million. The HRA Business Plan sets out how this will be used over the coming years to fund repairs and maintenance and debt repayment.

#### **Reserves**

32. The tables below shows the year end outturn position on the general revenue fund balance and estimated earmarked reserves held by the council.
33. As there is an overall improvement in the outturn position from that reported at period 9, subject to audit, this means that the year end balance on the General Revenue Fund reserves is slightly better than forecast to Council in February 2017.
34. The movements on the general revenue fund reserve has been reflected in the figures in this report.

<b>General Fund Reserve</b>	<b>£ million</b>
Balance as at 1 April 2016	(12.206)
Underspend for year 2016/2017	(0.328)
<b>General Fund Balance 31 March 2017</b>	<b>(12.534)</b>

35. The final position shows General Revenue Fund Reserves at the year end of £12.534 million. The report "Wiltshire Council's Financial Plan Update 2017/2018" that went to Cabinet on 7 February 2017 gives full details of the risk assessment of General Revenue Fund Reserves. The outturn shows that the level of reserves exceeds the minimum level of reserves identified to Cabinet and Council of £10 million, and that should help ensure against further risk and negate any strategy to increase reserves in future years of the medium term financial plan.
36. In addition to General Revenue Fund Reserves, the Council also has a number of ring fenced earmarked reserves. These are held for specific reasons. Earmarked Reserves are reviewed regularly as part of closedown process.

37. Below is a list of current Earmarked Reserves:

<b>Earmarked Reserves</b>	<b>Opening Balance 01-Apr-16</b>	<b>Drawdown/ (Deposits)</b>	<b>Closing Balance 31-Mar-17</b>
Schools PFI Reserve	(4.304)	0.049	(4.255)
Insurance Reserve	(3.311)	(0.243)	(3.554)
Schools Balances	(8.636)	2.372	(6.264)
Elections Reserve	(0.330)	(0.495)	(0.825)
Area Board Reserve	(0.060)	0.038	(0.022)
Digital Inclusion Reserve	(0.183)	0	(0.183)
Housing PFI Reserve	(2.980)	0.064	(2.916)
Action 4 Wiltshire Reserve	(0.165)	0.165	0
Transformation Reserve	0.000	0.736	0.000
Business Plan Priority Funding Reserve	0.000	0.141	0.000
Economic Development & Planning Reserve	(0.014)	(0.000)	(0.014)
Revenue Grants Reserve	(5.694)	3.171	(2.523)
Play Area Asset Transfers	0	(0.078)	(0.078)
Enabling Fund	0	(2.000)	(2.000)
Business Rates Equalisation Fund	0	(0.800)	(0.800)
Housing Benefit Subsidy Clawback	0	(0.500)	(0.500)
Transitional Fund	0	(6.000)	(6.000)
Single View	(0.700)	(0.211)	(0.911)
<b>Balance 31 March</b>	<b>(26.377)</b>	<b>(4.468)</b>	<b>(30.845)</b>

38. This identifies that a number of new earmarked reserves have been set up. The Transitional Fund is in line with the Full Council budget setting assumption that the 2016/2017 Transitional and Rural Grant will be used as part of funding 2017/2018 base budgets. In addition new funding has been set aside to recognise the ongoing risks arising from Government changes to universal credit and business rate. Finally £2 million has also been earmarked to enable further pump priming of initiatives to deliver future years savings.

### **Main Consideration for the Council**

39. To note, in its ongoing consideration of the Council's financial standing in taking decisions, the unaudited outturn and Statement of Accounts for 2016/2017, as well as the Council's reserve position.

### **Safeguarding Implications**

40. None have been identified as arising directly from this report.

### **Public Health Implications**

41. None have been identified as arising directly from this report. A return has been submitted to Government confirming that the Public Health grant was fully discharged on expenditure relating to Public Health.

### **Corporate Procurement Implications**

42. None have been identified as arising directly from this report.

### **Equalities Impact of the Proposal**

43. No equality and diversity issues have been identified or arising from this report.

### **Environmental and Climate Change Considerations**

44. None have been identified as arising directly from this report.

### **Legal Implications**

45. None have been identified as arising directly from this report.

### **Risk Assessment**

46. During the year, the Council has faced significant service financial pressures. Actions to manage these pressures have been agreed previously and work has been undertaken to manage the financial position.
47. The Council has identified in its corporate risk register various elements which have been covered in previous monitoring reports, most notably the impact the current economic climate has on the Council's finances.

### **Financial Implications**

48. These have been examined and are implicit throughout the report.

### **Proposals**

49. Cabinet are asked to note:
- a) the report showing an outturn for the General Revenue Fund and HRA, subject to external audit, of an underspend of £0.328 million and an underspend of £1.716 million, General Revenue Fund and HRA respectively. Cabinet should note appropriate transfers to the General Revenue Fund and Earmarked reserves as set out in this report, and the further return to HRA reserves.
  - b) The unaudited Statement of Accounts for 2016/17.

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**Appendices:**

Appendix A: Revenue Budget Movements 2016/2017  
Appendix B: Service Area Movements 2016/2016  
Appendix C: Detailed Service Area Budget Statements  
Appendix D: Outturn Variance Movements  
Appendix E: Statement of Accounts 2016/2017 (unaudited)

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### Wiltshire Council Revenue Budget Movements 2016/2017

Service	Original Budget	Opening Structural Changes	Revised Original Budget	In Year Virements to Period 4	Revised Budget Period 4	In Year Virements to Period 7	Revised Budget Period 7	In Year Virements to Period 9	Revised Budget Period 9	In Year Virements to Outturn	Revised Budget Outturn	Major Virements See Appendix B
	£m	£m	£m	£m	£m	£m	£m	£m	£m			
<b>Adult Social Care Operations</b>												
Older People	51.476	(51.476)	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	
Other Vulnerable Adults	11.703	0.000	11.703	(11.703)	0.000	0.000	0.000	0.000	0.000	0.000	0.000	
Adults 18+	0.000	47.254	47.254	11.775	59.029	(0.875)	58.154	0.000	58.154	1.700	59.854 *	
Mental Health	23.187	0.000	23.187	(2.080)	21.107	0.000	21.107	0.000	21.107	(0.400)	20.707 *	
Learning Disabilities	47.193	(1.637)	45.556	(2.886)	42.670	0.000	42.670	0.380	43.050	0.009	43.059	
<b>Adult Care Commissioning &amp; Housing</b>												
Resources, Strategy & Commissioning	1.463	5.859	7.322	2.055	9.377	0.000	9.377	0.310	9.687	(3.338)	6.349 *	
Housing Services	4.159	0.000	4.159	0.023	4.182	0.000	4.182	0.013	4.195	0.063	4.258	
<b>Public Health &amp; Public Protection</b>												
Public Health Grant	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	
Other Public Health & Public Protection	2.506	0.000	2.506	0.116	2.622	0.000	2.622	0.000	2.622	0.000	2.622	
Leisure	0.621	0.000	0.621	(0.392)	0.229	(0.150)	0.079	0.003	0.082	0.000	0.082	
<b>Operational Children's Services</b>												
Children's Social Care	31.389	0.000	31.389	3.440	34.829	(0.033)	34.796	(0.030)	34.766	0.091	34.857	
0-25 Service: Disabled Children & Adults	15.600	0.000	15.600	0.193	15.793	0.000	15.793	(0.370)	15.423	3.367	18.790 *	
Early Help	1.983	0.000	1.983	(0.103)	1.880	0.114	1.994	0.075	2.069	(0.083)	1.986	
<b>Commissioning, Performance &amp; School Effectiveness</b>												
School Effectiveness	2.081	0.000	2.081	(0.205)	1.876	(0.073)	1.803	0.000	1.803	(0.022)	1.781	
Safeguarding	1.387	0.000	1.387	0.098	1.485	0.000	1.485	0.000	1.485	0.000	1.485	
Funding Schools	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	1.451	1.451 *	
Commissioning & Performance	8.070	0.000	8.070	(0.784)	7.286	0.000	7.286	0.030	7.316	(1.820)	5.496 *	
<b>Economy &amp; Planning</b>												
Economy & Planning	3.617	0.000	3.617	0.443	4.060	0.046	4.106	0.068	4.174	(0.525)	3.649 *	
<b>Highways &amp; Transport</b>												
Highways	17.028	0.000	17.028	0.019	17.047	(0.090)	16.957	0.065	17.022	(0.096)	16.926	
Transport	17.107	0.000	17.107	0.044	17.151	(0.260)	16.891	0.243	17.134	0.021	17.155	
Car Parking	(6.040)	0.000	(6.040)	(0.067)	(6.107)	0.000	(6.107)	0.000	(6.107)	0.000	(6.107)	
<b>Waste &amp; Environment</b>												
Waste	32.869	0.000	32.869	0.000	32.869	(0.643)	32.226	0.000	32.226	0.000	32.226	
Environment Services	3.986	0.000	3.986	0.000	3.986	0.000	3.986	0.000	3.986	0.200	4.186	
<b>Communities &amp; Communications</b>												
Communications	1.108	0.000	1.108	0.429	1.537	0.000	1.537	0.000	1.537	0.000	1.537	
Libraries, Heritage & Arts	4.765	0.000	4.765	(0.146)	4.619	0.251	4.870	0.045	4.915	0.460	5.375 *	
<b>Corporate Function, Procurement &amp; Programme Office</b>												
Corporate Function, Procurement & Programme Office	4.877	1.694	6.571	1.140	7.711	0.044	7.755	(0.309)	7.446	(0.704)	6.742 *	
<b>Finance</b>												
Finance, Revenues & Benefits, & Pensions	3.117	0.000	3.117	0.000	3.117	0.000	3.117	0.113	3.230	0.032	3.262	
Revenues & Benefits - Subsidy	(0.500)	0.000	(0.500)	0.000	(0.500)	0.000	(0.500)	0.000	(0.500)	0.000	(0.500)	
<b>Legal &amp; Governance</b>												
Legal & Governance	2.507	0.000	2.507	(0.458)	2.049	0.003	2.052	0.013	2.065	0.900	2.965 *	
<b>People &amp; Business Services</b>												
Human Resources & Organisational Development	3.192	0.000	3.192	0.500	3.692	0.160	3.852	0.067	3.919	0.097	4.016	
Business Services	3.361	(1.694)	1.667	0.000	1.667	0.064	1.731	0.001	1.732	0.027	1.759	
Strategic Asset & Facilities Management	11.811	0.000	11.811	0.301	12.112	(0.110)	12.002	0.000	12.002	0.000	12.002	
Information Services	10.287	0.000	10.287	(0.636)	9.651	(0.138)	9.513	0.000	9.513	0.000	9.513	
<b>Corporate Directors</b>												
Corporate Directors	0.827	0.000	0.827	0.000	0.827	0.000	0.827	0.000	0.827	(0.013)	0.814	
Members	2.006	0.000	2.006	0.010	2.016	0.000	2.016	0.000	2.016	0.067	2.083	
<b>Corporate</b>												
Movement on Reserves	0.000	0.000	0.000	(0.141)	(0.141)	0.000	(0.141)	(0.262)	(0.403)	4.871	4.468 *	
Capital Financing	23.999	0.000	23.999	0.000	23.999	0.000	23.999	0.000	23.999	0.000	23.999	
Restructure & Contingency	0.926	0.000	0.926	(0.985)	(0.059)	0.815	0.756	(0.455)	0.301	(3.031)	(2.730) *	
General Government Grants	(37.942)	0.000	(37.942)	0.000	(37.942)	0.875	(37.067)	0.000	(37.067)	(3.376)	(40.443) *	
Corporate Levys	7.859	0.000	7.859	0.000	7.859	0.000	7.859	0.000	7.859	0.052	7.911	
<b>2015/2016 Budget Requirement</b>	<b>313.585</b>	<b>(0.000)</b>	<b>313.585</b>	<b>0.000</b>	<b>313.585</b>	<b>(0.000)</b>	<b>313.585</b>	<b>(0.000)</b>	<b>313.585</b>	<b>0.000</b>	<b>313.585</b>	
HRA Budget	(0.975)	0.000	(0.975)	0.000	(0.975)	0.000	(0.975)	0.000	(0.975)	0.000	(0.975)	
	<b>312.610</b>	<b>(0.000)</b>	<b>312.610</b>	<b>0.000</b>	<b>312.610</b>	<b>(0.000)</b>	<b>312.610</b>	<b>(0.000)</b>	<b>312.610</b>	<b>0.000</b>	<b>312.610</b>	

More details are given of major virements and structural movements in Appendix B. These areas are marked above with \*. There are none in this period.

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## Major Virements between Services Areas from Period 7 to Period 9

### Learning Disability

Transfer budget from SEND to adults  
In Year Virements period 7-9

£m
0.369
<b>0.369</b>
(0.369)
<b>(0.369)</b>

### 0-25 Service Disabled Children & Adults

Transfer budget from SEND to adults  
In Year Virements period 7-9

## Major Virements between Services Areas from Period 9 to Outturn

### Adults 18+

Year End Budget Realignment  
In Year Virements period 9 - Outturn

£m
1.700
<b>1.700</b>

### Mental Health

Year End Budget Realignment  
In Year Virements period 9 - Outturn

(0.400)
<b>(0.400)</b>

### Resources, Strategy & Commissioning

Year End Budget Realignment  
Area Board Transfers  
In Year Virements period 9 - Outturn

(3.200)
(0.138)
<b>(3.338)</b>

### 0-25 Service Disabled Children & Adults

DSG Variance Adjustment  
Year End Budget Realignment  
In Year Virements period 9 - Outturn

2.667
0.700
<b>3.367</b>

### Funding Schools

DSG Variance Adjustment  
Schools Variance Adjustment  
In Year Virements period 9 - Outturn

(0.920)
2.371
<b>1.451</b>

### Commissioning & Performance

DSG Variance Adjustment  
Earmarked Reserve Adjustment  
In Year Virements period 9 - Outturn

(1.629)
(0.191)
<b>(1.820)</b>

### Economy & Planning

Redundancies Period 10-12  
Earmarked Reserve Adjustment  
In Year Virements period 9 - Outturn

0.018
(0.543)
<b>(0.525)</b>

### Libraries, Heritage & Arts

Area Board Transfers  
Redundancies Period 10-12  
Other Adjustments  
Earmarked Reserve Adjustment  
Year End Budget Realignment  
In Year Virements period 9 - Outturn

0.157
0.075
(0.021)
0.049
0.200
<b>0.460</b>

### Corporate Function & Procurement

Redundancies Period 10-12  
Earmarked Reserve Adjustment  
In Year Virements period 9 - Outturn

(0.002)
(0.702)
<b>(0.704)</b>

### Legal & Governance

Year End Budget Realignment  
In Year Virements period 9 - Outturn

0.900
<b>0.900</b>

### Movement to/from Reserves

Earmarked Reserve Adjustment  
DSG Variance Adjustment  
Schools Variance Adjustment  
In Year Virements period 9 - Outturn

7.250
(0.008)
(2.371)
<b>4.871</b>

### Restructure & Contingency

Redundancies Period 10-12  
Year End Budget Realignment  
Other Adjustments  
Earmarked Reserve Adjustment  
In Year Virements period 9 - Outturn

(0.925)
(0.100)
(0.052)
(1.954)
<b>(3.031)</b>

### General Government Grants

Earmarked Reserve Adjustment  
In Year Virements period 9 - Outturn

(3.376)
<b>(3.376)</b>

Please note, these are only the service movements over £250,000. The sum of all virements balances to zero

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## Wiltshire Council Revenue Budget Monitoring Statement: Outturn

31-Mar-17

		Original Budget	Revised Budget	Actual Position	Variation for Year:	Variation as % of
		£m	Outturn	31 March 2016	Overspend /	Revised Budget:
			£m	£m	(Underspend)	Overspend /
					£m	(Underspend)
<b>Adult Social Care Operations</b>						
Older People	Gross Costs	66.697	-	-	-	
	Income	(15.221)	-	-	-	
	Net	<b>51.476</b>	-	-	-	
Other Vulnerable Adults	Gross Costs	12.996	-	-	-	
	Income	(1.293)	-	-	-	
	Net	<b>11.703</b>	-	-	-	
Adults 18+	Gross Costs	-	76.978	78.029	1.051	1.4%
	Income	-	(17.124)	(18.144)	(1.020)	6.0%
	Net	-	<b>59.854</b>	<b>59.885</b>	<b>0.031</b>	<b>0.1%</b>
Mental Health	Gross Costs	26.541	24.124	23.918	(0.206)	(0.9%)
	Income	(3.354)	(3.417)	(3.532)	(0.115)	3.4%
	Net	<b>23.187</b>	<b>20.707</b>	<b>20.386</b>	<b>(0.321)</b>	<b>(1.6%)</b>
Learning Disabilities	Gross Costs	50.322	46.371	48.139	1.768	3.8%
	Income	(3.129)	(3.312)	(4.939)	(1.627)	49.1%
	Net	<b>47.193</b>	<b>43.059</b>	<b>43.200</b>	<b>0.141</b>	<b>0.3%</b>
<b>Adult Care Commissioning &amp; Housing</b>						
Resources, Strategy & Commissioning	Gross Costs	2.271	7.887	7.745	(0.142)	(1.8%)
	Income	(0.808)	(1.538)	(1.445)	0.093	(6.0%)
	Net	<b>1.463</b>	<b>6.349</b>	<b>6.300</b>	<b>(0.049)</b>	<b>(0.8%)</b>
Housing Services	Gross Costs	8.685	8.719	8.422	(0.297)	(3.4%)
	Income	(4.526)	(4.461)	(4.518)	(0.057)	1.3%
	Net	<b>4.159</b>	<b>4.258</b>	<b>3.904</b>	<b>(0.354)</b>	<b>(8.3%)</b>
<b>Public Health &amp; Public Protection</b>						
Public Health Grant	Gross Costs	18.269	16.522	16.203	(0.319)	(1.9%)
	Income	(18.269)	(16.522)	(16.203)	0.319	(1.9%)
	Net	-	-	-	-	

		Original Budget	Revised Budget	Actual Position	Variation for Year:	Variation as % of
		£m	£m	£m	Overspend / (Underspend)	Revised Budget: Overspend / (Underspend)
					£m	
Other Public Health & Public Protection	Gross Costs	3.428	3.529	3.636	0.107	3.0%
	Income	(0.922)	(0.907)	(1.150)	(0.243)	26.8%
	<b>Net</b>	<b>2.506</b>	<b>2.622</b>	<b>2.486</b>	<b>(0.136)</b>	<b>(5.2%)</b>
Leisure	Gross Costs	5.896	7.699	8.000	0.301	3.9%
	Income	(5.275)	(7.617)	(8.224)	(0.607)	8.0%
	<b>Net</b>	<b>0.621</b>	<b>0.082</b>	<b>(0.224)</b>	<b>(0.306)</b>	<b>(373.2%)</b>
<b><u>Operational Children's Services</u></b>						
Children's Social Care	Gross Costs	33.689	37.225	38.404	1.179	3.2%
	Income	(2.300)	(2.368)	(2.836)	(0.468)	19.8%
	<b>Net</b>	<b>31.389</b>	<b>34.857</b>	<b>35.568</b>	<b>0.711</b>	<b>2.0%</b>
0-25 Service: Disabled Children & Adults	Gross Costs	39.515	41.458	45.872	4.414	10.6%
	Income	(23.915)	(22.668)	(25.885)	(3.217)	14.2%
	<b>Net</b>	<b>15.600</b>	<b>18.790</b>	<b>19.987</b>	<b>1.197</b>	<b>6.4%</b>
Early Help	Gross Costs	6.691	7.303	7.160	(0.143)	(2.0%)
	Income	(4.708)	(5.317)	(5.127)	0.190	(3.6%)
	<b>Net</b>	<b>1.983</b>	<b>1.986</b>	<b>2.033</b>	<b>0.047</b>	<b>2.4%</b>
<b><u>Commissioning, Performance &amp; School Effectiveness</u></b>						
School Effectiveness	Gross Costs	5.973	4.648	4.470	(0.178)	(3.8%)
	Income	(3.892)	(2.867)	(2.766)	0.101	(3.5%)
	<b>Net</b>	<b>2.081</b>	<b>1.781</b>	<b>1.704</b>	<b>(0.077)</b>	<b>(4.3%)</b>
Safeguarding	Gross Costs	1.586	1.771	1.741	(0.030)	(1.7%)
	Income	(0.199)	(0.286)	(0.336)	(0.050)	17.5%
	<b>Net</b>	<b>1.387</b>	<b>1.485</b>	<b>1.405</b>	<b>(0.080)</b>	<b>(5.4%)</b>
Funding Schools	Gross Costs	264.750	136.837	176.456	39.619	29.0%
	Income	(264.750)	(135.386)	(175.005)	(39.619)	29.3%
	<b>Net</b>	<b>-</b>	<b>1.451</b>	<b>1.451</b>	<b>-</b>	<b>-</b>
Commissioning & Performance	Gross Costs	32.037	32.194	32.432	0.238	0.7%
	Income	(23.967)	(26.698)	(27.155)	(0.457)	1.7%
	<b>Net</b>	<b>8.070</b>	<b>5.496</b>	<b>5.277</b>	<b>(0.219)</b>	<b>(4.0%)</b>
<b><u>Economy &amp; Planning</u></b>						
Economy & Planning	Gross Costs	10.059	3.649	3.993	0.344	9.4%
	Income	(6.442)	-	-	-	-
	<b>Net</b>	<b>3.617</b>	<b>3.649</b>	<b>3.993</b>	<b>0.344</b>	<b>9.4%</b>
<b><u>Highways &amp; Transport</u></b>						
Highways	Gross Costs	19.146	29.752	34.407	4.655	15.6%
	Income	(2.118)	(12.826)	(17.355)	(4.529)	35.3%
	<b>Net</b>	<b>17.028</b>	<b>16.926</b>	<b>17.052</b>	<b>0.126</b>	<b>0.7%</b>
Transport	Gross Costs	19.204	29.910	33.620	3.710	12.4%
	Income	(2.097)	(12.755)	(16.595)	(3.840)	30.1%
	<b>Net</b>	<b>17.107</b>	<b>17.155</b>	<b>17.025</b>	<b>(0.130)</b>	<b>(0.8%)</b>
Car Parking	Gross Costs	1.626	1.559	1.620	0.061	3.9%
	Income	(7.666)	(7.666)	(7.637)	0.029	(0.4%)
	<b>Net</b>	<b>(6.040)</b>	<b>(6.107)</b>	<b>(6.017)</b>	<b>0.090</b>	<b>(1.5%)</b>
<b><u>Waste &amp; Environment</u></b>						
Waste	Gross Costs	38.683	46.386	44.545	(1.841)	(4.0%)

## Wiltshire Council Revenue Budget Monitoring Statement: Outturn

31-Mar-17

		Original Budget	Revised Budget	Actual Position	Variation for Year:	Variation as % of
		£m	Outturn	31 March 2016	Overspend /	Revised Budget:
			£m	£m	(Underspend)	Overspend /
					£m	(Underspend)
	Income	(5.814)	(14.160)	(13.304)	0.856	(6.0%)
	Net	<b>32.869</b>	<b>32.226</b>	<b>31.241</b>	<b>(0.985)</b>	<b>(3.1%)</b>
Environment Services	Gross Costs	5.716	5.778	5.795	0.017	0.3%
	Income	(1.730)	(1.592)	(1.399)	0.193	(12.1%)
	Net	<b>3.986</b>	<b>4.186</b>	<b>4.396</b>	<b>0.210</b>	<b>5.0%</b>
<b>Communities &amp; Communications</b>						
Communications	Gross Costs	1.188	3.136	3.174	0.038	1.2%
	Income	(0.080)	(1.599)	(1.864)	(0.265)	16.6%
	Net	<b>1.108</b>	<b>1.537</b>	<b>1.310</b>	<b>(0.227)</b>	<b>(14.8%)</b>
Libraries, Heritage & Arts	Gross Costs	6.489	6.814	7.504	0.690	10.1%
	Income	(1.724)	(1.439)	(1.677)	(0.238)	16.5%
	Net	<b>4.765</b>	<b>5.375</b>	<b>5.827</b>	<b>0.452</b>	<b>8.4%</b>
<b>Corporate Function, Procurement &amp; Programme Office</b>						
Corporate Function, Procurement & Programme Office	Gross Costs	5.629	6.742	6.552	(0.190)	(2.8%)
	Income	(0.752)	-	-	-	
	Net	<b>4.877</b>	<b>6.742</b>	<b>6.552</b>	<b>(0.190)</b>	<b>(2.8%)</b>
<b>Finance</b>						
Finance, Revenues & Benefits, & Pensions	Gross Costs	14.851	16.169	17.465	1.296	8.0%
	Income	(11.734)	(12.907)	(14.199)	(1.292)	10.0%
	Net	<b>3.117</b>	<b>3.262</b>	<b>3.266</b>	<b>0.004</b>	<b>0.1%</b>

		Original Budget	Revised Budget Outturn	Actual Position 31 March 2016	Variation for Year: Overspend / (Underspend)	Variation as % of Revised Budget: Overspend / (Underspend)
		£m	£m	£m	£m	
Revenues & Benefits - Subsidy	Gross Costs	118.126	111.386	112.481	1.095	1.0%
	Income	(118.626)	(111.886)	(112.867)	(0.981)	0.9%
	Net	<b>(0.500)</b>	<b>(0.500)</b>	<b>(0.386)</b>	<b>0.114</b>	<b>(22.8%)</b>
<b>Legal &amp; Governance</b>						
Legal & Governance	Gross Costs	4.839	5.239	6.267	1.028	19.6%
	Income	(2.332)	(2.274)	(3.111)	(0.837)	36.8%
	Net	<b>2.507</b>	<b>2.965</b>	<b>3.156</b>	<b>0.191</b>	<b>6.4%</b>
<b>People &amp; Business Services</b>						
Human Resources & Organisational Development	Gross Costs	5.110	6.227	5.699	(0.528)	(8.5%)
	Income	(1.918)	(2.211)	(2.403)	(0.192)	8.7%
	Net	<b>3.192</b>	<b>4.016</b>	<b>3.296</b>	<b>(0.720)</b>	<b>(17.9%)</b>
Business Services	Gross Costs	5.433	12.258	13.191	0.933	7.6%
	Income	(2.072)	(10.499)	(11.555)	(1.056)	10.1%
	Net	<b>3.361</b>	<b>1.759</b>	<b>1.636</b>	<b>(0.123)</b>	<b>(7.0%)</b>
Strategic Asset & Facilities Management	Gross Costs	16.213	16.454	16.744	0.290	1.8%
	Income	(4.402)	(4.452)	(4.690)	(0.238)	5.3%
	Net	<b>11.811</b>	<b>12.002</b>	<b>12.054</b>	<b>0.052</b>	<b>0.4%</b>
Information Services	Gross Costs	11.299	11.599	11.176	(0.423)	(3.6%)
	Income	(1.012)	(2.086)	(2.248)	(0.162)	7.8%
	Net	<b>10.287</b>	<b>9.513</b>	<b>8.928</b>	<b>(0.585)</b>	<b>(6.1%)</b>
<b>Corporate Directors</b>						
Corporate Directors	Gross Costs	0.854	0.868	1.065	0.197	22.7%
	Income	(0.027)	(0.054)	(0.251)	(0.197)	364.8%
	Net	<b>0.827</b>	<b>0.814</b>	<b>0.814</b>	-	-
Members	Gross Costs	2.006	2.083	2.083	-	-
	Income	-	-	-	-	-
	Net	<b>2.006</b>	<b>2.083</b>	<b>2.083</b>	-	-
<b>Corporate</b>						
Movement on Reserves		-	4.468	4.469	0.001	0.0%
Capital Financing		23.999	23.999	23.322	(0.677)	(2.8%)
Restructure & Contingency		0.926	(2.730)	(1.313)	1.417	(51.9%)
General Government Grants		(37.942)	(40.443)	(40.392)	0.051	(0.1%)
Corporate Levys		7.859	7.911	7.583	(0.328)	(4.1%)
	Net	<b>(5.158)</b>	<b>(6.795)</b>	<b>(6.331)</b>	<b>0.464</b>	<b>(6.8%)</b>
<b>Wiltshire Council General Fund Total</b>	<b>Gross Costs</b>	<b>860.659</b>	<b>762.479</b>	<b>821.677</b>	<b>59.198</b>	<b>7.8%</b>
	<b>Income</b>	<b>(547.074)</b>	<b>(448.894)</b>	<b>(508.420)</b>	<b>(59.526)</b>	<b>13.3%</b>
	<b>Net</b>	<b>313.585</b>	<b>313.585</b>	<b>313.257</b>	<b>(0.328)</b>	<b>(0.1%)</b>
Housing Revenue Account (HRA)	Gross Costs	24.769	24.732	23.259	(1.473)	(6.0%)
	Income	(25.744)	(25.707)	(25.950)	(0.243)	0.9%
	Net	<b>(0.975)</b>	<b>(0.975)</b>	<b>(2.691)</b>	<b>(1.716)</b>	<b>176.0%</b>
<b>Total Including HRA</b>	<b>Gross Costs</b>	<b>885.428</b>	<b>787.211</b>	<b>844.936</b>	<b>57.725</b>	<b>7.3%</b>
	<b>Income</b>	<b>(572.818)</b>	<b>(474.601)</b>	<b>(534.370)</b>	<b>(59.769)</b>	<b>12.6%</b>
	<b>Net</b>	<b>312.610</b>	<b>312.610</b>	<b>310.566</b>	<b>(2.044)</b>	<b>(0.7%)</b>

# Wiltshire Council Forecast Variance Movements

Appendix D

	Variance Reported for Period 4 £m	Movement in Period	Variance Reported for Period 7 £m	Movement in Period	Variance Reported for Period 9	Movement in Period	Variance Reported for Outturn
<b>Adult Social Care Operations</b>							
Adults 18+	0.000	1.586	1.586	0.714	2.300	(2.269)	0.031
Mental Health	0.000	0.664	0.664	0.371	1.035	(1.356)	(0.321)
Learning Disabilities	0.000	0.479	0.479	0.254	0.733	(0.592)	0.141
<b>Adult Care Commissioning, Safeguarding &amp; Housing</b>							
Resources, Strategy & Commissioning	0.000	(3.100)	(3.100)	0.000	(3.100)	3.051	(0.049)
Housing Services	(0.100)	0.100	0.000	0.000	0.000	(0.354)	(0.354)
<b>Public Health &amp; Public Protection</b>							
Public Health Grant	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Other Public Health & Public Protection	0.000	0.000	0.000	0.000	0.000	(0.136)	(0.136)
Leisure	(0.250)	0.250	0.000	0.000	0.000	(0.306)	(0.306)
<b>Operational Children's Services</b>							
Children's Social Care	1.800	0.177	1.977	(0.158)	1.819	(1.108)	0.711
0-25 Service: Disabled Children & Adults	1.300	1.029	2.329	0.172	2.501	(1.304)	1.197
Early Help	0.000	0.138	0.138	(0.116)	0.022	0.025	0.047
<b>Commissioning, Performance &amp; School Effectiveness</b>							
School Effectiveness	0.000	(0.002)	(0.002)	0.000	(0.002)	(0.075)	(0.077)
Safeguarding	0.000	(0.021)	(0.021)	0.000	(0.021)	(0.059)	(0.080)
Funding Schools	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Commissioning & Performance	0.000	0.189	0.189	0.000	0.189	(0.408)	(0.219)
<b>Economy &amp; Planning</b>							
Economy & Planning	0.090	0.110	0.200	0.000	0.200	0.144	0.344
<b>Highways &amp; Transport</b>							
Highways	0.000	0.000	0.000	0.000	0.000	0.126	0.126
Transport	0.000	0.000	0.000	(0.130)	(0.130)	0.000	(0.130)
Car Parking	0.100	0.000	0.100	0.050	0.150	(0.060)	0.090
<b>Waste &amp; Environment</b>							
Waste	0.000	0.000	0.000	0.000	0.000	(0.985)	(0.985)
Environment Services	0.000	0.150	0.150	0.000	0.150	0.060	0.210
<b>Communications, Community Area Boards, Libraries, Arts, Heritage &amp; Culture</b>							
Communications	0.000	(0.267)	(0.267)	0.000	(0.267)	0.040	(0.227)
Libraries, Heritage & Arts	0.350	0.077	0.427	0.000	0.427	0.025	0.452
<b>Corporate Function, Procurement &amp; Programme Office</b>							
Corporate Function, Procurement & Programme Office	0.150	(0.150)	0.000	0.000	0.000	(0.190)	(0.190)
<b>Finance</b>							
Finance, Revenues & Benefits, & Pensions	0.150	0.000	0.150	0.000	0.150	(0.146)	0.004
Revenues & Benefits - Subsidy	0.000	0.000	0.000	0.000	0.000	0.114	0.114
<b>Legal &amp; Governance</b>							
Legal & Governance	0.560	(0.205)	0.355	0.000	0.355	(0.164)	0.191
<b>People &amp; Business Services</b>							
Human Resources & Organisational Development	0.000	0.000	0.000	0.000	0.000	(0.720)	(0.720)
Business Services	0.000	0.000	0.000	0.000	0.000	(0.123)	(0.123)
Strategic Asset & Facilities Management	0.000	0.000	0.000	0.000	0.000	0.052	0.052
Information Services	0.000	0.000	0.000	0.000	0.000	(0.585)	(0.585)
<b>Corporate Directors</b>							
Corporate Directors	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Members	0.000	0.000	0.000	0.000	0.000	0.000	0.000
<b>Corporate</b>							
Movement on Reserves	0.000	(1.000)	(1.000)	0.000	(1.000)	1.001	0.001
Capital Financing	2.000	(2.000)	0.000	0.000	0.000	(0.677)	(0.677)
Restructure & Contingency	2.150	(1.464)	0.686	(3.600)	(2.914)	4.331	1.417
General Government Grants	0.000	(1.000)	(1.000)	(1.000)	(2.000)	2.051	0.051
Corporate Levys	0.000	0.000	0.000	0.000	0.000	(0.328)	(0.328)
<b>TOTAL FORECAST VARIANCE MOVEMENT</b>	<b>8.300</b>	<b>(4.260)</b>	<b>4.040</b>	<b>(3.443)</b>	<b>0.597</b>	<b>(0.925)</b>	<b>(0.328)</b>
HRA Budget	0.000	0.000	0.000	0.000	0.000	(1.716)	(1.716)

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**Wiltshire Council**  
**Annual Report and Statement of Accounts**  
**2016/17**



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*We are delivering on our strategy and making a real difference to our communities*

Nearly a decade ago I led this Council into Unitary status with the goal of providing joined up and efficient services for the people of Wiltshire. I am pleased to say that we are delivering on that, and again within budget.

We have achieved our success by delivering against a very clear strategy and purpose – to build strong, connected and sustainable communities. The plan focused on three priority areas that are embedded in everything we do;

- Protecting those who are most vulnerable;
- Doing all we can to boost the local economy; and,
- Working closely with our communities to encourage and enable them to do more for themselves.

This focus has become our success.

We have learnt to drive an environment that encourages innovation and change as the norm, so that we can overcome these challenges and, wherever possible, maintain the services that really matter and make the difference that's needed.

## Leader's introduction

We are definitely not your average local authority.

We have not been afraid to reallocate resources. In 2016/17 we invested £13.8m going into Adults and Children's care and safeguarding, as well as £3.3m into Highways. That meant we had to find £25.254m of savings. This outturn and Statement of Accounts shows we achieved that challenge, with a small surplus to reinvest next year. That achievement is down to sound foundations and controls, working in partnership with our communities to deliver change.

In 2016/17 we have engaged with our communities through Area Boards on initiatives, such as Youth Development and Rights of Way. We held extensive consultation on how our public transport should develop. We were also inspected by our LGA peers on Highways, Military Integration and Adult Care. They all found we have sound arrangements in place to manage the council and its affairs.

I was delighted that Wiltshire Council is currently rated as the best council to work for in the UK by external recruitment advisors, Glassdoor. In my view that's what we have here at Wiltshire Council is a great team – made up of elected members, staff and partners; and, it's a very successful one. We will continue to face financial pressures, but we are a responsible employer and we will face these and find solutions to ensure Wiltshire remains the great place it is and is known as.

**Baroness Jane Scott of Bybrook, OBE**  
Leader of Wiltshire Council  
20 June 2017

Did you know  
we've helped

**6,500 young  
people**

become apprentices  
in 2016 alone - the  
second highest  
growth in the  
country - could  
an apprenticeship  
help you start your  
career?

Wiltshire Council is  
making a real difference





*2016/17 has been a year of significant delivery and innovation for us*

As we moved into the final year of our Business Plan we have delivered on our goals and we are proud of our staff, services and what we have achieved together. This has included:

- Building over 2,000 more houses, 433 affordable, and planning for 4,000 troops and families rebasing in the County
- Filling over 6,600 potholes, and responding to nearly 20,000 issues reported via Wiltshire MyApp and 250km of roads resurfaced
- Secured £5m of new money to maintain key traffic routes, including the A350
- Securing £28m of Local Growth Fund for initiatives in the South of the County to improve skills and employment
- Leading initiatives that have created over 2,500 new jobs and reduced unemployment to 0.6% (compared to 1.5% national average)
- Cared for over 10,700 adults
- Responded to nearly 4,000 referrals to care for children
- Collected 242,000 tonnes of waste collected, with 43.78 % of household waste recycled

## Corporate Director's introduction

- Ensured over 91% of residents can now get super-fast broadband
- more than 15,000 local people are now trained to be Dementia Friends
- The percentage of Wiltshire's children attending good or outstanding schools has increased to 92% (national figure is 88%). With 61% of pupils achieving 5 GCSEs A\* - C including England and Maths (national figure is 53%).

We have continued to manage and take action to mitigate risks, for example investing a further £0.5m in flood prevention work.

We have worked effectively with our partners to deliver improvements in health, with our Health and Wellbeing Board winning a national recognition for its success in delivering more effective, joined up health and social care services in Wiltshire.

We have achieved all of this against a background of continued significant reductions in public sector funding. Yet we are delighted to say that through strong financial management we have achieved all of this within our annual budgets.

We collected £230 million of Council Tax and £140 million of Business Rates in year. That is the third highest level in the Country and we did this yet again with an improved collection rate.

Despite all these improvements we are not slowing down and we will be publishing our business

plan for the next four years alongside these Accounts. That sees us investing more in new technology to transform how we engage with our residents, visitors and businesses.

We will also build on our work to engage and empower local communities to help residents and businesses take on more responsibility. We strengthen how we work with our health partners to provide a seamless health to care process. We will look at how we can develop further our commercial skills and ways we work.

Importantly we are also investing in our staff through development of new skills to work in this changing environment. We are also seeking more than 100 apprenticeships, drawing new staff from Wiltshire and our vulnerable communities.

Throughout all of this we will use our strong financial base to maintain value for money and never lose sight of the fact that our major funders and stakeholders are you our residents of Wiltshire.

**Dr. Carlton Brand and Carolyn Godfrey**  
Corporate Directors  
20 June 2017



Did you know we've  
invested

## **£3.5m into children's centre services**

to ensure children  
can get the help  
they need to fulfil  
their potential - are  
you using yours?

Wiltshire Council is  
making a real difference



## Director of Finance's Narrative Report

Wiltshire is a County with a proud heritage, including strong links to the armed forces.

Wiltshire Council was formed in 2009 following the unification of the County Council and four districts (Salisbury, West Wiltshire, North Wiltshire and Kennet). As such over the last eight years it has undergone significant change.

At the same time the Council, like its peers and public sector partners has had to deal with a significant reduction in government funding. In total Government funding has fallen by nearly £90 million since 2009. Yet despite this, and through strong financial management and capabilities the Council has every year set and delivered a balanced budget. Whilst at the same time improving its performance in key areas.

The Statement of Accounts that follow show just how difficult a challenge it has been, but also show how we have risen and delivered on this challenge.

Looking back on 2016/17, the Council has had another successful year financially. In setting the 2016/17 budget the Council planned to deliver £25m of savings. The outturn shows that we have delivered a small underspend of £0.328 million and thus delivered again on the saving goals.

Service Area	2016/17 £m	2015/16 £m
Adult & Children	203,362	207,441
Place & Environment	67,690	68,446
Corporate Support	42,205	41,230
<b>Net position</b>	<b>313,257</b>	<b>317,117</b>
<b>Net Budget</b>	<b>(313,585)</b>	<b>(317,176)</b>
<b>Surplus</b>	<b>(328)</b>	<b>(59)</b>

At the same time we have seen other key financial targets improved, including: At the same time we have seen other key financial targets improved, including:

- 98.1% Council Tax collected in year (compared to 97.9% in 2015/16)
- 71% of Garden Waste income collected over the internet
- £4.3 million fall in debt

One area where performance did drop was invoices paid in 30 days, with 83% paid in that time compared to 92% in 2015/16. This followed a review of all payments as part of action to balance the budget that led to a delay in processing.

Again Accountancy staff have closed down and produced the attached set of Accounts quicker than most authorities in the country, and I express my thanks to their hard work.

As the financial pressures facing councils increases, we will continue to put financial strength and competence at the heart of all decision making to continue delivering an innovation, strong, resilient and sustainable financial environment.

I recognise that to the ordinary reader the set of accounts can appear complicated, so the remainder of this narrative highlights simply some of the key outcomes contained in the 2016/17 Statement of Accounts.



**Michael Hudson LLB (Hons), LLM, CPFA**  
Director of Finance  
Wiltshire Council



You've recycled  
more than

**454,800  
tonnes**

of rubbish in the  
last four years -  
that's about 113  
tonnes a year,  
can you make it  
even more next  
year?

Wiltshire Council is  
making a real difference



**Wiltshire Council**  
What everybody matters



## 2016/17 Financial and Performance Review

### Overall Financial Outturn

The Accounts report a small underspend for 2016/17. This has been achieved after a challenging year where we again saw more reductions in government funding but an increase in demand for local services.

During the year we took regular monitoring forecast reports to senior management and Cabinet. These reports identified the need to take action in year to deliver a balanced budget, and as a result of those actions spending has been managed prudently to enable that position to be achieved.

There are some areas of service delivery though that continue to face financial pressures, and other areas underspends have enabled the overall position to be balanced:

	2016/2017 £000	2015/2016 £000
Adult Care, Housing & Public Health	135,937	139,080
Children's Environment	67,425 67,690	68,361 68,446
Central Services	48,536	51,700
Corporate	(6,331)	(10,470)
<b>Budget Requirement</b>	<b>313,257</b>	<b>317,117</b>
Funding	(313,585)	(317,176)
<b>Surplus in year</b>	<b>(328)</b>	<b>(59)</b>

The following pages set out how this financial outturn links to performance and demand. In addition, in setting the 2017/18 Budget Council took account of these forecast and it's Business Plan to reprioritise funding to some of the areas facing the largest pressures, including £8.6 million gross to Adult Care and £1.5 million to SEND, and £0.750m to support governance and legal.

### Impact on the Council's Assets and Liabilities

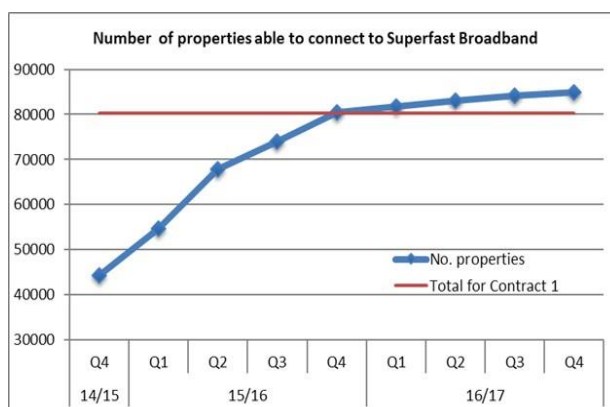
The Council's Balance Sheet shows a stable position

	31 March 2017 £000	31 March 2016 £000
Long Term Assets	1,085,300	1,061,937
Current Assets	130,730	106,048
Current :Liabilities	(117,805)	(126,353)
Net Pension Liability	(612,791)	(543,446)
Other long Term liabilities	(440,364)	(428,224)
<b>Net Assets</b>	<b>45,070</b>	<b>69,962</b>
Financed by		
Usable Reserves	(112,243)	(108,659)
Unusable Reserves	67,173	38,697
<b>Total Reserves</b>	<b>(45,070)</b>	<b>(69,962)</b>

### Delivery of the Capital Programme

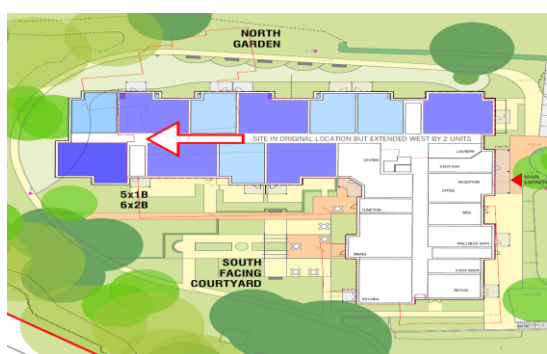
The Council's 2016/17 programme saw £80.028 million spent to deliver a wide range of capital works, including the building of Tisbury Campus to funding over £20m for improvements in highways. Plans sought to fund large elements of this programme from £65.6 million in grants, £12.7 million from receipts and £1.7 million from borrowing.

Over £16m of capital spend has been on improvements in superfast broadband with now 91% of the County able to receive this:



## 2016/17 Financial and Performance Review, continued

Note 25 on Assets Held for Sale identifies that we expect £8.750 million of receipts shortly for sale of our former Hub Offices at Bradley Road, Trowbridge and Browfort, Devizes. These sales will continue the Council's strive to build more homes, for example at Browfort some 55 assisted living and affordable homes are to be built in the coming year



### Impact on Treasury Management and cash flow:

The Council has an internal Treasury Management team that manages its cash within the strategy approved by Full Council. The Treasury Strategy was adhered to in 2016/2017; the average long term borrowing rate was 3.771%; and the return on short term investments was 0.455%

At the end of 2016/17 the Council has £327.859 million of outstanding borrowing, with £118.8 million of that related to HRA assets. That is £10 million less than 31<sup>st</sup> March 2015, and reflects the Council's prudent approach to managing its long term debt.

### Financial Risks

The deficit on pensions relates to the current actuarial valuation, and whilst it does not need to be paid in year, it will need to be found in future years.

As such the increase in the deficit to £612 million reflects an ongoing risk to the Council. This risk is being mitigated through a recover plan agreed with Wiltshire Pension Fund's actuary that will see the employer's contribution rise by 1% for the next few years.

The Council seeks to manage its financial risk through prudent controls, with business case assessments, always assessing the value of its assets and investments. Overall risks are well managed and set out in Note 43 to the accounts. There is 4.5 million set aside in provisions, mainly relating to insurance claims and NNDR appeals. More details are set out at Note 29 to the Accounts.

### General reserves

Overall the outturn has meant that the Council's General Fund Reserve is £12.5 million. Over the last five years this has remained constant, although the level of general fund reserves remains still one of the lowest in the Country it is still within the level recommended by the CFO:



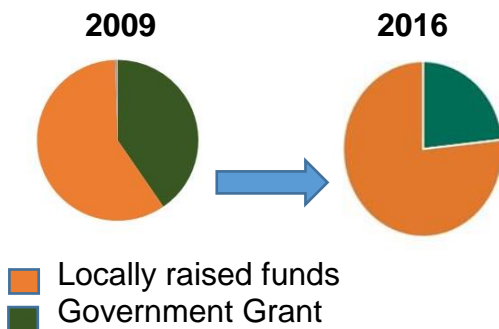
### The Housing Revenue Account

The HRA made a surplus of £2.195 million in 2016/17, again largely to continued improvement in collection of income:

	2015/16 outturn £m	2016/17 budget £m	2016/17 outturn £m
Income	(26.173)	(24.684)	(25.799)
Expenditure	21.672	23.709	23.604
Surplus	(4.180)	(0.975)	(2.195)

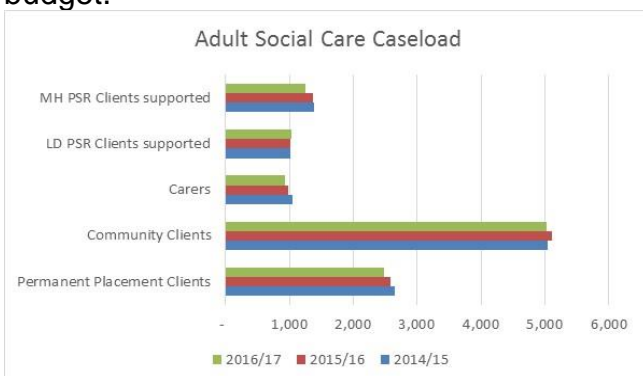
## 2016/17 Financial and Performance Review

In setting the 2016/17 budget the Council faced a 16.3% reduction in its funding (£17.3 million). This meant in 2016/17 an additional £4.3 million was needed to be raised from Council Tax, and £4.3 million from a new Social Care Levy to fund adult care pressures. This meant a net change of £8.7 million in our net funding position. This shift to less government grant also means over 77% of our funds now come from local residents and business:

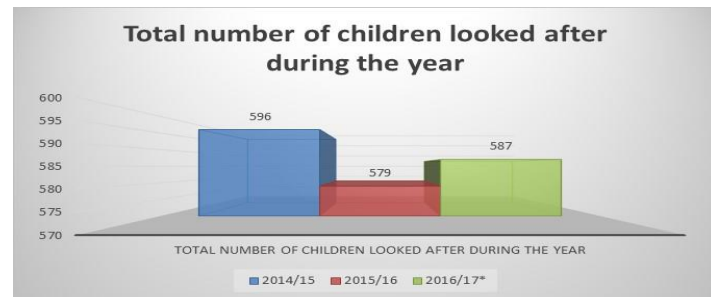


However, the Council continues to face demand and inflationary pressures of circa £10 million p.a. To manage this challenge the Business Plan has had a clear prioritised focus that has helped shape both the areas of financial investment and drive for continual improvement in performance.

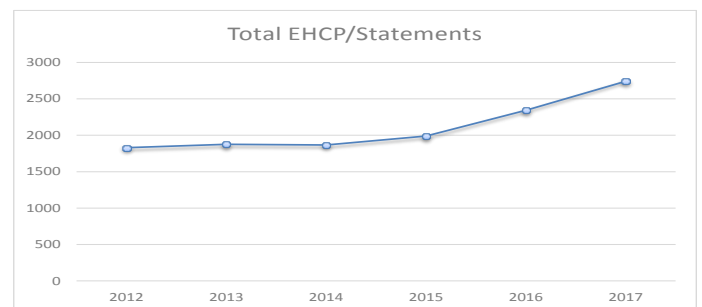
In Adult and Children’s Care we saw £13.8 million invested taking the net budget to £189m. The outturn identifies that both broadly broke even and as a result of the investment we supported over 10,700 adults. A focus on preventative measures has also meant we have managed demand effectively, and stay within budget.



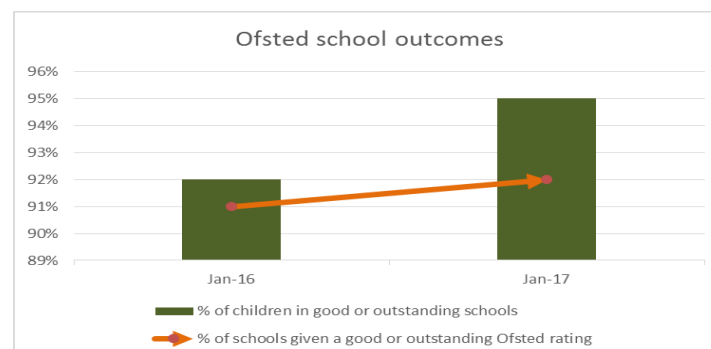
In Children’s Care and SEND in particular we have experienced additional demand, which has resulted in spend slightly above budget by £1.9 million. This area continues to be a key focus and the 2017/18 budget has been increased by £3 million to respond to this.



The number of children cared for with Special Educational Needs & Disabilities (SEND) again rose sharply in 2016/17, giving rise to increased costs:



Educational attainment continues to be a key focus and despite a £0.9 million reduction in government funding for school improvement we saw further improvement in our secondary schools.



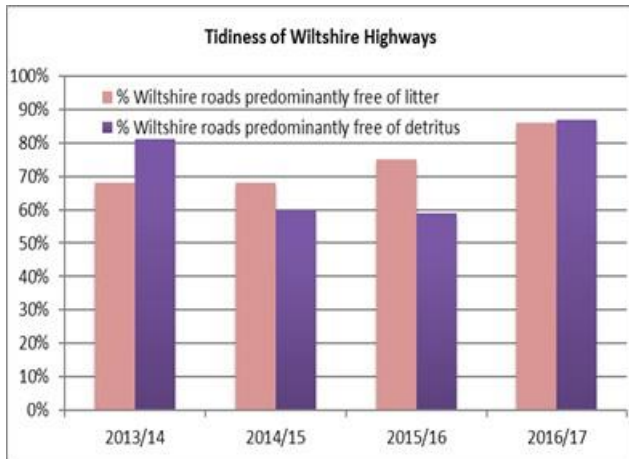
We never forget  
**it's your  
money,**

we've changed  
the way we  
work - we have  
fewer managers,  
staff and offices  
saving £109m  
in the last four  
years

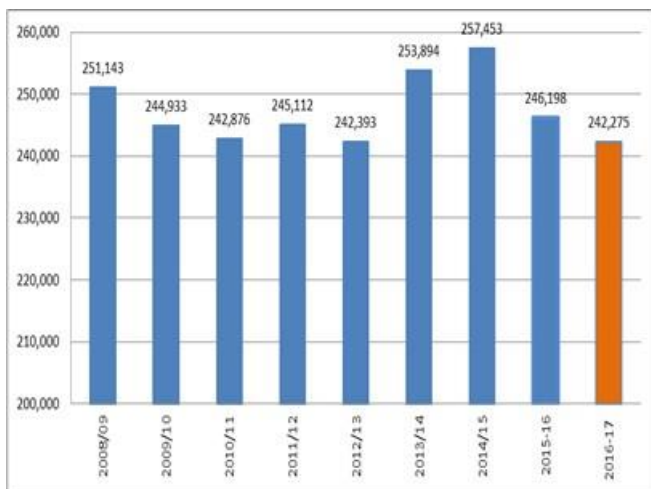
Wiltshire Council is  
making a real difference



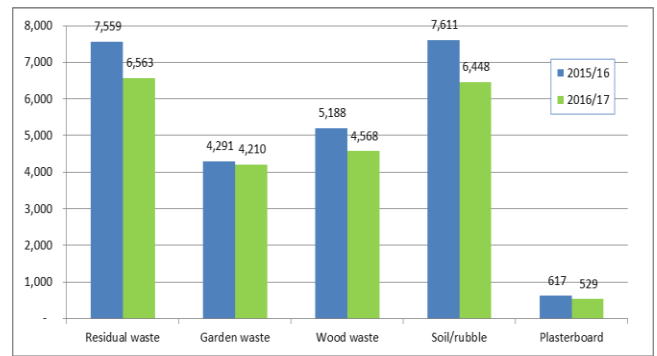
Service supporting local communities, environment, waste and highways also faced pressures in 2016/17 but broadly broke even. Despite some areas receiving a reduction in the base budgets there was significant improvement, for example in the cleanliness of highways:



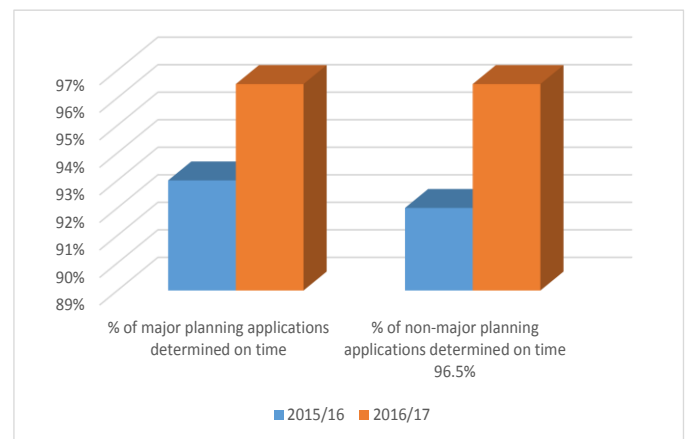
Waste services reported a small underspend, reflecting a fall in the amount of waste collected:



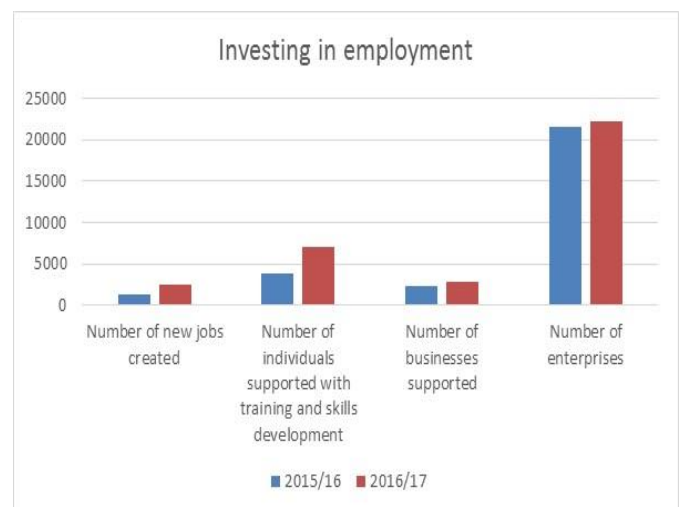
Waste also introduced van permits in 2016/17, and the service has seen a reduction in the tonnage of waste going to Household Recycling Centres, saving nearly £0.3million



In planning there were 4,426 applications processed with an improvement in the time taken to process:



Whilst 2016/17 saw uncertainty on some fronts arising from the vote to leave the EU this had no effect on employment in Wiltshire. The County again saw considerable return for its £3.6 million revenue and £27.5 million capital investment in skills and employment:



The corporate support services such as IT, HR, Legal and Finance delivered a small underspend. This was planned to address some of the pressures forecast in year. Whilst this did not see any significant drop in standards it did mean certain initiatives around staff development were deferred for a number of months. A factor that was recognised in setting the 2017/18 budget where £0.1 million of additional funds were directed to staff.

Despite that the Staff Survey identified significant improvements in staff engagement overall, increasing for a second consecutive 2-year survey period and bolstered by almost a third of respondents (31.7%) indicating they are “fully engaged”, and a further reduction of those identifying themselves as “fully disengaged” (now just 36 staff out of the 2898 responding).

The 2016 survey also received an increased response rate, with around two thirds of the Council responding (65.7% of staff); this provides us with a sound evidence base for future action planning. A number of key cultural themes also showed improved scores in the survey, including:

- embedding of the behaviours framework (96% positive),
- awareness of the council’s vision and aims (80%) and commitment to its goals (72%),
- staff feeling valued and recognised for the work they do (66%) and empowered to make decisions without fear of blame (60%),
- and the number of staff receiving an appraisal (59%).

The results of the survey have also acted as the catalyst for a revamp of the council’s learning and development offer, with a project already in progress to make cultural, resource and technical changes to enable staff to take control of their own learning and career development, which will be supported by access to on-demand e-learning platforms delivering targeted content across a number of business areas. The Council’s investment in the apprenticeship levy will also provide opportunities to invest in training for staff that will lead to nationally recognised qualifications that will support effective succession, and staff retention. Steps to further improve staff engagement have also been taken with the creation of the EPIC staff engagement group, which launched in February 2017, and is providing staff from a broad cross section of the council with a voice for positive change.



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start ups

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It's not just a name.

## Governance

### How the Council is governed

The Council is governed by its constitution, which is available on our website at the following [link](#). The Council annually reviews its constitution, rules and regulations. This review is led by the Council's statutory chief legal officer (Monitoring Officer) and its Chief Finance Officer or Section 151 Officer. The Standards Committee also has an oversight of the Constitution and any changes are considered by this Committee, who advise Council. In 2016/17 efficiency improvements were implemented in relation to the Financial and Procurement Regulations.

The decision making framework of the constitution sets out who and how decisions are made. Setting the annual budget and related policies is reserved to Full Council and the 2016/17 budget was set on 23<sup>rd</sup> February 2016. The majority of decisions then throughout the year are made by Cabinet and/or chief officers via Cabinet reports or under the Council's scheme of delegation. All decisions are published and available on the Council's website at the following [link](#).

In addition the Council has a Management Overview and Scrutiny Committee, with 3 Select Committees that scrutinise performance and contribute to shaping policy:

- Children's
- Environment
- Care

These committees are supported by the Audit Committee, Standards Committee and Finance Task Group who ensure that the Council is effectively managing its risk and control environment.



To support this internal review the Council submits itself for regular inspection. In 2016/17 the Council had four significant LGA Peer / external inspections:

- Preparedness for Military Civil Integration
- Social Care efficiency
- Ofsted review of domestic abuse
- Highways

All four of the reports were presented to councillors and are publically available. All were generally very favourable and action plans are in place to address areas highlighted to continue to approve, and these will be monitored by councillors through the various committees.

The Council is also responsible for the Wiltshire Pension Fund which administers over 50,000 members and £1.8 billion of funds. Governance of the Fund is through the Pension Committee and Investment Sub-Committee.



# Governance, continued

## How the Council is led

The Council up to the 2017 elections was controlled by the Conservative Party with a 37 majority as follows:

- Conservatives: 61
- Liberal Democrat: 22
- Labour: 4
- Independent and others: 11

The Cabinet consisted of nine councillors, each with responsibility for key areas of service. The Cabinet met 11 times in 2016/17 and made key decisions such as Letting a new highways contract ([Link](#))

The Council's staff are led by Corporate Directors, with Associate Directors leading the various service areas. The exact way each council is structured differed slightly for various reasons, although there are a number of posts that are set out in statute.

In line with public sector reporting requirements the Statement of Accounts set out the senior officer remuneration for all officers earning over £50,000. This includes teaching staff in maintained schools. The remuneration for the Council's senior management team set out at Note 10 of the Accounts.

## Risk management and Governance

The Council monitors and reports its risks throughout the year, as well as producing an Annual Governance Statement within the Accounts.

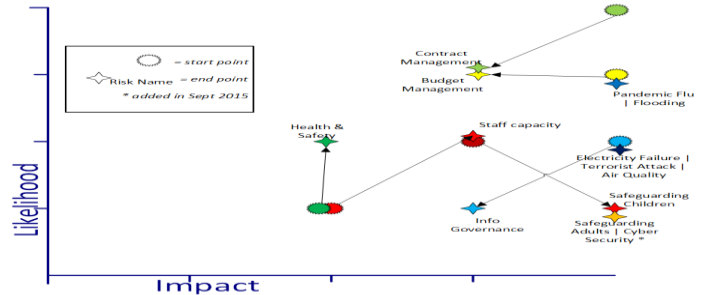
Risk Short Name	Strategic Area	Q4 Unrated Impact	Q4 Unrated Likelihood	Q4 Unrated Risk Rating	Q4 Det	Q4 Action RAG	Q4 Residual Impact	Q4 Residual Likelihood	Q4 Residual Risk Rating	Q4 Comment
Pandemic Flu	Health & Safety	4	4	12	▶	Green	4	3	12	
Flooding	Health & Safety	3	4	12	▶	Green	4	3	12	National risks levels do not change at a local level.
Unplanned electricity failure (NEW 2016)	Health & Safety	4	3	12	▶	Green	4	2	12	National guidance as well as local knowledge and expertise is used to keep emergency plans up to date. No significant weather events were experienced over the winter months.
Catastrophic financial deficits	Health & Safety	5	2	10	▶	Green	4	2	10	Wiltshire Council has become a member of the Financial and Budgetary Review Institution National Stakeholder Group.
Poor air quality events (NEW 2016)	Health & Safety	4	2	8	▶	Green	4	2	8	A review of procedure and plans was carried out and more being provided concerning the normal advice in Wiltshire in March.
Cyber Security	Info Governance	4	1	4	▶	Green	4	1	4	

The key risks considered and managed throughout 2016/17 were regularly reported to the Audit Committee. These included:

- Pandemic Flu
- Flooding
- Budget Management

However there has been good progress made during the year to mitigate the levels of risk:

Changes in Residual Scores of Strategic Risks June 2015 to March 2017



The Annual Governance Statement looks at how we:

1. Behave with integrity, demonstrating strong commitment to ethical values, and representing the rule of law.
2. Ensure Openness, Transparency and Comprehensive Stakeholder Engagement – delivering Accountability
3. Define Outcomes in terms of Sustainable Economic, Social and Environmental Benefits
4. Determine the Interventions necessary to optimise the achievement of intended outcomes
5. Develop capacity, including the capacity of the Council's leadership and the individuals within it
6. Manage risks and performance through robust internal controls and strong public financial management.

The Statement identifies that overall the Council is well governed. The Council's Internal Auditors gave an 'adequate' opinion to cover our control environment, with no significant matters raised. The AGS identifies a number of areas for improvement, including review of the inter-relationship between key polices to improve clarity of processes including: Anti-Fraud and Corruption, Whistle Blowing and Registering Gifts and Interests.

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**6,000**  
**people to**  
**give up**  
**smoking**

in the last four years  
- could we help you  
kick the habit?

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making a real difference



**Wiltshire Council**  
Where everybody matters

## Outlook

Full Council set the budgets for 2017/18 in February 2017 against a background of a further £16 million reduction in government grant. This was set off by an almost equivalent increase in Council Tax (1.99%) and Social Care Levy (3%). However this continued shift to localise funding does not address the significant cost pressures the Council faces from increased inflation and demand, particularly around young people. As such the Council has identified £45 million of savings to be delivered in 2017/18.

Accountancy will continued to provide regular forecast monitoring reports, and work with services and other support services to take actions where potential overspends are identified to ensure the budget is balanced by 31<sup>st</sup> March 2017.

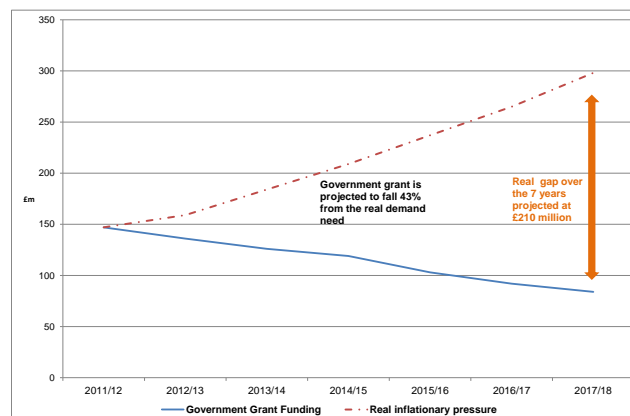
Looking forward the Council is setting out a new four year Business Plan 2017-2021 which will again prioritise the medium term financial spending. Against this we await Government's proposals to devolve more NNDR and what potential there is for greater integration of public services. However, we are unable to know the outcomes of this until 2019, and that is assuming the current timetable is unaffected by the June 2017 General Election.

We also are making assessments of what any Brexit deal and other initiatives may have on our demand and prices.

As such the Council faces a continued period of needing to find savings by working differently. This will include:

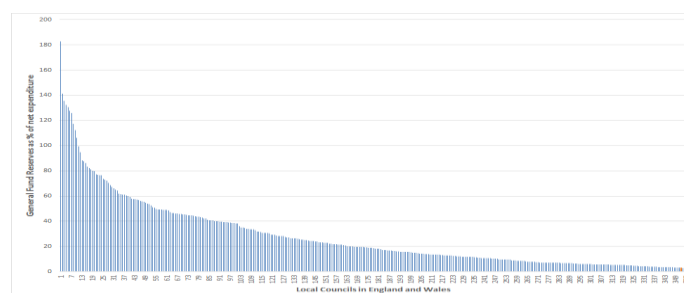
- More engagement and community empowerment
- Greater use of digital technology
- Improving integration with our partners, particularly health.

The Council continues to face significant pressures from both increasing demand for services such as care, as well as inflation in spend on utilities. To date we have faced a real gap of £210 million over the last decade.



Looking forward our medium term financial plan forecasts we face £45 million more pressures in the coming years.

Whilst the Council has £12.5 million in reserves this remains one of the lowest amongst local authorities, with General Fund Reserves representing 4% of the Council's net expenditure.



This reflects the Council's approach to only hold funds necessary and ensure that council tax payer's funds are spent on services in the year they are paid.

Longer term planning for the HRA remains reliant on maintaining the current level of stock and income to repay debt. The Council has a 30 year business plan setting out its planned repair and maintenance schedule and it is expected that this will fully utilise reserves.

We've helped to  
**regenerate  
Trowbridge**

making  
the £17m  
St Stephen's Place  
shopping and  
cinema complex  
happen, creating  
200 jobs - have  
you visited yet?

Wiltshire Council is  
making a real difference



## Explanation of the Accounting Statements

The Statement of Accounts on the following pages have been compiled in accordance with International Financial Reporting Standards (IFRS) and comply with the Chartered Institute of Public Finance and Accountancy (CIPFA) / Local Authority (Scotland) Accounts Advisory Committee (LASAAC) Code of Practice.

The Council's Accounting Policies comply with this code and are set out at Pages 50 to 62. These are substantially unchanged from 2015/16.

The Accounts include the following key Statements:

- Comprehensive Income & Expenditure Statement (CIES) which reports the council's gains and losses during the financial year calculated based on IFRSs. This is different from how we report internally during the financial year.
- Expenditure Funding Analysis (EFA) is a new Statement that reconciles the CIES to the internal budget reports received by Cabinet during the financial year.
- Movement in Reserves Statement (MIRS) summarises the changes to the Council's reserves between last year end and this. The reserves are equivalent to the equity of a private company. Reserves fall into two categories:
  - Usable – cash reserves that can be used to fund spend or reduce draw on Council Tax;
  - Unusable – technical non-cash reserves.

- Balance Sheet is a snap shot of the Council's assets (everything owned or owed to the Council), liabilities (everything the Council owes) and reserves as at 31<sup>st</sup> March 2017.
- The Cash Flow Statement shows the change in the Councils cash and cash equivalent balances during the financial year.
- The Collection Fund Statement sets out the amount of council tax and non-domestic rates collected by the Council and how that was distributed. As budgets are set on assumed collection rates there can be year-end variations from that forecast. In 2016/17 the Council's excellent collection rates meant an overall in year surplus of £10 million was achieved.
- Housing Revenue Account is required in order to report on the income collected and spent on Wiltshire Council's housing stock. In 2016/17 there were 5,258 properties at year end. Overall a surplus of £2.2 million was achieved in 2016/17 and more information is set out at page 63 of the Accounts.

The next step is for the Statement of Accounts to be subject to external audit by KPMG, our appointed auditors. Members of the public can ask questions of our auditors between 6<sup>th</sup> June and 17<sup>th</sup> July by contacting KPMG care of Darren Gilbert, KPMG Director at 66 Queen Square, Bristol BS1 4BE. The inspection notice and draft statement of accounts can be found on our webpage:

<http://www.wiltshire.gov.uk/council-democracy-how-the-council-works-statement-of-accounts>

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## Wiltshire Council

### Cabinet

20 June 2017

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**Subject: Draft Annual Governance Statement 2016/17**

**Cabinet member: Councillor Phillip Whitehead, Finance and IT**

**Key Decision: No**

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### Purpose of Report

1. To ask Cabinet to consider a draft Annual Governance Statement for 2016/17 for comment before final approval is sought from the Audit Committee on 26 July 2016.

### Background

2. The Council is required, as part of its annual review of the effectiveness of its governance arrangements, to produce an Annual Governance Statement (AGS) for 2016/17. This will be signed by the Leader of the Council and the Corporate Directors after final approval by the Audit Committee on 26 July 2017. The AGS will form part of the Annual Statement of Accounts for 2016/17.
3. The format of the 2016/17 AGS has changed from previous years after advice from the Chartered Institute of Public Finance and Accountancy (CIPFA), with a focus to make it more readable and focused.
4. The AGS for Wiltshire Council should demonstrate how the Council is meeting the principles of good governance adopted in its Code of Corporate Governance. These principles aim to ensure the Council is:
  - Behaving with integrity, demonstrating strong commitment to ethical values, and representing the rule of law.
  - Ensuring openness, transparency and comprehensive stakeholder engagement – delivering accountability
  - Defining outcomes in terms of sustainable economic, social and environmental benefits
  - Determining the interventions necessary to optimise the achievement of intended outcomes
  - Developing capacity, including the capacity of the Council's leadership and the individuals within it
  - Managing risks and performance through robust internal controls and strong public financial management.

5. The AGS is primarily retrospective. It reports on the assurance framework and measures in place for the financial year 2016/17, but must take account of any significant issues of governance up to the date of publication of the Statement of Accounts in July 2016. The AGS should outline the actions taken or proposed to address any significant governance issues identified.
6. The AGS is drafted by senior officers who have lead roles in corporate governance. The evidence for the AGS comes from a variety of sources, including service plans, relevant lead officers within the organisation, internal and external auditors and inspection agencies.

### **Main Consideration for the Council Draft AGS - Content**

7. Work on the draft AGS 2016/17 is in progress. A copy of the latest draft is attached at Appendix 1. The draft will be revised in the light of any observations of Cabinet and Audit Committee, as well as external audit (KPMG).
8. The Council's internal auditors have given an overall audit opinion of reasonable assurance on the effectiveness of the Council's control environment for 2016/17.
9. The final section of the draft AGS requires the Council to identify any significant internal control issues affecting the Council during the relevant period. CIPFA guidance suggests that an internal control issue is to be regarded as significant if:
  - the issue has seriously prejudiced or prevented achievement of a principal objective;
  - the issue has resulted in a need to seek additional funding to allow it to be resolved, or has resulted in significant diversion of resources from another aspect of the business;
  - the issue has led to a material impact on the accounts;
  - the audit committee, or equivalent, has advised that it should be considered significant for this purpose;
  - the Head of Internal Audit has reported on it as significant, for this purpose, in the annual opinion on the internal control environment;
  - the issue, or its impact, has attracted significant public interest or has seriously damaged the reputation of the organisation;
  - the issue has resulted in formal action being taken by the Chief Financial Officer and/or the Monitoring Officer.
10. At this stage it is proposed to include the following governance issues as areas for improvement:
  - Changes to the appraisal system that identify specific targets for completion for individuals linked to the council's Business Plan through service and team plans. Such a system will be able to provide a link to the



work being done to achieve stated aims and a corporate level understanding of progress against the desired outcomes.

- Revisions will be made to the Council's Behaviours Framework that will build on the lessons learnt in the last four years.
  - Further training for elected members to improve understanding of the need for efficient and effective decision making, promoting, openness and transparency
  - There will be a review of the inter-relationship between key policies to improve clarity and consistency of processes including: Anti-Fraud and Corruption, Whistle Blowing, and some staff policies, such as Registering interests, gifts and hospitality.
  - How the Council collects general feedback from individuals and communities to assess improvements in approach.
  - Reporting of finance and performance management, will be combined with a key focus on links between the use of resources and the outcomes being achieved.
11. The governance of the Council will continue to be monitored by Cabinet, other councillor committees and the Council's Corporate Leadership Team. That will include the areas to address identified above.
12. The Council's external auditors, KPMG LLP, have been consulted on the draft AGS and their comments will be reflected in the final draft to be presented to Audit Committee 26 July 2017.

### **Safeguarding Implications**

13. Safeguarding issues have been highlighted in Section E of the draft AGS.

### **Public Health Implications**

14. There are no public health implications arising directly from this report.

### **Environmental and Climate Change Considerations**

15. There are no environmental or climate change considerations arising directly from this report.

### **Equalities Impact of the Proposal**

16. There is no equalities impact arising from this report.

## **Risk Assessment**

17. Ongoing review of the effectiveness of the Council's governance arrangements is an important part of the Council's risk management strategy.

## **Financial Implications**

18. There are no financial implications arising directly from the issues covered in this report

## **Legal Implications**

19. The production of the AGS is a statutory requirement.

## **Proposal**

20. Cabinet is, therefore, asked:
  - a. to consider the draft AGS as set out in Appendix 1 and make any comments or changes as they see fit;
  - b. to note that the draft AGS will be revised in the light of any comments by Cabinet before final approval by the Audit Committee and publication with the Statement of Accounts at the end of July 2016.

## **Reason for Proposal**

21. To prepare the AGS 2016/17 for publication in accordance with the requirements of the Audit and Accounts Regulations.

### **Ian Gibbons**

Associate Director Legal and Governance and Monitoring Officer

### **Michael Hudson**

Associate Director, Finance

### **Robin Townsend**

Associate Director, Corporate Function, Procurement and Programme Office

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[michael.hudson@wiltshire.gov.uk](mailto:michael.hudson@wiltshire.gov.uk)

12 June 2017

## **Background Papers**

The following unpublished documents have been relied on in the preparation of this report: None

## **Appendices**

Appendix 1 Wiltshire Council's Annual Governance Statement 2016/17

# Wiltshire Council's Annual Governance Statement 2016/17

## 1 Introduction

1.1 Wiltshire Council is a local authority that is responsible for providing services to nearly half a million residents, tens of thousands of varied businesses and over a million visitors per year. It secures funding from national government, local taxation and charges. So as a public body it needs to have a strong governance framework that ensures that its business is conducted to the highest standards, ensuring:

- resources are directed in accordance with agreed policy and according to priorities;
- there is sound and inclusive decision making, conducted in accordance with the law and proper standards;
- there is clear accountability for the use of those resources in order to achieve desired outcomes for service users and communities; and
- public money is safeguarded and properly accounted for, and continuous improvement in the way in which its functions are exercised is secured, having regard to economy, efficiency and effectiveness.

1.2 Ensuring good governance fits with the principles of the Council's current Business Plan which states that the Council will:

- be an efficient provider of good value for money services
- develop new relationships between public services and communities including making it possible for everyone to engage with public service and their community.
- design services with the input from residents and communities.
- ensure services will be joined up and easy to access.
- make sure that Wiltshire will have outstanding leaders and managers.

1.3 Elected members are collectively responsible for the governance of the Council. The full Council's responsibilities include:

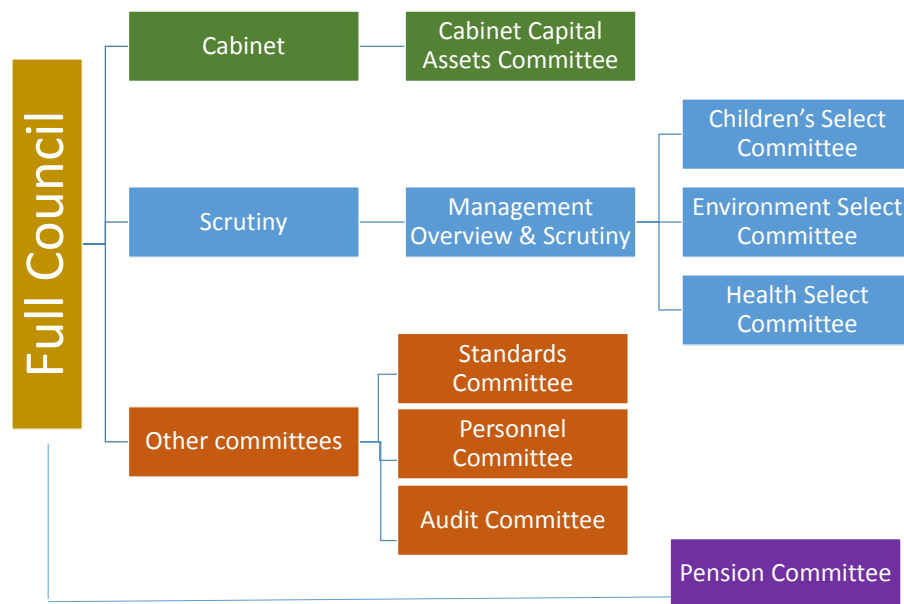
- agreeing the Council's constitution, comprising the key governance documents, including the executive arrangements, and making any necessary changes to ensure that the Constitution remains fit for purpose and reflects legislation and best practice.
- agreeing the budget and policy framework, including key strategies
- appointing the head of paid service

- appointing members to committees responsible for overview and scrutiny functions, audit, standards and regulatory matters.

1.4 The Council operates a leader and cabinet executive model in accordance with the Localism Act 2011. Under these arrangements the Cabinet carries out all of the Council's functions which are not the responsibility of any other part of the Council. Cabinet meets monthly and its decisions in 2016/17 can be found at the following [\[Link\]](#).

1.5 The cabinet is held to account by overview and scrutiny committees whose function is to review and/ or scrutinise decisions made or actions taken in connection with the discharge of the Council's functions and assist with policy development.

1.6 The political structure of the Council is shown below:



1.7 The governance framework comprises the systems and processes, and culture and values, by which the Council is directed and controlled and the activities through which the Council accounts to, engages with and leads the community. It enables the Council to monitor the achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate, cost effective services.

- 1.8 The assurance framework and the system of internal controls are significant parts of that framework. They are designed to manage risk to a reasonable level. They cannot eliminate all risk of failure to achieve policies, aims and objectives and can therefore only provide reasonable and not absolute assurance of effectiveness. The assurance framework and the system of internal controls are based on an ongoing process that is designed to:
- a. identify and prioritise the risks to the achievement of the Council's policies, aims and objectives;
  - b. evaluate the likelihood of those risks being realised;
  - c. assess the impact of the risks if they are realised;
  - d. manage the risks efficiently, effectively and economically.
- 1.9 The assurance framework also provides a mechanism for monitoring and implementing a system of continuous governance improvement. The governance framework has been in place at the Council for the year ended 31 March 2016 and up to the date of approval of the Statement of Accounts for 2016/17.
- 1.10 As part of ensuring the highest standards are set and maintained the Council regularly reviews its governance arrangements. This statement reflects how Wiltshire Council has met those standards in 2016/17 and ongoing actions it is taking to maintain and improve its governance arrangements. Evidence of how we have assessed ourselves in line with good practice set out by the Chartered Institute of Public Finance and Accountancy (CIPFA) in its publication 'Delivering good governance', has been grouped into six sections:
1. Behaving with integrity, demonstrating strong commitment to ethical values, and representing the rule of law.
  2. Ensuring openness, transparency and comprehensive stakeholder engagement – delivering accountability
  3. Defining outcomes in terms of sustainable economic, social and environmental benefits
  4. Determining the interventions necessary to optimise the achievement of intended outcomes
  5. Developing capacity, including the capacity of the Council's leadership and the individuals within it
  6. Managing risks and performance through robust internal controls and strong public financial management.

- 1.11 The following sections set out how Wiltshire Council delivers good governance, how it performed in that role in 2016/17 and what it is doing to continually improve its arrangements.
- 2. Behaving with integrity, demonstrating strong commitment to ethical values, and representing the rule of law.**
- 2.1 The Council's Constitution ([Link](#)) provides the framework within which the Council operates. It sets out how decisions are made and the procedures which must be followed to ensure that these are efficient, effective, transparent and accountable. The Constitution is reviewed on an ongoing basis. In 2016/17 there were specific reviews of Financial Regulations, Procurement Rules, Council procedure rules and public participation at meetings of the Council. These were assessed by the Standards Committee and approved by Full Council ([Link](#)). This practice ensures that the Constitution remains fit for purpose and is updated for national and local changes in circumstances.
- 2.2 The Constitution includes at Part 13 the Members' Code of Conduct, which makes clear the obligation of elected members in promoting and maintaining high standards of conduct and ensuring the principles of public life (selflessness, integrity, objectivity, accountability, openness, honesty and leadership) are adhered to. Pecuniary and non-pecuniary interests are registered and published on the web site in accordance with the requirements of the Code of Conduct and the underlying legislation. There is a process for dealing with complaints under the code of conduct for unitary, parish, town and city councillors in Wiltshire. This process and its application is set by the Council and reviewed regularly by the Council's Standards Committee. Minutes from the meetings of this Committee can be found at the following [Link](#).
- 2.3 The Council has a policy and register of interests, gifts and hospitality for staff ([Link](#)). This is also reviewed regularly by the Council's Monitoring Officer. The registers are available for public scrutiny ([Link](#)).
- 2.4 There is a strong culture operating in the Council of acting to the highest standards. This is rooted in the behaviours expected of councillors and staff, and upheld by the senior leaders. Where any resident feels the Council has not acted properly the Council has a corporate complaints procedure ([Link](#)). If residents are not satisfied with the response to their complaint they may complain to the Local Government Ombudsman.

- 2.5 The Council publishes and promotes both a code of conduct for its staff and a behaviours Framework that details what is expected of all employees. The behaviours framework forms a key part of the appraisal system to promote ethical awareness amongst the Council's staff. A staff survey undertaken during 2016-17 has identified that the Council needs to give further priority to ensuring that all staff have appraisals.
- 2.6 The Council has provided a comprehensive induction programme for newly elected councillors in May 2017, including training on the decision making framework, standards of conduct, safeguarding, overview and scrutiny and the discharge regulatory functions. Further training will be provided on an ongoing basis as the Council operates a protocol for Councillor-Officer Relations to ensure the respective roles of councillors and officers are fully understood. Joint communications are used (The Wire and Elected Wire) to ensure that officers and councillors have the same understanding of projects, plans and issues. These measures ensure that elected members have every opportunity to use their expertise.
- 2.7 The Council has established recruitment policies to ensure that appointments to the Council are fair and ethical and meet the requirements of equalities legislation takes account of the need to ensure diversity. Any applicant who has identified themselves as disabled and who meets the essential requirements of the person specification will be automatically shortlisted. This 'double tick' policy is part of the Council's wider Equality and Diversity Policy that ensures all appropriate decisions are taken with issues of equalities in mind.
- 2.8 Ethical considerations are also evident in the Council's Procurement Strategy ([Link](#)) where Social Value is a key feature. The Strategy describes a voluntary charter for suppliers asking for a commitment to local employment, skills, training and environmental issues. [Procuring Social Value Tool Kit]
- 2.9 The Council operates an Anti-Fraud and Corruption Policy ([Link](#)) which operates as part of the governance framework to ensure the Council operates within the law. During 2016/17 a number of allegations of fraud were reported, investigated and 100% of those taken to court were successful prosecuted. During 2016/17 the Corporate Fraud Team was disbanded and responsibilities divided between a number of teams, with Internal Audit taking on a greater role.
- 2.10 The Council is reviewing its policies on Anti-Fraud and Corruption, Whistleblowing, Complaints and other Human Resources Policies to ensure that these are clear to staff and work effectively together

- 2.11 The Council has appointed independent external auditors (KPMG LLP) and the South West Audit Partnership Limited (SWAP) who provide an internal audit function. KPMG's and SWAP's Annual reports and interim reports were considered during 2016/17 by the Council's Audit Committee ([Link](#)). No significant governance issues were raised.
- 2.12 The Council appoints an Independent Remuneration Panel when required to advise and make recommendations to the Council on the setting of member allowances in accordance with the Local Authorities (Member Allowances) (England) Regulations 2003.
- 2.13 The Council is responsible for a number of partnerships, including:
- the Health and Well-being Board ([Link](#)), a committee of the council with a strategic leadership role in promoting integrated working between the council and the NHS;
  - the Wiltshire Police and Crime Panel ([Link](#)) reviews and scrutinises decisions of the Police and Crime Commissioner. The Panel is a joint committee with Swindon Borough Council.
  - The Council is the lead Authority for the Swindon and Wiltshire Local Enterprise Partnership (SWLEP) ([Link](#)) The he governance and assurance frameworks underpinning the SWLEP were reviewed during 2016-17 by officers, internal Audit and DCLG and updated to reflect further guidance from central Government. The governance arrangements were found to be operating effectively and were commended by DCLG.
- 2.14 The Council is the Administrator for the Wiltshire Pension Fund, and the Pension Committee ([Link](#)) exercises its responsibilities in relation to investment management where it sets investment policy and appoints and monitors external investment managers.

### **3. Ensuring Openness, Transparency and Comprehensive Stakeholder Engagement – delivering Accountability**

- 3.1 The Constitution sets out the legal and constitutional framework for good decision making, including the principles of decision making, schemes of delegation, recording of decisions and access to information relating to decisions. All Council, Cabinet and Committee report templates include a section on legal and financial considerations. These can be seen in all decisions made.



- 3.2 The Constitution sets out the legal and constitutional framework for good decision making, including the principles of decision making, schemes of delegation, recording of decisions and access to information relating to decisions. All Council, Cabinet and Committee report templates include a section on legal and financial considerations. These can be seen in all decisions made, see for example reports available to the public made by Cabinet during 2016/17 ([Link](#)).
- 3.3 The Council publishes a Forward Work Plan once a month giving details of all matters anticipated to be considered by the Cabinet over the following 4 months, including items which constitute a key decision.
- 3.4 The Council has established 18 area committees known as Area Boards. Each area board exercises local decision making under powers delegated by the Leader.
- 3.5 The Council's overview and scrutiny arrangements consist of an Overview and Scrutiny Management Committee supported by 3 select committees:
- Health (including the NHS, public health and adult social care)
  - Environment (including highways, waste and transportation)
  - Children (including education, vulnerable children, youth services and early years)
- 3.6 The management committee co-ordinates the work of the select committees and also covers internal services such as finance, performance, staffing and business planning. Most overview and scrutiny work is done by small groups of elected members who meet to review single issues in detail. Interested parties are often invited to contribute to this work. The group then produces a report presenting their findings and recommendations to the cabinet and others as necessary on how the issue or service could be improved. During 2016/17 59% of Cabinet decisions received Overview and Scrutiny input
- 3.7 Rapid scrutiny exercises provide the opportunity to be able to react more readily to issues as they emerge.
- 3.8 Scrutiny member representatives can also be appointed to boards of major projects to provide challenge. Partners and contractors also contribute to the scrutiny process.
- 3.9 These arrangements serve to hold the Cabinet, its Committees, individual Cabinet Members and officers to public account for their executive policies, decisions and actions and serves to make sure that decisions are taken based on sound evidence and are in the best interests of the people of Wiltshire.

3.10 In 2016/17 Scrutiny Committees consider a wide range of subjects and produced an Annual Report to the Overview and Select Management Committee on its work ([Link](#)). In addition the Council carried out several public consultation whose feedback was reported to Cabinet as part of informing their decision making, including:

- Local Bus routes ([Link](#))
- Council Tax Reduction Scheme ([Link](#))

3.11 The Council consults appropriately in line with its consultation policy [[Link](#)] and legal requirements in order to inform its decision making. Consultation also takes place with the Council's partners in particular partnerships such as the Health and Wellbeing Board ([Link](#)), Wiltshire Assembly ([Link](#)) and the Swindon and Wiltshire Local Enterprise Partnership ([Link](#)) to enable more effective partnership communication and consultation.

3.12 There has been no resident's survey undertaken in Wiltshire for a number of years. The Council is aware a number of other local authorities and partners undertake such an exercise, and it will consider the need and format going forward as part of its assessment of its governance arrangements in 2017/18.

3.13 The Council makes available a range of important information on its website including its strategic aims and ambitions in its published Business Plan ([Link](#)). Further information is available on request and through the council's arrangements for dealing with requests under Freedom of Information legislation. In 2016/17 there were 1532 FOI requests, with 87.5% being responded to within the statutory deadline.

#### **4. Defining Outcomes in terms of Sustainable Economic, Social and Environmental Benefits**

4.1 Wiltshire Council has operated a four year planning cycle in line with its electoral cycle, as such 2016/17 was the final year of the Council's Business Plan ([Link](#)). However, the Council is in the process of consulting on its draft Business Plan for 2017 – 2027. It continues to build on and extend the vision, goals and achievements from the previous business plans and has been prepared to reflect both the significant external challenges and changes that the council will have over the coming years as well as the changes to the way the council will have to operate to manage these challenges.

4.2 Part of the building of communities involves capital developments of buildings, highways and other such infrastructure. The Council sets out a four year

Capital Programme ([Link](#)) tied into its Business Plan. During 2016/17 well-being centres were completed at Five Rivers in Salisbury and Tisbury, as well as hub sites in Marlborough and Calne. This strategy is aimed at bringing communities together in one location to enable them to connect, seek services and take on more responsibility. In addition, the Council signed an agreement with Salisbury City Council to devolve certain assets in return for them taking over key services. This strategy is seen as a key strand of the future delivery of the Council's business. The Council's decision making framework has ensured that all of these decisions are reported through either Cabinet or the Cabinet Capital Assets Committee ([Link](#)).

- 4.3 The Council's directorates and services plan their activity around these outcomes and review those plans on an annual basis. The performance against the Business Plan is reported every quarter to Cabinet and the final outturn for 2016/17 is on the same agenda as the Annual Governance Statement ([Link](#)).
- 4.4 The actions arising from the Business and Service Plans must all comply with key procedures, including following the Council's procedures on project management ([Link](#)); procurement ([Link](#)); consultation ([Link](#)) and risk management ([Link](#)). Regular reports are taken to senior management and councillors via the Corporate Leadership Team (CLT) and appropriate regular councillor meetings, for example Audit Committee.
- 4.5 Wiltshire communities are engaged with the delivery of the long-term aims of the Council through Local Area Boards. These Boards prioritise the Council's ambitions within local areas and help direct resources. The reach of the Local Area Boards extends beyond the physical meetings through the work of Community Engagement Managers and the virtual network *Our Community Matters*. In 2016/17 there were 113 Area Board meetings, and all minutes and actions from these meetings are publically available ([Link](#)). Area Boards have been essential in delivering improvements in youth development ([Link](#)), health initiatives such as rights of way and walk to school ([Link](#)). The Council has also started initiatives such as the Legacy programme and the Big Pledge ([Link](#)) to improve the connectivity and health of its communities. More decision making and funding is now devolved at local area level. In addition to the funding grants and Highways (CATG) and youth activities, there is also funding for older people's champions and health and wellbeing projects
- 4.6 The Council receives reports on the combined economic, social and environmental impacts of its policies in the form of various reports including the Joint Strategic Needs Assessment (JSNA) ([Link](#)), and the Annual Statement of Accounts ([Link](#)), as well as regular performance and financial updates to Cabinet ([Link](#)).

4.7 A key issue to address as part of the 2015/16 Annual Governance Statement was to continue to have a relentless focus on safeguarding improvement in Children's Services. An internal Improvement Board chaired by a Corporate Director in her statutory role of Director of Children's Services (DCS) has continued to be in place during 2016/17 ([Link](#)). In 2016 the LA and partner agencies were subject to a Joint Targeted Area Inspection focussing on Domestic Abuse and the judgement on the LA by OFSTED on the delivery of Safeguarding was very positive. The LA continues to engage in annual peer reviews through its membership of the South West ADCS and safeguarding maintains a high profile with a continuous drive to improve services, utilising improvement plans and a robust Quality Assurance Framework.

## **5. Determining the Interventions necessary to optimise the achievement of intended outcomes**

5.1 In 2016/17 the Council refreshed its Medium Term Financial Plan as part of a four year financial settlement with the Department for Communities and Local Government (DCLG) ([Link](#)). As part of that and in setting the 2016/17 budget the Council has several key Programmes of activity it is managing to improve the outcomes of its residents, these have included the Campus Programme, with Five Rivers, Tisbury, Calne and Malmesbury all opening in 2016/17. The Campus programme has been the subject of various reports and programme management updates during 2016/17, and its financial progress reported to the Cabinet Capital Assets Committee ([Link](#)).

5.2 Oversight of corporate projects is undertaken by the Corporate Leadership team, supported with advice from Finance, Legal HR and Procurement Teams. The Corporate Directorate includes the Programme Office which manages projects and programmes on behalf of the Council and provides reports to the Council on ongoing work. During 2016/17 the majority of projects were delivered or progressed according to schedule. Monthly reports were provided to CLT with appropriate actions taken.

5.3 As part of the financial settlement for 2017/18 additional Adult Social Care grant was awarded. As such a Programme of works was established in 2016/17 with a project plan to deliver transformational change in social and health care within Wiltshire. Health partners are actively engaged in this Programme through the Health and Well Being Board ([Link](#)).

5.4 Regular Performance and financial updates are reported to senior officers and councillors, including scrutiny through the Finance and Performance Task

Group which is a task group established by the Overview and Scrutiny Management Committee([Link](#)).

## **6. Developing capacity, including the capacity of the Council's leadership and the individuals within it**

6.1 In order to deliver the council's priorities within a strong governance framework the Council requires a workforce that is appropriately skilled and qualified. Because of the shifting requirements of local government and the changing demands put on the Council it's essential that the capacity of the Council's workforce is reviewed and updated.

6.2 The Council takes an organisation wide approach to staff improvement and has, in the last year, updated its People Strategy ([Link](#)). The new strategy focuses on attracting the best people to work for the Council and engaging, developing and retaining existing staff.

6.3 The Council looks for good practice from other areas and other authorities in order to help improve its leadership and delivery. The Council also makes use of external reviews of its practice in order to deliver better outcomes. In 2016/17 four key peer reviews were undertaken, and all were made public:

- Military Civil Integration ([Link](#))
- Adult Social Care ([Link](#))
- Ofsted review of Domestic Abuse ([Link](#))
- Highways ([Link](#))

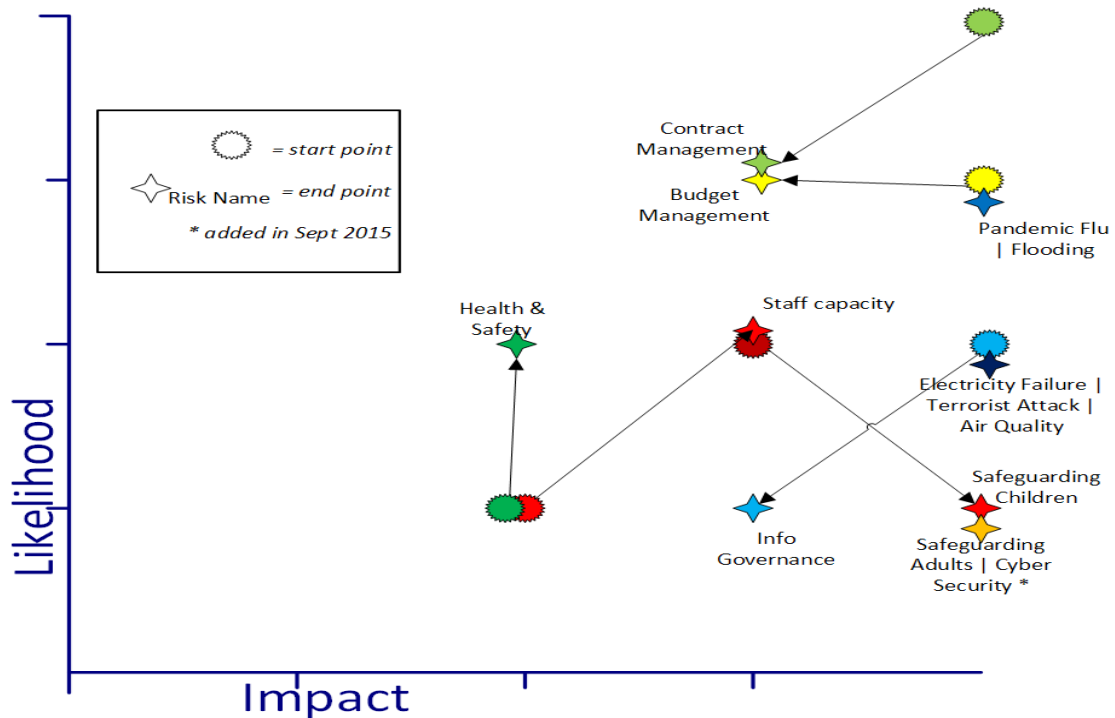
6.4 In March 2015 the Information Commissioner's Office (ICO) carried out a voluntary audit of the Council's information governance arrangements. As reported in last year's AGS this was a key area for the Council to address. Actions have been taken and a detailed update was taken to the Audit Committee ([Link](#)), which identified that significant improvement had and continued to be taken and made in this area.

6.5 Working in partnerships is increasingly important to the Council and is used as an additional method of improving and growing the skills base for delivering the Council's objectives.

## **7. Managing risks and performance through robust internal controls and strong public financial management**

- 7.1 Performance management is a key component of the Council's approach to achieving its stated outcomes. Part of this process involves identifying and, where appropriate, mitigating risks, ensuring that performance and risk management processes are in place throughout the organisation with additional rigorous processes to ensure sound financial management. Performance management follows the standard planning cycle (plan, do review, revise) and allows the organisation to know what it wants to achieve, how it's going to achieve, whether it's achieving and what more could be done to achieve. Performance reports are a regular part of the Council's business ([Link](#)). In addition to cabinet performance reports the Council updates a Citizens' Dashboard with useful statistics about Wiltshire for easy public consumption ([Link](#)).
- 7.2 Financial reporting is currently undertaken separately, although reported on the same agenda as performance, this is an area for improvement in 2017/18. During 2016/17 there were three budget monitoring updates to councillors ([Link](#)), and eight to senior officers. These identified potential overspends, and appropriate action was taken. This raised the risk of the Council's financial position in its Corporate Risk Register however, effective management meant that a small surplus was delivered by year end. The Council also undertook robust scrutiny of the 2017/18 budget and this was set at Full Council in February 2016 ([Link](#)).
- 7.3 The Council's Risk Strategy ([Link](#)) risk management is monitored at various levels in the organisation including by the Cabinet on a quarterly basis. Managing risks is the responsibility of services who define the risks related to their service areas and assign individuals to be responsible for their management. All services risks are scored on the same basis and some service risks are elevated, through a set policy, onto the corporate risk register which is published and reviewed quarterly. Service risks that are high scoring or appear on, or are referenced on, the strategic risk register require a greater level of mitigating action planning with those actions assigned a time scale and an owner. The Council recognises that in order to make successful changes some risk must be undertaken. Therefore, some risks are accepted.
- 7.4 The Council's risk management arrangements are reviewed by the Audit Committee ([Link](#)). In 2016/17 the main changes were:

**Changes in Residual Scores of Strategic Risks June 2015 to March 2017**



7.5 Wiltshire’s section 151 Officer or Chief Finance Officer has a statutory duty to ensure that the Council has a strong financial control environment, including an effective and independent Internal Audit function. During 2016/17 Internal Audit undertook 66 reviews and reported its findings, including any significant risks to Audit Committee ([Link](#)). Of the recommendations made only 3% were classed as a higher risk requiring immediate action. Reporting also has included action to follow up implementation. The Audit Committee raised concerns regarding the timeliness of finalising audits and this is an area that remains under review with expected improvement in 2017/18. Overall the Chief Internal Auditor assessed the Council’s control environment as ‘adequate’ with no significant issues raised. The Council’s External Auditors have also not raised any significant matters during 2016/17. We have sought to advise our KPMG at all times and sought their views on a number of occasions before taking key decisions.

**8. Areas for Improvement**

8.1 The Council has identified a number of areas where further improvements to can be made to strengthen its governance framework. Work will be undertaken over the next twelve months to review the following areas.

- Changes to the appraisal system that identify specific targets for completion for individuals linked to the council’s Business Plan through

service and team plans. Such a system will be able to provide a link to the work being done to achieve stated aims and a corporate level understanding of progress against the desired outcomes.

- Revisions will be made to the Council’s Behaviours Framework that will build on the lessons learnt in the last four years.
- Further training for elected members to improve understanding of the need for efficient and effective decision making, promoting, openness and transparency
- There will be a review of the inter-relationship between key policies to improve clarity and consistency of processes including: Anti-Fraud and Corruption, Whistle Blowing, and some staff policies, such as Registering interests, gifts and hospitality.
- How the Council collects general feedback from individuals and communities to assess improvements in approach.
- Reporting of finance and performance management, will be combined with a key focus on links between the use of resources and the outcomes being achieved.

8.2 The governance of the Council will continue to be monitored by Cabinet, other councillor committees and the Council’s Corporate Leadership Team. That will include the areas to address identified above.

**Leader of the Council**

Baroness Scott of Bybrook OBE

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**Corporate Directors**

Dr. Carlton Brand

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Carolyn Godfrey

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**Date**

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**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Capital Monitoring Outturn 2016/2017 (as at 31 March 2017)**

**Cabinet member: Councillor Philip Whitehead – Finance and IT**

**Key Decision: No**

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## **Executive Summary**

This report details changes to the budget made since the 2016/2017 budget was set in February 2016 over and above the changes detailed in the Period 9 report.

The report reflects the final position of the 2016/2017 spend against this budget.

## **Proposal**

To note the budget movements undertaken to the capital programme shown in appendices A and B and the final outturn position of the capital programme 2016/2017 shown in appendix A.

To also note the reprogramming of £5.018 million between 2016/2017 and 2017/2018.

## **Reason for Proposals**

To inform Cabinet of the position of the 2016/2017 capital programme as at Outturn (31 March 2017), including highlighting any budget changes.

**Michael Hudson Associate Director Finance**

**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Capital Monitoring Outturn 2016/2017 (as at 31 March 2017)**

**Cabinet member: Councillor Philip Whitehead – Finance and IT**

**Key Decision: No**

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### **Purpose of Report**

1. To inform Cabinet on the final position of the 2016/2017 capital programme, including highlighting budget changes. A budget monitoring report to Members is taken to Cabinet Capital Assets Committee quarterly in September, December, February and June. This report focuses on major variations in budget.

### **Budget Movements**

2. The original budget for 2016/2017 was presented to the Council as part of the budget meeting on 23 February 2016. Since that date there have been a number of changes to the budget for 2016/2017, largely due to reprogramming of budget from 2015/2016 and to 2017/2018; but also to reflect additional funding being available. The changes to the budget since it was last amended in the Period 9 monitoring report are summarised in the table that follows, a fuller breakdown of the changes made at a scheme by scheme level is attached as Appendix A.

**Breakdown of Budget Amendments from Period 9 Budget to Outturn Budget (as at 31 March 2017)**

	<b>£m</b>	<b>Notes</b>
<b>Budget Period 9 2016/2017</b>	<b>115.232</b>	
<b>Additions/amendments to the Capital Programme 2016/2017 since Period 9 Budget</b>		
<b>Amendments to the Period 7 Budget reported to Council 21 February 2017</b>	<b>(14.710)</b>	See Appendix A for further details
<b>Additional Budgets added to Programme</b>	<b>4.646</b>	See Appendix A and B section 1 and 3 for further details
<b>Reduced Budgets</b>	<b>0.108</b>	See Appendix A for further details
<b>Budgets reprogrammed from 2016/2017 into 2017/2018</b>	<b>(5.018)</b>	See Appendices A and B section 2 for further details
<b>Final Budget 2016/2017</b>	<b>100.258</b>	

3. The budget additions shown above largely reflect increases in funding being available and brought into the programme under the Chief Financial Officer delegated authority. They largely comprise of additional grants from Central Government, Section 106 contributions and other contributions used to finance capital spend within the capital programme. Further information on the budget movements at an individual scheme level is shown in Appendix A and in further detail in Appendix B.
4. The budgets that have been reprogrammed into 2017/2018 are shown in further detail in Appendices A and B, with the higher value amounts also explained in the narrative for schemes in Appendix C.

## **Summary of Position as at 31 March 2017**

5. The current budget for the year 2016/2017 is £100.258 million. Actual spend on schemes as at 31 March 2017 was £80.028 million. A full breakdown of these figures is attached in Appendix A. This represents a net underspend for the 2016/2017 financial year of £20.230 million.
6. The final position of the capital programme includes £0.792 million of overspent schemes and £0.058 million of underspent schemes. Commentary of the larger overspent schemes is provided in Appendix C.
7. A total of £6.432 million has been slipped from 2016/2017 into 2017/2018 as part of this report to match planned expenditure. £1.414 million has been brought forward to 2016/2017 from 2017/2018, giving net reprogramming of £5.018 million.
8. The reprogramming of capital budgets is reflected in the outturn position of the revenue budget for capital financing. Final spend on financing capital expenditure in 2016/2017 was £23.322 million against a budget of £23.999 million; an underspend of £0.677 million.
9. Further information on the movements undertaken and the final position of some of the larger schemes is set out in Appendix C, along with updates on the capital receipts received during 2016/2017.

## **Risks Assessment**

10. The capital budget for 2016/2017, as detailed in this report, has been revised to £100.258 million. Within any capital programme there are a number of potential risks such as from cost overruns or lower than expected levels of capital receipts. Such issues will be highlighted as soon as they establish themselves through the quarterly reporting process. Members may wish to bear in mind that the capital programme has been set for a four years and therefore risks will be appraised over the whole period.

## **Equality and Diversity Impact of the Proposal**

11. None have been identified as arising directly from this report.

## **Financial Implications**

12. This is a report from the Chief Finance Officer and the financial implications are discussed in the detail of this report.

## **Legal Implications**

13. None have been identified as arising directly from this report.

## **Public Health Implications**

14. None have been identified as arising directly from this report.

## **Environmental Implications**

15. Wiltshire Council is now included in the Carbon Reduction Commitment (CRC); the UK's mandatory climate change and energy saving scheme. The objectives of the scheme are to improve energy efficiency and reduce carbon dioxide emissions. It is calculated that 79% of the Council's carbon footprint comes from energy use in buildings. Capital schemes therefore have the potential to greatly increase or decrease carbon emissions, for example schemes making council buildings more energy efficient will reduce the Council's carbon footprint. There are no direct impacts of this report, however there are a number of schemes in the capital programme that are planned to enable energy efficiency benefits for the council.

## **Safeguarding Implications**

16. None have been identified as arising directly from this report.

## **Proposals**

17. To note the budget movements undertaken to the capital programme shown in appendices A and B and the final outturn position of the Capital Programme 2016/2017 shown in appendix A.

To also note the reprogramming of £5.018 million between 2016/2017 and 2017/2018.

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## **Background Papers and Consultation**

None

### **Contact Name:**

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[Michael.hudson@wiltshire.gov.uk](mailto:Michael.hudson@wiltshire.gov.uk)

Report Author: Stuart Donnelly, Head of Finance (Corporate).

## **Appendices:**

- Appendix A – 2016/2017 Capital Programme Budget Movements and spend to 31 March 2017  
Appendix B – Delegated authority for budget movements  
Appendix C – Narrative on specific schemes

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**Capital Programme Budget Movements since Period 9 and Final Spend 2016/2017**

Scheme Name	2016/2017 Budget Breakdown											
	Period 9 Budget	Budget Setting Amendments to the Period 7 Budget reported to Council 21 Feb 2017	Budget Movements between Schemes	Additional Budgets added to Programme (Section 1 Appendix B)	Reduced Budgets	Budgets reprogrammed from 2016/2017 into 2017/2018 (Section 2 Appendix B)	Final Budget 2016/2017	Total Spend 2016/2017	Total Spend 2016/2017	Underspend (Budget Removed)	Overspend	Budget Transfer to 2017/2018
	£m	£m	£m	£m	£m	£m	£m	£m	%	£m	£m	£m
<b>Economy</b>												
Carbon Reduction Schemes	0.201						0.201	0.244	121.39%		(0.043)	0.000
Oil to Biomass Schemes	0.921	(0.600)					0.321	0.002	0.62%			0.319
Other Economic Development Schemes	0.074	(0.074)		0.075			0.075	0.075	100.00%			0.000
Strategic Economic Plan	2.448	(2.448)					0.000	0.000	0.00%			0.000
Corsham Mansion House	1.869					(1.614)	0.255	0.158	61.96%			0.097
A350 West Ashton/Yarnbrook Junction Improvements	0.000						0.000	0.000	0.00%			0.000
Chippenham Station HUB	1.972					(1.650)	0.322	0.114	35.40%			0.208
LTB Scheme A350 North of Chippenham Bypass Improvements	0.000			0.014			0.014	0.014	100.00%			0.000
A350 Dualling Chippenham Bypass	0.000					0.533	0.533	0.699	131.14%			(0.166)
M4 Junction 17	0.000			0.680		0.100	0.780	0.105	13.46%			0.675
Porton Science Park	2.452						2.452	2.622	106.93%			(0.170)
Other Local Growth Fund Schemes	0.000						0.000	0.000	0.00%			0.000
Wiltshire Ultrafast Broadband	0.000						0.000	0.000	0.00%			0.000
Salisbury Central Car Park & Maltings	0.000			0.060			0.060	0.048	80.00%			0.012
Bowerhill Portal Way Improvement Works	0.032						0.032	0.031	96.88%			0.000
Integrated Transport	3.249		0.017	0.367			3.633	3.983	109.63%			(0.350)
Structural Maintenance (Grant & Council Funded)	16.210	3.590	(0.034)				19.766	18.792	95.07%			0.975
National Productivity Investment Schemes	0.000						0.000	0.000	0.00%			0.000
Pothole Spotter 16/17	0.000			0.330			0.330	0.000	0.00%			0.330
Pothole Fund Grant	0.866						0.866	0.922	106.47%			(0.056)
A350 Chippenham (Pinch Point)	0.000						0.000	0.000	0.00%			0.000
Local Sustainable Transport Fund	0.000						0.000	0.000	0.00%			0.000
Wiltshire Online	2.751						2.751	(0.357)	-12.98%	0.004		3.104
Farmers Roundabout	0.018		0.017				0.035	0.035	100.00%			0.000
<b>Total Economy</b>	<b>33.063</b>	<b>0.468</b>	<b>0.000</b>	<b>1.526</b>	<b>0.000</b>	<b>(2.631)</b>	<b>32.426</b>	<b>27.487</b>	<b>84.77%</b>	<b>0.004</b>	<b>(0.043)</b>	<b>4.978</b>
<b>Community</b>												
Health and Wellbeing Centres - Live Schemes	10.156					(2.052)	8.104	7.088	87.46%			1.015
Health and Wellbeing Centres - In Development	0.000						0.000	0.000	0.00%			0.000
Area Boards and LPSA PRG Reward Grants	1.041		(0.017)				1.024	0.914	89.26%			0.110
Fitness Equipment for Leisure Centres	0.496	(0.458)				(0.038)	(0.000)	0.128	0.00%		(0.128)	0.000
Churchyards & Cemeteries	0.200	(0.609)				0.409	0.000	0.106	0.00%		(0.106)	0.000
Start up units in Market Hall Devises	0.000						0.000	0.000	0.00%			0.000
Upgrade Facilities at City Hall	0.000						0.000	0.000	0.00%			0.000
Highway flooding prevention and Land Drainage schemes	1.286			0.104			1.390	1.796	129.21%			(0.406)
Aldbourn Flood Alleviation Scheme	0.000						0.000	0.000	0.00%			0.000
Bridges	1.521			0.033			1.554	1.468	94.47%			0.087
Salisbury Marketplace Highways Works	0.000		0.017				0.017	0.017	100.00%			0.000
Passenger Transport Capital	0.000						0.000	(0.361)	0.00%			0.361
Waste Services	0.619	(0.319)		0.126			0.426	0.420	98.59%			0.005
Fleet Vehicles	0.000						0.000	0.303	0.00%		(0.303)	0.000
Sarum Academy Salisbury	0.060						0.060	0.026	43.33%	0.034		0.000
Basic Need	8.550		0.210			(0.755)	8.005	6.816	85.15%			1.189
Schools Maintenance & Modernisation	4.921		(0.052)			0.053	4.922	4.100	83.30%			0.820
Devolved Formula Capital	0.777						0.777	0.758	97.55%	0.020		0.000
Access and Inclusion	0.303	(0.303)		0.303		(0.073)	0.230	0.202	87.83%			0.028
New Schools	0.564					(0.250)	0.314	0.096	30.57%			0.218
School Expansions & Replacements	0.506						0.506	0.349	68.97%			0.157
Early Years & Childcare	0.139			0.743			0.882	0.057	6.46%			0.826
Other Education Schemes	0.000						0.000	0.000	0.00%			0.000
Army Rebasing	0.051		(0.160)	0.634			0.525	0.525	100.00%			0.000
Salisbury CCTV	0.490						0.490	0.079	16.12%			0.411
<b>Total Community</b>	<b>31.680</b>	<b>(1.689)</b>	<b>(0.002)</b>	<b>1.943</b>	<b>0.000</b>	<b>(2.706)</b>	<b>29.226</b>	<b>24.887</b>	<b>85.15%</b>	<b>0.054</b>	<b>(0.537)</b>	<b>4.821</b>

**Capital Programme Budget Movements since Period 9 and Final Spend 2016/2017**

Scheme Name	2016/2017 Budget Breakdown											
	Period 9 Budget	Budget Setting Amendments to the Period 7 Budget reported to Council 21 Feb 2017	Budget Movements between Schemes	Additional Budgets added to Programme (Section 1 Appendix B)	Reduced Budgets	Budgets reprogrammed from 2016/2017 into 2017/2018 (Section 2 Appendix B)	Final Budget 2016/2017	Total Spend 2016/2017	Total Spend 2016/2017	Underspend (Budget Removed)	Overspend	Budget Transfer to 2017/2018
	£m	£m	£m	£m	£m	£m	£m	£m	%	£m	£m	£m
<b>Supporting People</b>												
Disabled Facilities Grants	2.568						2.568	2.585	100.66%			(0.016)
Other Housing Grants	0.500	(0.500)					0.000	0.000	0.00%			0.000
Gypsies and Travellers Projects	3.361	(3.336)					0.025	0.056	224.00%		(0.031)	0.000
Council House Build Programme	11.000		(0.002)				10.998	8.796	79.98%			2.201
Extra Care Programme	0.000		0.002				0.002	0.002	100.00%			0.000
Sheltered Housing	0.313						0.313	0.313	100.00%			0.001
Affordable Housing including Commuted Sums	0.734			0.691			1.425	0.822	57.68%			0.603
Social Care Infrastructure & Strategy	0.058						0.058	0.008	13.79%			0.050
Complex Needs Bungalows	0.000						0.000	0.000	0.00%			0.000
HRA - Refurbishment of Council Stock	12.099						12.099	10.079	83.30%			2.021
Sensory Stimulation & Development Play Equipment	0.000			0.469			0.469	0.035	7.46%			0.434
Universal Infant Free School Meals Capital	0.007		0.002				0.009	0.010	111.11%			0.000
Public Health Schemes	0.062					0.319	0.381	0.282	74.02%			0.098
<b>Total Supporting People</b>	<b>30.702</b>	<b>(3.836)</b>	<b>0.002</b>	<b>1.160</b>	<b>0.000</b>	<b>0.319</b>	<b>28.347</b>	<b>22.988</b>	<b>81.10%</b>	<b>0.000</b>	<b>(0.031)</b>	<b>5.392</b>
<b>Changing The Way We Do Business</b>												
Buildings Repair & Maintenance	3.746	(0.500)					3.246	1.449	44.64%			1.798
Whole Life Building & Equipment Refresh	1.000	(1.000)					0.000	0.000	0.00%			0.000
Rural Estates	0.005						0.005	(0.001)	-20.00%			0.006
Leisure Centres & Libraries - Capital Works Requirement	0.400	(0.400)					0.000	0.000	0.00%			0.000
Hub Programme Office Rationalisation	0.026		0.007				0.033	0.033	100.00%			0.000
Operational Estate	0.317		(0.007)				0.310	(0.151)	-48.71%			0.460
Depot & Office Strategy	0.519	(0.519)					0.000	0.000	0.00%			0.000
ICT Schemes	6.546						6.546	3.038	46.41%			3.508
Other Schemes including cross cutting systems	1.195	(1.234)		0.017	0.108		0.086	0.251	291.86%		(0.181)	0.016
Learning Management System	0.033						0.033	0.005	15.15%			0.028
Organisational Change	5.000	(5.000)					0.000	0.000	0.00%			0.000
Digitisation	1.000	(1.000)					0.000	0.042	0.00%			(0.042)
<b>Total Changing The Way We Do Business</b>	<b>19.787</b>	<b>(9.653)</b>	<b>0.000</b>	<b>0.017</b>	<b>0.108</b>	<b>0.000</b>	<b>10.259</b>	<b>4.666</b>	<b>45.48%</b>	<b>0.000</b>	<b>(0.181)</b>	<b>5.774</b>
<b>Total 2016/2017 Programme</b>	<b>115.232</b>	<b>(14.710)</b>	<b>(0.000)</b>	<b>4.646</b>	<b>0.108</b>	<b>(5.018)</b>	<b>100.258</b>	<b>80.028</b>	<b>79.82%</b>	<b>0.058</b>	<b>(0.792)</b>	<b>20.965</b>



## CHIEF FINANCE OFFICER (CFO) - EXERCISE OF DELEGATED POWERS & REQUESTS FOR ADDITIONAL RESOURCES WITHIN THE CAPITAL PROGRAMME

Cabinet Meeting 20 June 2017  
 Financial Year: 2016/2017

### SECTION 1 - DELEGATED CFO POWERS

"Adjustment/addition of scheme in the capital programme which has no effect on the net funding position of the programme i.e. Additional resources available in the form of Grant, Section 106 contributions etc which fund the addition, "

<b>Project Name:</b>	<b>Other Economic Development Schemes</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	12,585				
<b>Funding Source:</b>	Contribution from Contractor for remedial works at Castledown Business Park				
<b>Project Name:</b>	<b>Other Economic Development Schemes</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	62,500				
<b>Funding Source:</b>	Interest free loan from SWLEP Growing Places Fund towards coempletion of Castledown phase 2				
<b>Project Name:</b>	<b>Waste Services</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	125,555				
<b>Funding Source:</b>	Waste section 106 deposits				
<b>Project Name:</b>	<b>M4 Junction 17</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	680,000				
<b>Funding Source:</b>	Contribution from Highways England towards works at the M4 Juntion 17				
<b>Project Name:</b>	<b>Salisbury Central Car Park &amp; Maltings</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	60,000	1,000,000	1,000,000	1,000,000	3,000,000
<b>Funding Source:</b>	Local Growth Fund Grant allocated				
<b>Project Name:</b>	<b>Integrated Transport</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	366,605				
<b>Funding Source:</b>	Developer, Town and Parish Council contributions towards Integrated Transport and CATG schemes				
<b>Project Name:</b>	<b>Pothole Spotter 16/17</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	330,000				
<b>Funding Source:</b>	Grant from the DfT				
<b>Project Name:</b>	<b>Highway flooding prevention and Land Drainage schemes</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	104,143				
<b>Funding Source:</b>	Contribution from the Environment Agency to Land Drainage Schemes				
<b>Project Name:</b>	<b>Bridges</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	33,372				
<b>Funding Source:</b>	Contribution towards various bridge works by Network Rail				
<b>Project Name:</b>	<b>Access and Inclusion</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	302,910				
<b>Funding Source:</b>	Utilising remaining sums from EFA grants to finance the Access & Inclusion programme				
<b>Project Name:</b>	<b>Early Years &amp; Childcare</b>				
<b>Budget Change:</b>	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021
	743,401				
<b>Funding Source:</b>	Grant received from the EFA, Early Years Capital Fund for 30 hours free childcare for 3-4 year olds				

<b>CHIEF FINANCE OFFICER (CFO) - EXERCISE OF DELEGATED POWERS &amp; REQUESTS FOR ADDITIONAL RESOURCES WITHIN THE CAPITAL PROGRAMME</b>
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Cabinet Meeting	20 June 2017
Financial Year:	2016/2017

<b>Project Name:</b>	<b>Army Rebasing</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	634,165				
<b>Funding Source:</b>	Section 106 funding towards Army Rebasing Schools Schemes received from the MOD				
<b>Project Name:</b>	<b>Affordable Housing including Commuted Sums</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	13,341				
<b>Funding Source:</b>	Commuted Sums received from Developers towards Affordable Housing Schemes				
<b>Project Name:</b>	<b>Affordable Housing including Commuted Sums</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	677,994				
<b>Funding Source:</b>	Housing Capital Receipts received towards Registered Provider Schemes				
<b>Project Name:</b>	<b>Other Schemes including cross cutting systems</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	35,600				
<b>Funding Source:</b>	Heritage Lottery fund grant for Collecting Cultures scheme				
<b>Project Name:</b>	<b>Other Schemes including cross cutting systems</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(18,960)				
<b>Funding Source:</b>	Income received from schools to cover leasing of equipment				
<b>4,163,211</b>	<b>Total Delegated Changes Approved by Section 151 Officer</b>				

## CHIEF FINANCE OFFICER (CFO) - EXERCISE OF DELEGATED POWERS & REQUESTS FOR ADDITIONAL RESOURCES WITHIN THE CAPITAL PROGRAMME

Cabinet Meeting 20 June 2017  
 Financial Year: 2016/2017

### SECTION 2 - DELEGATED CFO POWERS

*"Schemes within the capital programme which require the reprogramming of expenditure between years due to scheme not progressing as originally anticipated or other circumstances"*

<b>Project Name:</b>	<b>Corsham Mansion House</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(1,614,100)	1,564,100	50,000		
<b>Funding Source:</b>	Local Growth Fund Grant				
<b>Project Name:</b>	<b>A350 West Ashton/Yarnbrook Junction Improvements</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
			382,663	(382,663)	
<b>Funding Source:</b>	Local Growth Fund Grant				
<b>Project Name:</b>	<b>Chippenham Station HUB</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(1,650,000)	(5,000,000)	6,650,000		
<b>Funding Source:</b>	Local Growth Fund Grant				
<b>Project Name:</b>	<b>A350 Dualling Chippenham Bypass</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	532,771	1,829,229	(2,000)	(2,360,000)	
<b>Funding Source:</b>	Local Growth Fund Grant				
<b>Project Name:</b>	<b>M4 Junction 17</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	99,955	364,400		(464,355)	
<b>Funding Source:</b>	Local Growth Fund Grant				
<b>Project Name:</b>	<b>Health and Wellbeing Centres - Live Schemes</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(2,052,285)	358,333	(8,307,800)	10,001,752	
<b>Funding Source:</b>	Wiltshire Council Resources (Borrowing & Receipts)				
<b>Project Name:</b>	<b>Fitness Equipment for Leisure Centres</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(37,500)	37,500			
<b>Funding Source:</b>	Wiltshire Council Resources (Borrowing & Receipts)				
<b>Project Name:</b>	<b>Churchyards &amp; Cemeteries</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	408,609	(408,609)			
<b>Funding Source:</b>	Wiltshire Council Resources (Borrowing & Receipts)				
<b>Project Name:</b>	<b>Basic Need</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(754,527)	754,527			
<b>Funding Source:</b>	Basic Need Grant allocation from Education Funding Agency				
<b>Project Name:</b>	<b>Schools Maintenance &amp; Modernisation</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	52,949	(52,949)			
<b>Funding Source:</b>	School Condition Grant allocation from Education Funding Agency				
<b>Project Name:</b>	<b>Access &amp; Inclusion</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(73,000)	73,000			
<b>Funding Source:</b>	Remaining sums from EFA grants				
<b>Project Name:</b>	<b>New Schools</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	(250,000)	250,000			
<b>Funding Source:</b>	Remaining sums from EFA grants				

<b>CHIEF FINANCE OFFICER (CFO) - EXERCISE OF DELEGATED POWERS &amp; REQUESTS FOR ADDITIONAL RESOURCES WITHIN THE CAPITAL PROGRAMME</b>
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Cabinet Meeting	20 June 2017
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<b>Project Name:</b>	<b>Public Health Schemes</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	319,000	(319,000)			
<b>Funding Source:</b>	Substance Misuse Grant from Public Health England				
<hr style="border: none; border-top: 1px solid black;"/>					
	<b>5,018,128</b>	<b>Total Re-programming between years</b>			

### SECTION 3 - REQUESTS TO CABINET FOR ADDITIONAL RESOURCES

*"Adjustment/addition of scheme to the capital programme which places an additional funding requirement on the programme"*

<b>Project Name:</b>	<b>Sensory Stimulation &amp; Development Play Equipment</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	469,000				
<b>Funding Source:</b>	Wiltshire Council Resources (Borrowing & Receipts)				
<hr style="border: none; border-top: 1px solid black;"/>					
<b>Project Name:</b>	<b>LTB Scheme A350 North of Chippenham Bypass Improvements</b>				
<b>Budget Change:</b>	<b>2016/2017</b>	<b>2017/2018</b>	<b>2018/2019</b>	<b>2019/2020</b>	<b>2020/2021</b>
	13,781				
<b>Funding Source:</b>	Wiltshire Council Resources (Borrowing & Receipts)				
<hr style="border: none; border-top: 1px solid black;"/>					
	<b>482,781</b>	<b>Total requests for additional resources</b>			

In the exercise of my delegated powers (Section 1 and 2), I hereby authorise the amendments to the Capital Programme summarised above.

**CHIEF FINANCE OFFICER:** Michael Hudson

**DATE:** June 2017

**Further Information on Schemes in the Capital Programme and Funding Sources as at Outturn (31 March 2017)**

**Economy**

1. Structural Maintenance schemes from 2017/2018 were advanced to 2016/2017 to enable them to be carried out in a more cost effective way. This quicker than originally expected progress required a draw forward of funding agreed by Council on 21 February 2017 of £3.590 million.
2. Wiltshire Online; Phase 1 build is now complete with end of contract assurance work being carried out. Phase 2 build is progressing with the 2<sup>nd</sup> milestone payment to be agreed.

**Community**

1. Health & Wellbeing Centres; 2016/2017 saw the Nadder Centre in Tisbury, Woolmore Farm/Oakfield's, all weather pitches at Beversbrook Calne and Calne Community Hub all complete and open to the public.
2. Fleet Vehicles; £0.303 million of capital expenditure on waste vehicle overhauls were transferred to the capital programme at Outturn 2016/2017.
3. Basic Need; £8.005 million was spent on providing extra school capacity in 2016/2017 with a total of £1.944 million budget reprogramming into 2017/2018. This reflects large schemes underway but due for completion in 2017/2018 at Old Sarum, Castlemead and Stonehenge Schools.

**Supporting People**

1. The Council House Build Programme commenced in 2015/2016 and has an approved programme budget of £42.449 million. The programme is largely on track with a total spend of £11.541 million to date. Works are nearing completion on Devizes Extra Care, Oxhouse Farm Rowde and East Knoyle, whilst construction has started on Amesbury Extra Care, Coombe Bissett, Durrington, Southview and Mere. Work at Corsley is due to start on site shortly. The programme is planned to complete in 2018.

**Changing the Way We Do Business**

2. Buildings Repair & Maintenance; the 2016/2017 programme of work has been agreed with the budget allocated. The outturn position for 2016/2017 sees £1.798 million of budget reprogramming into 2017/2018 where the works will complete early on in the year.
3. ICT Schemes; the final outturn position for 2016/2017 sees £3.508 million of budget to transfer into 2017/2018. The majority of the spend incurred in year and of the reprogramming requested relates to the windows 10 technical refresh project. A number of other separate schemes are now also expected to take place in 2017/2018.

## Funding of the Capital Programme

4. The capital programme is funded by 3 principal sources; grants & contributions, capital receipts and borrowing.
5. Grants and Contributions fund the largest proportion of the programme, the total received in these areas in 2016/2017 was £55.707 million with the majority for Highways and Education schemes as in previous years. A total of £47.534 million of grants and contributions were used to finance the capital programme in 2016/2017.
6. As at the end of the 2016/2017 financial year £9.290 million of income has been received from Capital Receipts from the proceeds of fixed asset sales. These include general asset disposals such as the sale of airspace above London Road Park and Ride in Salisbury, Pennyfarthing House, Bowerhill Professional Development Centre and Browfort. 37 sales under the Council Housing Right to Buy (RTB) scheme have also been received. A total of £12.685 million of capital receipts were used in 2016/2017 to finance capital expenditure.
7. A total of £1.730 million in capital expenditure was financed through borrowing as at Outturn 2016/2017. Borrowing has reduced to this level due to schemes slipping into later years and larger amounts of other financing sources such as grants and contributions and receipts being available. Underspending on borrowing has a positive impact on the general fund revenue account as shown by the final £0.677 million underspend in 2016/2017 on the capital financing budget.

**Wiltshire Council**

**Cabinet**

**13 June 2017**

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**Subject: Annual Report on Treasury Management 2016/2017**

**Cabinet member: Councillor Philip Whitehead – Finance and IT**

**Key Decision: No**

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## **Executive Summary**

In accordance with the Chartered Institute of Public Finance and Accountancy (CIPFA) (the accountancy body for the public services) Prudential Code for Capital Finance in Local Authorities 2003 (The Prudential Code), the Council adopted a Treasury Management Strategy (TMS) for 2016/2017, including a set of Prudential and Treasury Indicators (PrIs/TrIs) and an Annual Investment Strategy (AIS) at its meeting on 23 February 2016. This report shows how the Council has performed against the strategy.

The Treasury Strategy was adhered to in 2016/2017; the average long term borrowing rate was 3.771%; and the return on short term investments was 0.455%.

## **Proposals**

The Cabinet is asked to consider and note:

- a) Prudential Indicators, Treasury Indicators and other treasury management strategies set for 2016/2017 against actual positions resulting from actions within the year as detailed in Appendix A; and
- c) investments during the year in the context of the Annual Investment Strategy as detailed in Appendix B.

## **Reasons for Proposals**

To give members of the Cabinet an opportunity to consider the performance of the Council against the parameters set out in the approved Treasury Management Strategy for 2016/2017.

This report is required by the Prudential Code for Capital Finance in Local Authorities and the CIPFA Code of Practice for Treasury Management in the Public Services.

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**Michael Hudson – Associate Director, Finance**

**Subject: Annual Report on Treasury Management 2016/2017**

**Cabinet member: Councillor Philip Whitehead – Finance and IT**

**Key Decision: No**

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## **1. Background & Purpose of Report**

- 1.1 In accordance with the Chartered Institute of Public Finance and Accountancy (CIPFA) (the accountancy body for the public services) Prudential Code for Capital Finance in Local Authorities 2003 (The Prudential Code), the Council adopted a Treasury Management Strategy (TMS) for 2016/2017, including a set of Prudential and Treasury Indicators (PrIs/TrIs) and an Annual Investment Strategy (AIS) at its meeting on 23 February 2016.
- 1.2 A quarterly report for the period from 1 April to 31 December 2016 was submitted to Cabinet on 14 March 2017. This report covers the whole financial year ended 31 March 2017.

## **2. Main Considerations for the Cabinet**

- 2.1 This report reviews:
  - a) PrIs, TrIs and other treasury management strategies set for 2016/2017 against actual positions resulting from actions within the year (see Appendix A); and
  - b) investments during the year in the context of the Annual Investment Strategy (see Appendix B).
- 2.2 There were no opportunities to restructure Public Works Loan Board (PWLB) loans in 2016/2017, mainly because of the continuing high level of premiums payable for early repayment.

### **Review of Prudential and Treasury Indicators and Treasury Management Strategy for 2016/2017**

- 2.3 The detail of the review is given in Appendix A. The Cabinet is asked to note that:
  - a) all action has been within the approved PrIs and TrIs;
  - b) the average interest rate for long term debt has marginally increased (from 3.769%) to 3.771%, the increase being due to the maturity of two PWLB loans, both of which were at a slightly lower rate. The amount of loans



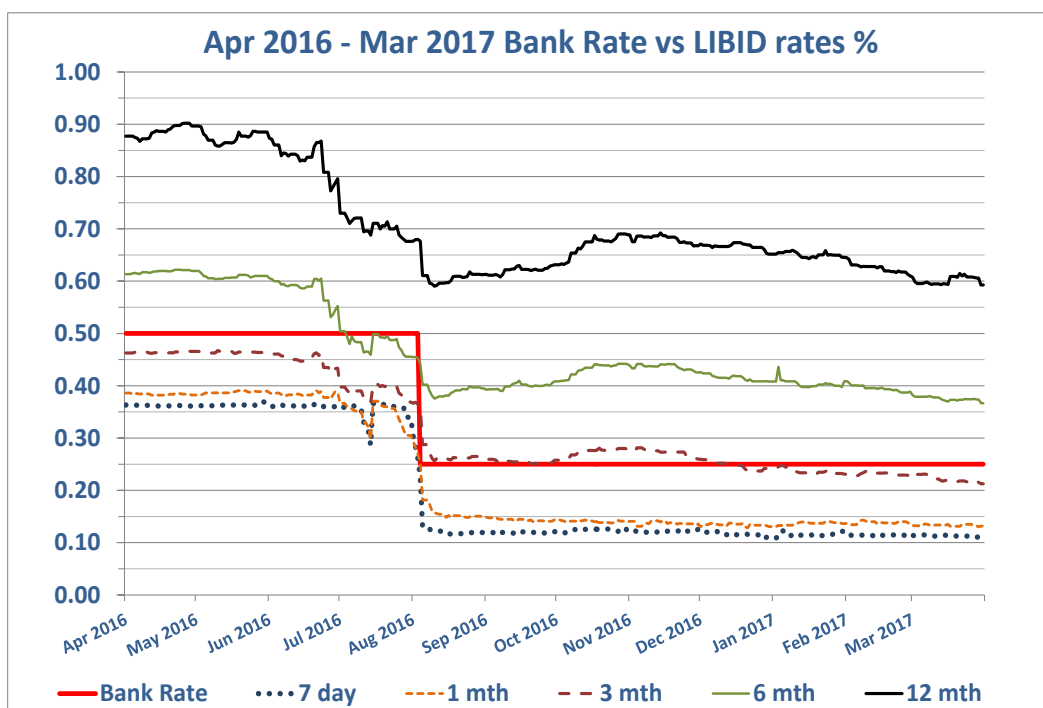
outstanding has reduced by £12 million between 1 April 2016 and 31 March 2017;

- c) short term cash deficits and surpluses were managed through temporary loans and deposits with a return on short term investments of 0.46% (a decrease from 0.56% in 2015/2016, reflecting decreases in the market during the year). This compares with the average market rate, based on the Average 3 Month LIBID Rate for 2016/2017 (London Interbank Bid Rate, i.e. the rate at which banks are prepared to borrow from other banks) of 0.32% (0.46% for 2015/2016); and

### **Review of Investment Strategy**

2.4 This review is detailed in Appendix B. The Cabinet is asked to note that:

- a) The financial year 2016/2017 continued the challenging investment environment of previous years, namely low investment returns.
- b) In August 2016 the Bank of England cut the Bank Rate for the first time since 2009 to 0.25%. Capita are currently projecting that the start of monetary tightening (when the Bank of England is expected to start raising interest rates) will occur in June 2019. However, under current market conditions this is difficult to predict.
- c) Deposit rates continued into the start of 2016/2017 at previous depressed levels, but then fell during the first two quarters, and then fell even further following the bank rate cut. The chart below details (investment) rates, as measured by the London Interbank Bid (LIBID) rate (i.e. the bid rate banks are willing to pay other banks for deposits in the London interbank market).



### **3. Safeguarding Implications**

3.1 None have been identified as arising directly from this report.

#### **4. Public Health Implications**

4.1 None have been identified as arising directly from this report.

#### **5. Corporate Procurement Implications**

5.1 None have been identified as arising directly from this report.

#### **6. Equalities Impact of the Proposal**

6.1 None have been identified as arising directly from this report.

#### **7. Environmental and Climate Change Considerations**

7.1 None have been identified as arising directly from this report.

#### **8. Risks Assessment and Financial Implications**

8.1 The primary treasury management risks to which the Council is exposed are adverse movements in interest rates and the credit risk of counterparties.

8.2 Investment counterparty<sup>1</sup> risk is controlled by assessing and monitoring the credit risk of borrowers as authorised by the Annual Investment Strategy. Appendix B of this report details action taken in 2016/2017.

8.3 At 31 March 2017, the Council's average interest rate in respect of long term debt was 3.771%.

8.4 It is also considered important to ensure that there is an even spread of loans to avoid the prospect of a number of high value loans maturing in any one year, which may need to be re-financed at a time when interest rates are high. A summary of the present loan maturity profile is shown in Appendix C (i).

8.5 Returns on short term investments have not moved significantly, mainly as a result of the volatility of the market following the 'credit crunch' starting in October 2008 and are likely to continue at near current levels for some time. The costs of borrowing for the Council have remained at similar levels because the loan profile is almost entirely at fixed maturity rates. The investment rate of return for the year was 0.46%, against the average borrowing rate of 3.771%.

#### **9. Legal Implications**

9.1 None have been identified as arising directly from this report.

#### **10. Options Considered**

10.1 The availability of any longer term investment opportunities, such as those offered by "special tranche rates", is continually monitored.

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<sup>1</sup> A Counterparty is a term most commonly used in the financial services industry to describe a legal entity, unincorporated entity or collection of entities (e.g. lender/borrower) to which an exposure to financial risk might exist.

10.2 Also any options available to provide savings from rescheduling long term borrowing are continually assessed in liaison with our treasury advisers.

## **11. Conclusion**

11.1 Cabinet is asked to note the report.

Michael Hudson  
Associate Director, Finance

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Report Author:

Stuart Donnelly, Head of Finance (Corporate) Tel: 01225 718582  
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### **Background Papers**

The following unpublished documents have been relied on in the preparation of this Report: NONE

### **Appendices**

Appendix A Review of Prudential and Treasury Indicators for 2016/2017  
Appendix B Review of Investment Strategy for 2016/2017  
Appendix C Summary of Long Term Loans, Temporary Loans and Deposits for 2016/2017

**REVIEW OF PRUDENTIAL AND TREASURY INDICATORS FOR 2016/2017**

1. Where appropriate the figures shown in this report are consistent with the PrI and TrI estimates in the Strategy for the next three years, as reviewed and reported as part of the 2016/2017 budget process.

**Prudential Indicators**

PrI 1 - Capital Expenditure

2. The table below shows the original and revised estimate of capital expenditure against the actual for the year 2016/2017:

	<b>2016/2017 Original Estimate £million</b>	<b>2016/2017 Revised Estimate £million</b>	<b>2016/2017 Actual Outturn £million</b>
General Fund	111.8	92.1	61.1
Housing Revenue Account	42.5	23.1	18.9

3. The Capital Programme has been actively managed throughout the year and the revised capital budget (capital outturn position for 2016/2017) is £80.03 million. Further breakdown of these figures is presented in the capital outturn report, elsewhere on the Cabinet agenda.

PrI 2 – Ratio of Financing Costs to Net Revenue Stream

4. PrI 2 expresses the net costs of financing as a percentage of the funding receivable from the Government and council tax payers (General Fund) and rents receivable (HRA). The net cost of financing includes interest and principal repayments for long and short term borrowing, as well as other credit-like arrangements, netted off by interest receivable from cash investments.

	<b>2016/2017 Original Estimate</b>	<b>2016/2017 Revised Estimate</b>	<b>2016/2017 Actual</b>
General Fund	8.1%	7.3%	7.2%
Housing Revenue Account	15.2%	15.0%	15.0%

5. In terms of the General Fund, slight differences between budgeted and actual costs led to a minor decrease in actual ratio when compared with the original estimate.

PrI 3 – Estimate of Incremental Impact of Capital Investment Decisions on the Council Tax

6. This indicator is only relevant during budget setting, as it reflects the impact on the Band D Council Tax, or average weekly housing rents in respect of the HRA, caused by any agreed changes in the capital budget.

#### Prl 4 – Gross Borrowing and the Capital Financing Requirement

7. Prl 4 measures the so called “Golden Rule” which ensures that borrowing is only for capital purposes.

	<b>2016/2017 Original Estimate £million</b>	<b>2016/2017 Revised Estimate £million</b>	<b>2016/2017 Actual £million</b>
CFR – General Fund	439.1	413.7	383.6
CFR – HRA	122.6	123.3	123.3
Gross Borrowing – Gen Fund	314.1	262.9	219.1
Gross Borrowing – HRA	118.8	118.8	118.8
<b>CFR not funded by gross borrowing – Gen Fund</b>	<b>125.0</b>	<b>150.8</b>	<b>164.5</b>
<b>CFR not funded by gross borrowing – HRA</b>	<b>3.8</b>	<b>4.5</b>	<b>4.5</b>

8. The Capital Financing Requirement (CFR) increases whenever capital expenditure is incurred. If resourced immediately (from capital receipts, direct revenue contributions or capital grant/contributions) the CFR will reduce at the same time that the capital expenditure is incurred, with no net increase in CFR.
9. Where capital expenditure is not resourced immediately, there is a net increase in CFR, represented by an underlying need to borrow for capital purposes, whether or not external borrowing actually occurs. The CFR may then reduce over time by future applications of capital receipts, capital grants/contributions or further charges to revenue.
10. This Prl is necessary, because under an integrated treasury management strategy (in accordance with best practice under the CIPFA Code of Practice on Treasury Management in the Public Services), borrowing is not associated with particular items or types of expenditure, whether revenue or capital
11. The difference between actual external (gross) borrowing (£219.1 million) and the CFR (CFR not funded by gross borrowing above) is capital expenditure met by internal borrowing, i.e. funded from the Council’s own funds, such as reserves and balances and working capital (an accounting term for the difference, at a point in time, between what the Council owes and what is owed to it).
12. Internal borrowing is cheaper than external borrowing (see paragraph 8.5 of the main report), however, the ability to borrow internally will depend upon the sufficiency of reserves, balances and working capital. The sufficiency needs to be monitored and projections carried out to indicate where any adverse movements are expected, that could jeopardise the Council’s cash flow position, making it necessary to replace internal with external borrowing.

#### Prl 5 – Compliance with CIPFA Code of Practice for Treasury Management in the Public Services (“The Code”)

**In the past year the Council was fully compliant with the CIPFA Code of Practice for Treasury Management in the Public Services.**

13. This Code of Practice has been complied with during 2016/2017.

**Treasury Management Indicators within the Prudential Code**

Trl 1 – Authorised Limit for External Debt

<b>Authorised Limit</b>	<b>2016/2017 £million</b>	<b>2017/2018 £million</b>	<b>2018/2019 £million</b>
Borrowing – General Fund	471.7	483.0	466.6
Borrowing – HRA	123.2	123.2	123.2
<b>Total Borrowing</b>	<b>594.9</b>	<b>606.2</b>	<b>589.8</b>
Other Long Term Liabilities	0.2	0.2	0.2
<b>TOTAL</b>	<b>595.1</b>	<b>606.4</b>	<b>590.0</b>

14. This Authorised Limit was not exceeded at any time during the year, as maximum borrowing was below the (lower) Operational Boundary.

Trl 2 – Operational Boundary for External Debt

<b>Operational Boundary</b>	<b>2016/2017 £million</b>	<b>2017/2018 £million</b>	<b>2018/2019 £million</b>
Borrowing – General Fund	460.2	471.2	455.2
Borrowing – HRA	123.2	123.2	123.2
<b>Total Borrowing</b>	<b>583.4</b>	<b>594.4</b>	<b>578.4</b>
Other Long Term Liabilities	0.2	0.2	0.2
<b>TOTAL</b>	<b>583.6</b>	<b>594.6</b>	<b>578.6</b>

15. This Trl is for gross borrowing and was set at a limit that would allow the Council to take its entire financing requirement as loans if this was the most cost effective alternative. The limit on HRA borrowing is capped in 2016/2017 at £123.2 million. The limits, which have not been exceeded during the period covered by this report, are set to anticipate expected expenditure. The maximum gross borrowing during the year being £349.9 million (£231.1 million on General Fund and £118.8 on HRA) at the beginning of the financial year up to 31 May 2016.

**Trl 3 – External Debt**

	<b>2015/2016 Actual £million</b>	<b>2016/2017 Expected £million</b>	<b>2016/2017 Actual £million</b>
Borrowing – General Fund	231.1	262.9	219.1
Borrowing – HRA	118.8	118.8	118.8
Total Borrowing	349.9	381.7	337.9
Other Long Term Liabilities	£0.2	0.2	£0.2
<b>TOTAL</b>	<b>350.1</b>	<b>381.9</b>	<b>338.1</b>

16. This Trl shows the gross External Debt outstanding at year end. The actual borrowing figure is outstanding long term borrowing as shown in Appendix C (i). Actual borrowing was less than expected at the end of 2016/2017, partially due to the reduced borrowing position as a result of not refinancing the maturing PWLB loans, together with the actual underlying borrowing requirement for capital projects being lower than anticipated.
17. As can be seen in the above table, actual General Fund Borrowing has decreased by £12 million this financial year. Two PWLB loans matured during 2016/2017, a £2 million loan in June 2016 and a £10 million loan in March 2017, neither were refinanced.

### **Treasury Management Indicators within the Treasury Management Code**

Trl 4a and 4b – Upper Limit on Fixed Interest Rate Exposures and Interest Rate Exposures, respectively

**The Council's upper limit for fixed interest rate exposure for the period 2016/2017 to 2018/2019 is 100% of net outstanding principal sums.**

**The Council's upper limit for variable interest rate exposure is 52% for 2016/2017, 54% for 2017/2018 and 56% for 2018/2019 of net outstanding principal sums.**

18. All loans and investments are at fixed rates of interest.

Trl 5 – Maturity Structure of Borrowing

<b>Limits on the Maturity Structure of Borrowing</b>	<b>Upper Limit</b>	<b>Lower Limit</b>	<b>Actuals 2016/2017 Next Call Date</b>	<b>Actuals 2016/2017 Contracted Maturity</b>
<b>Maturity Period:</b>				
Under 12 months	25%	0%	13.0%	3.0%
12 months and within 24 months	25%	0%	4.4%	4.4%
2 years and within 5 years	45%	0%	8.3%	6.5%
5 years and within 10 years	75%	0%	14.2%	14.2%
10 years and above	100%	0%	60.1%	71.9%

19. In addition to the main maturity indicators it is considered prudent that no more than 15% of long term loans should fall due for repayment within any one financial year. Using CIPFAs guidance notes, it is recommended that treasury reports show LOBOs at the next call date, however, the Code states that LOBOs should be shown in the accounts disclosure notes when “the counterparty could first require payment”. This would ordinarily be the maturity date (further details are shown in Appendix C(i)).
20. Applying the CIPFA recommendation, for the treasury report, the actual maximum percentage falling due for repayment in any one year is currently 13.2% (£44million) in 2017/2018. Through call options, the lender has the right to change the interest rate at various points, in which case the Council will repay

the loans and consider whether it needs to refinance them. In the current economic climate (where interest rates are expected to remain low for some time) they are extremely unlikely to be called.

#### Trl 6 – Total Principal Sums invested for periods longer than 364 days

21. This Trl is covered by the Annual Investment Strategy, which is detailed in Appendix B.

#### **Other Treasury Management issues**

##### **Short Term Cash Deficits and Surpluses**

22. It was agreed, as per the approved Strategy, that temporary loans and deposits would be used to cover short term cash surpluses and deficits that arise during the year. Such borrowing or investments would be made to specific dates at fixed rates, with reference to cash flow requirements. Investments have also been placed in Money Market Funds during the year.
23. All outstanding deposits are summarised in Appendix C (ii).

##### **Icelandic Bank Deposits**

24. Nothing further to report.

##### **Longer Term Cash Balances**

25. The average interest rate on present long-term debt is 3.771%, which continues to be relatively low when compared with other local authority borrowing rates.
26. Interest rate movements in the financial year have not provided many opportunities for an increased return through longer term investment of the more permanent cash surpluses, such as reserves and balances. The tight monetary conditions have continued through 2016/2017 without much upward movement in the deposit rates for all types of investments (short/medium and long term). As a result opportunities for an increased return by longer term investment of the more permanent cash surpluses, such as reserves and balances have been limited.



**REVIEW OF INVESTMENT STRATEGY FOR 2016/2017**

1. All investments of surplus cash balances were placed to ensure:
  - a) the security of capital, deposits only being placed with financial institutions which met the high credit ratings laid down in the approved Strategy;
  - b) the liquidity of investments, all deposits being placed for fixed periods at fixed rates of interest; and
  - c) all such investments were in sterling and in “Specified Investments”, as prescribed in the DCLG Guidance on Local Government Investments (the “Guidance”).
2. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.
3. Details of the deposits outstanding at the end of the year, totalling £57.582 million, are shown in Appendix C (ii). These deposits represent the Council’s reserves both long term, such as the PFI and Insurance funds, and short term such as creditors or payments in advance.
4. Subject to the cash position, available opportunities to invest in longer term investments, up to 12 months, were taken during the year, taking advantage of marginally higher interest rates available for the longer maturity period, where appropriate and within the minimum requirements set out in the Treasury Strategy. These are shown within general deposits in Appendix C (ii).
5. The Council contracts with a treasury adviser, regularly reviewing credit ratings of potential organisations and their respective country's ratings, together with other 'tools' used to assess the credit quality of institutions such as credit default swaps. The Council uses this information to assess institutions with which it may place deposits or from which it may borrow, including interest rate forecasts for both borrowing and investment, together with setting a 'benchmark' borrowing rate. The Council's investment policy is 'aimed' at the prudent investment of surplus cash balances to optimise returns whilst ensuring the security of capital and liquidity of investments. However, the Council, like any other organisation, can be exposed to financial risk, which is negated as far as possible by the aforementioned measures.

**SUMMARY OF BORROWING AND INVESTMENTS 2016/2017****Summary of Long Term Borrowing 2016/2017****Maturity Profile of Borrowing at 31 March 2017**

Year	Amount (£m)					Percentage of Fund (%)		Average Rate (%)	
	PWLB	Market Loans (LOBOS)		Total		Next Call Date	Contracted Maturity	Next Call Date	Contracted Maturity
		Next Call Date	Contracted Maturity	Next Call Date	Contracted Maturity				
(A)	(B)	(C)	(A) + (B)	(A) + (C)					
0 – 5	54.810	40.000		94.810	54.810	28.1	16.2	3.30	2.47
6 – 15	92.623			92.623	92.623	27.4	27.4	3.51	3.51
16 – 25	64.000			64.000	64.000	18.9	18.9	3.94	3.94
26 – 50	65.500	15.000	51.000	80.500	120.500	23.8	35.7	4.46	4.45
Over 50	0.000	6.000	10.000	6.000	6.000	1.8	1.8	4.21	4.21
<b>Totals</b>	<b>276.933</b>	<b>61.000</b>	<b>61.000</b>	<b>337.933</b>	<b>337.933</b>	<b>100.0</b>	<b>100.0</b>	<b>3.77</b>	<b>3.77</b>
<b>Average Period to Maturity (Years)</b>								<b>20.11</b>	<b>22.37</b>

The CIPFA Guidance Notes on Treasury Management in the Public Services recommends that the Treasury Management Strategy Reports include LOBO loans (Lender Option Borrower Option) at the earliest date on which the lender can require payment, deemed to be the next 'call date'. At that date the lender may choose to increase the interest rate and the borrower (the Council) may accept the new rate or repay the loan (under the current approved Treasury Management Strategy, the Council would repay the loan). Whether or not the lender chooses to exercise their right to alter the interest rate will depend on market conditions. Current market conditions, where interest rates are predicted to remain low for some time, indicate that it is highly unlikely that lenders will call the loans in the immediate future.

The alternative method of determining the maturity profile of LOBO loans, based on contracted maturity, is used in the 2016/2017 Statement of Accounts.

The table above includes the maturity profiles using both the earliest date on which the lender can require payment and the contracted maturity dates.

**Summary of Deposits 2016/2017****Deposits Outstanding at 31 March 2017**

Borrower	Amount £m	Terms	Interest Rate (%)	Capita Credit Rating
Barclays	8.000	Fixed to 18/04/2017	0.25	Red – 6 months
Lloyds	5.000	Fixed to 18/04/2017	0.45	Red – 6 months
Nationwide BS	8.000	Fixed to 03/07/2017	0.36	Red – 6 months
National Bank of Qatar	8.000	Fixed to 14/08/2017	0.66	Orange – 12 months
Bank of Abu Dhabi	8.000	Fixed to 14/09/2017	0.48	Orange – 12 months
DBS Bank	8.000	Fixed to 18/09/2017	0.43	Orange – 12 months
HSBC	0.900	Overnight	0.10	Orange – 12 months
Ignis MMF	11.662	No fixed maturity date	0.28	AAA
Various MMFs	0.020	No fixed maturity date	0.21-0.27	AAA
<b>Total</b>	<b>57.582</b>			

Investments held have decreased by £20.0million between the end of December 2016 (as reported in the previous quarter end report) and the end of March 2017. This is due to changes in cashflows (decreased receipts/increased payments) and the repayment of a PWLB loan for £10million which was not refinanced.

The cash position is constantly reviewed to ensure that the Council maintains an appropriate level for daily cashflow purposes. The differences in investment levels as the year progressed is shown in the table below.

	31/03/16 £m	30/06/16 £m	Change £m	30/09/16 £m	Change £m	31/12/16 £m	Change £m	31/03/17 £m	Change £m
Total Deposits Outstanding	27.371	56.250	28.879	58.314	2.064	77.572	19.258	57.582	-19.990

**Temporary Loans Outstanding at 31 March 2017**

There were no temporary loans outstanding at the end of 2016/2017.

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## Wiltshire Council

### Cabinet

20 June 2017

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**Subject:** Wiltshire Council Draft Business Plan 2017-2027

**Cabinet Member:** Baroness Scott of Bybrook OBE, Leader

**Key Decision:** Yes

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### Purpose of Report

1. This is a covering report for the council's draft Business Plan for 2017-27. The Business Plan sets the council's overarching strategy for the next ten years. Its purpose is to enable the Corporate Leadership Team to lead and manage the organisation to achieve the priorities and objectives set by elected members.

### Proposal

2. Cabinet is asked to:
  - Agree to seek feedback on the draft Business Plan from Overview and Scrutiny and other key partners;
  - Agree to review feedback at its next meeting on 3 July, in preparation for a final draft to be considered at Full Council on 11 July 2017.

### Background

3. The Business Plan is an important document which sets the council's strategic direction, priorities and key actions.
4. Wiltshire Council approved its [first business plan](#) and supporting [financial plan](#) (2011-15) in February 2011. The [second business plan](#) for 2013-17 was agreed at the start of the council's second term.
5. A draft Business Plan for 2017-27 is attached as Appendix 1. It continues to build on and extend the vision, goals and achievements from previous business plans – and to reflect the priority areas following the recent elections.
6. The new draft Business Plan has been prepared to reflect:
  - the significant external challenges and changes that the council will face over the coming years; and,
  - changes to the way the council will have to operate to manage these challenges.

## Main considerations for Cabinet

7. The draft Business Plan is split into three main sections:
  - The vision of strong communities, is underpinned by three priorities of growing the economy; strong communities; and protecting the vulnerable. Under each of the priorities, goals set out the actions and what will be different in the future.
  - An explanation of what we will do – above and beyond business as usual - to deliver our goals, together with an explanation of why the goals are important and the challenges that need to be managed.
  - How we will do business – Wiltshire Council's approach to managing change and ensuring an innovative and effective, healthy, high-performing organisation, working with partners and communities. This includes a focus on digitisation, commercialisation and the One Wiltshire Estate programme.
8. The new business plan will shape a portfolio of work to improve how we deliver services for communities and businesses across Wiltshire. There will be changes to our services, including an increased focus on prevention and early intervention, to reduce demand for some of our services - so people get help as early as possible to prevent problems escalating.
9. Alongside this we will integrate health and social care to meet the increasing demand for care services. There is also a need to work closer with our partners on public protection and for greater personalisation of care and safeguarding services, focused on the needs of families and individuals.
10. We will work with our communities to encourage them to do more for themselves including the transfer of assets and services and enabling greater digital access to all services – 24/7, on line, digital by choice.
11. We will continue to build on the One Public (Wiltshire) Estate work, working with partners to be an innovative and effective council with more joined up working and sharing of resources with police, fire, health and other key partners.
12. Close working with local businesses and neighbouring authorities will continue to be important to deliver development and high skilled employment for the county. As will be the drive to have high quality schools, Further Education and Higher Education provision, good roads, transport networks and employment sites, as well as sufficient housing and clean, attractive and safe environments.
13. The draft Business Plan articulates a framework to ensure the council delivers and is flexible and responsive. This includes:
  - An approach to delivering the council's services through eight 'innovative and effective council' themes. Multi-year service plans will be developed

- reflecting these themes and updated on an annual basis;
- A financial model which is updated quarterly as part of the budget monitoring and setting process and a performance model which reports to cabinet quarterly.

### **Safeguarding considerations**

14. The draft plan identifies '**protecting the vulnerable**' as one of the three priorities for Wiltshire, with goals for ensuring early intervention, seamless care and care that puts people in control.

### **Public health implications**

15. The draft plan identifies '**strong communities**' as one of the three priorities for Wiltshire, with goals for personal wellbeing, community wellbeing and safe communities. This recognises that investment in public health can play an important preventative role and reduce costs in services (including those of our partners).

### **Environmental and climate change considerations**

16. The draft plan identifies '**growing the economy**' as one of the three priorities, with goals for transport, housing and environment and highly skilled jobs. These include actions to tackle congestion, ensure development takes place where needed and deliver sustainable tourism.

### **Equality Analysis of the Proposal**

17. The draft plan continues to identify protecting the most vulnerable in our communities as a key priority for the council.
18. The equality implications of the council's major long-term strategies, programmes and plans have already been approved and were taken into consideration in developing the draft plan and equality analysis will be undertaken for new proposals as these are developed.

### **Financial Implications**

19. The appendix to the Business Plan sets out the financial assumptions for the next four years, drawing on the recent four-year budget deal for the county

### **Legal Implications**

20. The Policy Framework of the Council's constitution makes clear that it is a function of full council to approve the Business Plan.

### **Next steps**

21. A draft of the Business Plan will be prepared for consideration at Cabinet on 3 July, incorporating feedback from scrutiny and partners. Full Council will consider a new draft on 11 July.
22. The consultation and communications timetable is as follows:

1 June	Heads of Service briefed on the draft plan, invited to make comment, and asked to discuss draft plan with their staff at team meetings
20 June	Cabinet meeting
21 June	Overview and Scrutiny
30 June	Discussion with partners on Wiltshire Public Services Board
3 July	Cabinet meeting
11 July	Full Council
12 July	Final design version of business plan to be published online and an easy-read version to be produced
12 July	Media briefing/launch of new plan
12 July	Business plan to be issued to all staff and members electronically
13 July	Managers' Forum – update to Heads of Service. HoS to be asked to continue discussing with their teams
November	Business plan will be the focus for interactive staff engagement forums in Trowbridge, Chippenham and Salisbury

**Dr Carlton Brand**  
Corporate Director

**Carolyn Godfrey**  
Corporate Director

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Date of report: 12 June 2017

Background Papers

None

Appendix:

Draft Business Plan



### **Introduction**

Wiltshire is a thriving county that enables and positively encourages healthy living in strong, inclusive and prosperous communities. We are proud of our heritage and for having a strong community spirit where people in communities come together to support each other, take part in events and activities, and take responsibility for what matters to them. That is what makes us unique and it's at the heart of everything we do.

### **Our vision is to create strong communities in Wiltshire**

Over the last decade the council, with its public and voluntary sector partners, has improved people's lives and helped businesses to develop and relocate in Wiltshire. Looking ahead to the next decade, we plan to continue that success. This business plan sets out our priorities and how we will deliver them working closely with local communities and partners; as well as investing in technology to make it easier for residents and businesses to engage with us and resolve matters more quickly. The following pages set out in more detail the goals that underpin our priorities and how we will deliver them. Our key priorities are:

#### **Growing the economy**

We want to continue sustainable growth in our communities, and grow the skills of the local workforce so that we can continue to attract and retain high value businesses in Wiltshire. To do that we also recognise we need to have high quality schools, colleges and Higher Education provision, good transport networks and employment sites, as well as sufficient housing in clean, safe and attractive environments.

#### **Strong communities**

We want people in Wiltshire to be encouraged to take responsibility for their well-being, build positive relationships and to get involved, influence and take action on what's best for their own communities - we want residents to succeed to the best of their abilities and feel safe where they live and work.

#### **Protecting those who are most vulnerable**

We want to build communities that enable all residents to have a good start in life, enjoying healthy and fulfilling lives through to a dignified end of life. We will provide people with the opportunities and skills to achieve this by investing in early intervention, prevention and promoting community inclusivity. Where care is needed, health and social care will be delivered seamlessly to the highest standards. For the most vulnerable we will work with closely health and the voluntary sector to provide appropriate, local, cost efficient and good quality care packages, support and facilities.

#### **An innovative and effective council**

Looking ahead, we must continue to be innovative in how we work. Doing things differently means that some difficult decisions will need to be made – these may not always be universally popular – but they will be necessary so that the rising demand for some services can be met. We will also focus on generating income by adopting a more commercial approach in what we do and seizing the opportunity to work with businesses for mutual benefits. By working closely with communities, businesses and public sector partners we can achieve so much more and together we can make Wiltshire an even better place to live, work in and visit.

We will continue to make Wiltshire a special place where communities are strong, more connected and able to cope with any challenges they face.

Baroness Scott of Bybrook OBE, Leader, Wiltshire Council

# Wiltshire Council Business Plan 2017-2027

*Our vision is to create strong communities*

**Our priorities are:**

<b>Growing the Economy</b>	<b>Strong Communities</b>	<b>Protecting the Vulnerable</b>
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**Our goals are:**

<p><b>Highly Skilled Jobs (Employment)</b> I can develop my skills &amp; get a good job</p> <ul style="list-style-type: none"> <li>- Good schools results</li> <li>- More apprenticeships and improved access to Further and Higher Education</li> <li>- More businesses start-up, grow &amp; invest in Wiltshire</li> <li>- More sustainable tourism and rural jobs</li> </ul>	<p><b>Community wellbeing (Localisation)</b> I can get involved and influence locally</p> <ul style="list-style-type: none"> <li>- Strong community leadership</li> <li>- More services &amp; assets devolved to parish councils &amp; community groups</li> <li>- More Neighbourhood Plans</li> <li>- More volunteers and work with VCS</li> <li>- High recycling rates &amp; reduced litter</li> <li>- Military &amp; Civilian communities are well integrated</li> </ul>	<p><b>Early Intervention (Prevention)</b> I get the help I need as early as possible</p> <ul style="list-style-type: none"> <li>- Proactive Early Help &amp; Children's Centres' services.</li> <li>- Schools that help all pupils achieve</li> <li>- Reduced social isolation &amp; loneliness</li> <li>- Improved mental health</li> <li>- Increased support for carers</li> </ul>
<p><b>Housing and Environment (Development)</b> I live in a good home I can afford</p> <ul style="list-style-type: none"> <li>- More affordable homes to rent &amp; buy</li> <li>- Development where it is needed (implementation and review of core strategy)</li> <li>- Successful return of the British Army from Germany to Wiltshire</li> <li>- Public land released for homes &amp; jobs</li> </ul>	<p><b>Safe Communities (Protection)</b> I feel safe</p> <ul style="list-style-type: none"> <li>- Good regulation and consumer protection</li> <li>- Reduction in Anti Social Behaviour</li> <li>- Reduction in substance misuse</li> <li>- Reduced road casualties</li> <li>- Reduced risk of floods</li> </ul>	<p><b>Joined up Health &amp; Care (Integration)</b> I receive seamless care</p> <ul style="list-style-type: none"> <li>- One service for health and social care</li> <li>- Improved outcomes for children with a disability and care leavers</li> <li>- Improved support for those with Mental Health or Learning Disabilities</li> <li>- More social workers embedded with NHS teams</li> <li>- Targeted support for complex cases</li> </ul>
<p><b>Transport and Infrastructure (Access)</b> I can get around and access good services</p> <ul style="list-style-type: none"> <li>- Road infrastructure is improved</li> <li>- New infrastructure to support housing &amp; employment growth</li> <li>- Improved strategic roads &amp; rail</li> <li>- Accessible public transport services</li> <li>- Regeneration of town centres</li> <li>- More areas with fast broadband</li> </ul>	<p><b>Personal wellbeing (Prevention)</b> I can take responsibility for my wellbeing</p> <ul style="list-style-type: none"> <li>- Healthier population</li> <li>- Good countryside access and cycling and walking opportunities</li> <li>- Improved leisure provision through new campuses &amp; community hubs</li> </ul>	<p><b>Empowering &amp; Safeguarding Families and Individuals (Personalisation)</b> I get the right care, right place, right time</p> <ul style="list-style-type: none"> <li>- Services put you in control</li> <li>- Agencies work together to safeguard</li> <li>- Looked after children are safe &amp; well</li> <li>- Suitable accommodation in place for vulnerable younger and older people</li> <li>- Care is at or as close to home as possible</li> </ul>

## Working with partners as an innovative and effective council

<p><b>Community Involvement</b> Robust decision making which is open, inclusive, flexible and responsive</p>	<p><b>Commercialism</b> An efficient, commercial and long term approach with an increase in trading of our services and £45m savings by 2021.</p>	<p><b>People</b> An outstanding workforce with a can-do attitude - supported through clear career paths, talent management and learning and development</p>	<p><b>Change</b> Transforming services through systems thinking, underpinned with a rigorous programme approach.</p>
<p><b>One Wiltshire Estate</b> Shared estate with public partners and a strategic, commercial approach.</p>	<p><b>Digital</b> Use of dynamic, digital technology and shared records with partners.</p>	<p><b>Performance</b> A focus on customers and delivering good outcomes</p>	<p><b>Delivering together</b> Designing services with communities; considering new delivery models and joint commissioning with partners</p>

### Delivering our priorities

This business plan outlines the priorities of the elected councillors in Wiltshire and how these will be delivered in the coming years. For each of the three main priorities, a set of goals are outlined which will be the basis for measuring our success. These goals describe what will be different in future.

For each goal set out in the diagram, actions describing how we will deliver each goal are provided in this plan. The council currently provides more than 300 services – everything from pre-birth through to the registration of a death - so these actions do not describe everything that we do, but the additional activity and what will be done differently, to deliver each goal is described.

Our overall vision to deliver strong communities continues, but there will be some changes to our services, including:

- An increased focus on **prevention** and **early intervention** to reduce demand for some of our services - so people get help as early as possible to prevent problems escalating
- More **localisation** by passing assets and services to local towns, parishes and community groups to deliver
- **Integration** of health and social care to help meet the increasing demand for care services
- Greater **personalisation** of care and safeguarding services, focused on the needs of families and individuals
- Closer working with Wiltshire Police and Dorset and Wiltshire Fire and Rescue Service on public **protection**

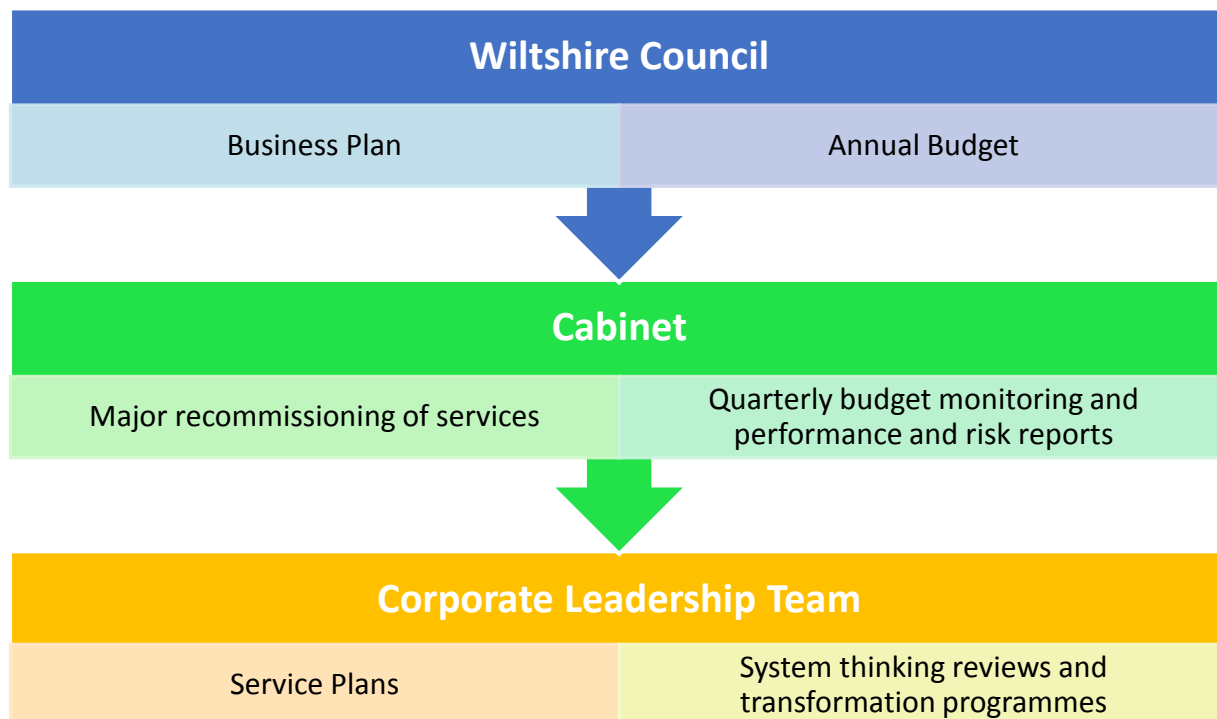
Working with local businesses and neighbouring authorities will be important to deliver new **development** and high skilled **employment**. A strong and sustainable economy across Wiltshire is vital for delivering other priorities. Wiltshire Council will:

- Enable greater **digital** access to all services so that more of our services are automated and customers can book, pay and do online when they want to; 24/7
- Focus more on **commercialisation** of its services (maximising every opportunity to generate income and operate in a more business like way)
- Build on the **One Wiltshire Estate** work sharing resources and assets with the NHS, Fire and Police and other public sector partners
- Continue to involve **communities** and encourage them to do even more for themselves

The challenges we face will continue - these include:

- Financial challenge – we need to make £45m of savings by 2021 – and this will mean some difficult decisions for the new council
- Increasing demand (accounting for an ageing population and other factors) – prevention, early intervention and integration will be essential to address this
- Continuing to safeguard those who are most vulnerable, and manage the increasing costs

To meet these challenges, we will develop transformation programmes to cover the areas highlighted above. Alongside these programmes, service areas will set out their plans to transform these services against a backdrop of constrained resources (covering all the elements of how as an innovative and effective council we will work with our partners). The service plans will be updated annually, signed off by the Corporate Leadership Team, and used to inform the annual budget setting agreed by full council. Progress reports on finance, risk and performance will be provided quarterly to cabinet. Cabinet will also sign off on the re-commissioning of services in line with these plans, wherever necessary. This approach builds on the progress we have made since becoming a unitary authority in 2009, and is a vital way to ensure open democratic oversight and accountability of how we plan ahead and continue to make the best use of our resources.



**? What will this Business Plan mean for me?**

*'As a young person, I get the help I need as early as possible, I go to a good school, can make good choices and am kept safe'.*

*'As an adult or family, I find it easy to get around and access services, live in a good home and have a good job. I can get involved in issues that are important to my local community'*

*'As an older person, services are tailored to me and joined up with the NHS where appropriate'*

*'As an employee I understand how my role fits in delivering the council's vision and priorities. What I do is helping to make communities stronger and more able to cope and do things for themselves. This means our resources; including me, can be focused on helping those who are most vulnerable'.*

*'As a newly elected unitary councillor, this plan has provided clarity of where the council is heading and what's important to Wiltshire. I have a better understanding of the priorities and where the council's resources need to be allocated to deliver these'.*

**Growing the Economy**

**Highly Skilled Jobs (Employment)**

*“I can develop my skills and get a good job”*

**Why is this important?**

We know that to create a thriving local economy we need to continue to create and safeguard jobs. We also need a workforce with the right skills to ensure we keep unemployment figures below the national average, provide the skills that Wiltshire businesses need, and encourage more young people in the work place. We have had some success at this – in the last 9 months of 2016 over 2000 jobs were created; 1600 businesses supported, 62 start-ups supported and 4000 people supported with training and skills development.

**What are the challenges?**

There is an ongoing need to ensure that we have enough school places in ‘good’ or ‘outstanding’ schools whether these are local authority schools or academies. 96% of children in Wiltshire are currently in good or outstanding schools and there is a need to continue to champion educational excellence so that all children achieve their potential.

The Apprenticeship Levy begins in 2017, and provides an opportunity to work with local employers to further increase apprenticeships. Currently, 2.7% of our young people are not in education, employment or training. Relatively low progression rates to Higher Education, given the lack of a university within Swindon and Wiltshire, also needs to be addressed alongside higher level skills gaps in priority sectors (such as Science, Technology, Engineering and Maths).

Goal	What we will do
<b>Good schools’ results</b>	Promote high educational standards for all children, working closely with education providers, schools, colleges and academies. This will be through securing new schools for a growing population, improvement advice, brokering school to school support and wider partnerships and providing support for leaders and governors.
<b>More apprenticeships and improved access to Further and Higher Education</b>	<p>Increase local provision of Higher Education (HE) facilities and courses, increasing progression at 18 into HE. Encourage progression from Level 3 to Level 4, growing higher level skills across the county.</p> <p>Support schools, Further Education (FE) sector, Higher Education Institutions (HEIs) and training providers to increase participation in education, training and employment. Develop the Swindon and Wiltshire Enterprise Advisor Network, linking schools with local businesses to improve employability and aspirations.</p> <p>Deliver an Apprenticeship Growth Plan for Wiltshire in partnership with schools, training providers and employers. Grow Higher and Degree Level Apprenticeships.</p> <p>Support military returners and leavers.</p>
<b>More businesses start-up, grow and invest in Wiltshire</b>	Use £70m secured for Wiltshire and Swindon as part of the Growth Deal to grow the skills base and support business growth and develop the life sciences cluster, high value jobs & commercial opportunities. Continue initiatives such as Wiltshire Business Support Service; The Enterprise Network; Business Wiltshire and Wiltshire 100.
<b>More sustainable tourism and rural jobs</b>	Support and assist local businesses with marketing Wiltshire appropriately for tourism; and protect and enhance the environment to encourage sustainable tourism.

**Housing and Environment (Development)**

*“I live in a good home that I can afford”*

**Why is this important?**

Improving housing supply is critical for ensuring people can live and work locally and play an active part in their community. The core strategy for Wiltshire states that at least 42,000 homes need to be built between 2006 and 2026. In the first 10 years, just under 20,000 homes have been built, with 1731 built in 2015/16. We will use our duties and powers to ensure development takes place where needed, while minimising impact on the environment and securing enhancement wherever possible.

**What are the challenges?**

Getting enough housing in the right places, with jobs nearby, whilst ensuring it is affordable and respecting the environment, requires a careful balance. With house prices in Wiltshire now roughly 11 times the local income the ability to access affordable housing is increasingly important. Currently, there are around 1900 families on the social housing register and welfare reforms (such as the roll out of universal credit and a benefit cap) may make it more difficult for some individuals and families to access good quality housing. The relocation of 4,000 additional Army personnel and their dependents to the Salisbury Plain area by 2019 is important for Wiltshire. We are proud to be a military county and we are actively planning and preparing for the return of these troops from Germany.

The continuing financial pressures means there is a need for all public-sector organisations to review and rationalise their estate – freeing up land to deliver new homes, jobs, capital investment, environmental enhancements and improved services.

<b>Goal</b>	<b>What we will do</b>
<b>More affordable homes to rent and buy</b>	Implement a new Housing Strategy  Make best use of existing stock - return long-term empty homes to use, make adaptations for disabled and older people, and remodel accommodation to ensure that it meets current housing needs  Increase the supply of and access to affordable housing by working in partnership with developers and Registered Providers (social landlords)  Work with the private sector to improve delivery and access to private sector housing, including rent to buy.
<b>Development where it is needed</b>	Continue to implement the Wiltshire Core Strategy – achieving targets for housing development and employment land in each community area across Wiltshire (enabling more people to live closer to work)  Undertake a review of the strategy to update Development Plan policy documents.
<b>Successful return of the British Army from Germany to Wiltshire</b>	Continue to implement the Army Basing Programme through the Wiltshire Military-Civilian Integration (MCI) Partnership; ensuring the right infrastructure and sufficient places in local schools, GP surgeries and other services.
<b>Public land released for homes and jobs</b>	Identify publicly owned assets and estates for release through the One Wiltshire Estate Partnership  Bid for further funding from the One Public Estate Programme to accelerate delivery of homes and jobs on surplus public land, including former MoD sites

**Transport and Infrastructure (Access)**

*“I can get around and access good services”*

**Why is this important?**

In Wiltshire, we have ambitious plans to grow the local economy in a sustainable way. We want people to be able to get around easily and access good services, including through digital channels. This requires investment and the outcome of this investment is vital for the future prosperity of the county.

**What are the challenges?**

Part of addressing this challenge is tackling the historic maintenance backlog on the roads. Whilst this has, and continues to be reduced (241km of roads were repaired in 2015/16), more investment is needed to bring the county’s roads to an acceptable state. Alongside this, there is increasing congestion and several ‘pinch points’ on the road network; and new infrastructure is required to unlock future growth in housing and employment.

The rural nature of much of Wiltshire can make access to towns for jobs and services difficult for some residents. Demand for public transport is likely to increase based on the growth in the ageing population and this will become more important in helping to tackle issues such as social isolation (along with other measures such as encouraging walking and cycling in the local community). Around 50% of all bus service mileage in Wiltshire is fully funded by the council on the basis that it supports wellbeing by reducing social isolation and supports employment for people in rural areas; and would not otherwise be operated. Alongside this, 40% of business premises in Wiltshire have been helped to access superfast broadband where it may not have been commercially viable - but parts of the county still cannot access superfast broadband. The changing way that people shop is altering the nature of many town centres.

<b>Goal</b>	<b>What we will do</b>
<b>Road infrastructure is improved</b>	Improve asset management and use of investment to improve the condition of Wiltshire roads (implementing our Highways Asset Management Strategy)  Promote and further develop the MyWiltshire app to improve and increase the reporting of issues.
<b>New transport infrastructure to support housing and employment growth</b>	Bid in further rounds of government funding (which will be a competitive process and require project development and assurance work) to build on the success to date and deliver the Swindon and Wiltshire Strategic Economic Plan.  Explore funding sources and secure planning obligations to fund new infrastructure; and put in place supply chains capable of the timely delivering of new infrastructure.
<b>Improved strategic roads and rail</b>	Promote with Department for Transport and Highways England improvements to the A303 and North-South connectivity across Wiltshire  Develop and deliver a rail strategy promoting more local services; and the regeneration of rail stations.
<b>Accessible public transport services</b>	Fund public transport provision through the income generated on council owned car parks.
<b>Regeneration of town centres</b>	Work with town and the city councils to pursue regeneration opportunities at Bowyers and East Wing sites in Trowbridge, Chippenham Station and the Maltings and Central Car Park in Salisbury (amongst others).
<b>More areas with fast broadband</b>	Invest in Wiltshire Online to support the government’s 95% coverage target for superfast broadband in 2017 and 100% thereafter.

**Strong Communities**

**Community wellbeing (Localisation)**

*"I can get involved and influence locally"*

**Why is this important?**

We want to make it easy for everyone to participate and engage in their community and in public services and decisions that will affect their local areas. We want to help communities and local organisations to experiment with new innovative solutions to local issues. We will build on our existing local working in area boards and with parish and town councils to devolve services to local areas. Similarly, thousands of volunteers provide support improving Rights of Way, maintaining countryside sites and the local environment and supporting the library service – amongst many other things! We want to support these volunteers and develop new opportunities for more volunteers to get involved.

**What are the challenges?**

Neighbourhood planning gives communities a greater say on the future development of their area. As of April 2017, 9 neighbourhood plans have been ‘made’ in Wiltshire and 50 additional neighbourhood areas designated, enabling plans to be prepared. Supporting local communities on issues such as fly-tipping and littering, which are costly to address, is also important. There were 2,700 reports of fly-tipping in 2015/16 and 2300 enforcement actions. Currently around 45% of household waste is recycled. And with the increase in military numbers in Wiltshire due to army basing there is an even greater need to ensure military and civilian communities are well integrated.

Goal	What we will do
<b>Strong community leadership</b>	Work with the Boundary Commission to ensure that divisions reflect local community interests and identities and deliver effective local government.  Review area board arrangements and support community-led action planning with information, project banks and grants. Support Community Area Transport Groups with additional substantive schemes and build on the programme of devolving funding for services such as youth activities, health and wellbeing.
<b>More services and assets devolved to parish councils and community groups</b>	Develop a new Asset and Service Devolution and Community Asset Transfer Policy; and a process for prioritising further town-based packages for transfer, based on the approach with Salisbury City. This is likely to include the larger towns and some of the smaller towns in the first phase.
<b>More Neighbourhood Plans</b>	Support parish and town councils to progress their Neighbourhood Plans, particularly those seeking to provide more housing.
<b>More volunteers and work with the Voluntary Sector</b>	Develop further volunteering opportunities through a volunteering strategy. Work with the Voluntary and Community Sector (VCS) according to the principles of the Wiltshire Compact and develop a new VCS strategy
<b>High recycling rates and reduced litter</b>	Increase opening hours at household recycling centres, where appropriate; deliver a new waste contract and recycling collection service; and support community initiatives such as litter picks and activities that reduce waste.
<b>Military and civilian communities are well integrated</b>	Promote the community covenant and deliver additional projects funded with Armed Forces Covenant Grants. Work to embed military representation on the relevant area boards and school governing bodies; and improve public access to MoD sports facilities. Ensure military personnel, their dependents and veterans suffer no disadvantage in access to services compared to the local population.



**Safe Communities (Protection)**

*“I feel safe”*

**Why is this important?**

Wiltshire is one of the safest counties in England. However, a range of factors contribute to how safe we feel. For example, whilst fewer people have experienced or witnessed anti-social behaviour in recent years, the perception that there is a high level of anti-social behaviour has not fallen.

**What are the challenges?**

New challenges for consumer protection include the rise of the online economy and the ‘Internet of things’ resulting in potential for fraud and identity theft. Whilst overall illegal drug use has fallen in recent years, and is expected to continue doing so, cannabis use amongst children is high in comparison with other areas.

On our roads, each fatality or injury results in financial losses and impacts on well-being of people. The number of fatal or serious collisions on Wiltshire maintained roads reduced by 5% in the most recent set of figures.

In addition to this there is climate change, with more extreme weather expected in future years, and an ongoing need to ensure good plans are in place to manage any infectious disease outbreak or major transport incident.

<b>Goal</b>	<b>What we will do</b>
<b>Good regulation and consumer protection</b>	<p>Work with enforcement agencies to identify and shut down abusers of new technologies.</p> <p>Explain workers’ and consumers’ rights as legislation catches up with the changes in the economy.</p> <p>Ensure a proportionate approach in developing the night-time economy.</p>
<b>Reduction in Anti-Social Behaviour</b>	<p>Work in partnership with the police, communities, and the youth offending team to reduce anti-social behaviour through provision of diversionary activities.</p>
<b>Reduction in substance misuse</b>	<p>Promote sensible alcohol consumption including providing challenges such as ‘Dry January’ and risky behaviours work with schools</p> <p>Invest in rehabilitation support.</p>
<b>Reduced road casualties</b>	<p>Target road safety campaigns at the most at risk groups including school children.</p> <p>Improve road conditions to improve safety, and implement road safety improvement schemes to reduce casualties by 40% by 2020 (from the levels of those killed or seriously injured in 2005).</p>
<b>Reduced risk of floods and other threats</b>	<p>Consideration in planning decisions and highways work to implement the appropriate levels of drainage.</p> <p>Work with partners to ensure that emergency and recovery plans are in place and are regularly tested.</p> <p>Implement capital schemes to reduce the risk of flooding to properties.</p>

**Personal wellbeing (Prevention)**

*“I can take responsibility for my wellbeing”*

**Why is this important?**

We want to help communities become more active and self-reliant by doing things ‘with’ them, rather than ‘to’ them. Supporting people of all ages to take responsibility for their own physical and mental wellbeing is vital. This involves promoting informed choices about smoking, drugs, alcohol, sexual health, healthy eating and exercise, as well as providing opportunities for participation in clubs and activities to combat social isolation and loneliness. Inactivity and ill-health have implications not only for the individual but for the wider community; as well as a significant financial cost for public services – so tackling this is imperative.

**What are the challenges?**

Two thirds of the local population are currently overweight and there is a need to do all we can to provide the right environment and infrastructure to prompted more active and healthy living. Leisure facilities play a role. Last year there were over 3.5 million visits to Wiltshire Council leisure centres and initiatives such as free swimming for under 16s in the school holidays encouraged increased participation. The leisure infrastructure does however need maintaining and further investment. Similarly, while most of the adult population does not smoke, 28% of the military and 27% of routine and manual workers do still smoke. Smoking remains the greatest preventable risk to our health and in 2016, 56% of those who aimed to quit smoking were supported successfully.

Goal	What we will do
<p><b>Healthier population</b></p>	<p>Deliver the Joint Health and Wellbeing Strategy and related strategies (such as the Obesity Strategy), working in partnership to move the focus from reactively supporting people’s health needs to prevention of ill health and early intervention (e.g. through NHS Health Checks, health trainers and Active Health services).</p> <p>Work with employers to deliver workplace health initiatives and work with schools to implement the Healthy Schools Programme for improved physical and emotional health.</p> <p>Work with communities to encourage and facilitate activities such as participation in the Big Pledge and Big Spring Clean; and to increase the number of smoke free play parks so Wiltshire can become smoke free.</p>
<p><b>Good countryside access and cycling and walking opportunities</b></p>	<p>Promote our footpath toolkit to support volunteers, walking groups and countryside events. Promotion of events such as park runs.</p> <p>Invest in cycle paths and parks and incorporate in new developments. Support local decision makers with tools to address environments that create weight gain.</p>
<p><b>Improved provision through campuses, sports and leisure centres and community hubs</b></p>	<p>Deliver new campuses in Pewsey and Melksham and new community hubs in Devizes and Royal Wootton Bassett (that reflect the success of the Calne Community Hub); and work with Sport England to ensure local communities have appropriate overall access to public and private leisure facilities.</p> <p>Provide increased opportunities for people of all ages and abilities in Wiltshire to improve their levels of physical and mental wellbeing participation and activity.</p> <p>Review the future leisure provision to support getting people active.</p>

Protecting the Vulnerable

**Early Intervention (Prevention)**

*“I get the help I need as early as possible”*

**Why is this important?**

At times, we all need support. We will protect the vulnerable by intervening early, where possible, and working with partners and local communities to ensure everyone gets the support they need as soon as possible. For children, this will mean a clear focus on work in the early years.

**What are the challenges?**

In recent decades, pressures on families have increased, particularly for those with lower levels of income. This can increase demands on other services. The numbers of pupils that have English as an Additional Language continues to rise and children of military families can also face disruption in schooling. For those pupils receiving free school meals, 27% currently achieve 5 good GCSEs including Maths and English compared to 60% of all pupils in Wiltshire and we need to close this gap.

Rising life expectancy is great news but it can mean that many older people increasingly live alone and this can present additional challenges to their mental health and the health service. Across the population, 1 in 4 people will experience an episode of mental ill health, with increased pressure also noticeable on younger people.

Carers provide an invaluable role for those they look after and can enable their loved ones to stay at home for longer than they would otherwise. The Care Act now entitles all carers to ask for an assessment of their support needs so that they can receive support and continue in this role for as long as they feel able. Children that are carers and carers of children have similar rights.

Goals	What we will do
<b>Proactive Early Help and Children’s Centres’ services.</b>	Re-shape the way we deliver services, with more focus on providing help early in a child’s life and on supporting families where parents have difficulties which affect their ability to parent effectively - through strong ongoing relationships with families and within communities.
<b>Schools that help all pupils achieve</b>	Work with schools to support children who are vulnerable to underachievement – including children from low-income families, those in care and those with Special Educational Needs or Disabilities (SEND). Extend the Swindon and Wiltshire Enterprise Advisor Network into special schools and the Virtual school to improve employability.
<b>Reduced social isolation and loneliness</b>	Work with the area boards’ health and wellbeing groups, Younger People Champions and Older People Champions to identify appropriate community schemes.  Develop, fund and promote community led projects (such as youth activities, Men’s Shed, day care groups, clubs) that fit with local voluntary provision.  Support older people to access services online through support for Wiltshire Online volunteers and libraries.  Children’s centres and outreach services offer support to isolated mothers.
<b>Improved mental health</b>	Raise awareness and improve early access to services in schools and in the community through delivery of our Emotional Wellbeing and Mental Health Strategies.
<b>Increased support for carers</b>	Work with the NHS to support carers in their role, through a new Carers Strategy that supports carers for as long as possible.

**Joined up Health & Care (Integration)**

*“I receive seamless care”*

**Why is this important?**

We want people to say ‘I can plan my care with people who work together to understand me and my carer(s), allow me control, and bring together services to achieve the outcomes important to me’. Better care planning and coordination of services means resources can be targeted more closely on need and prevent further needs from emerging.

**What are the challenges?**

We’re living longer, healthier lives in Wiltshire. This is something to be celebrated – but it brings with it new challenges such as helping more people that are living with long term conditions (predicted to treble in the next five years) and the need to help parts of the population with health challenges. The numbers of children with recognised Special Educational Needs and Disabilities continues to grow and there is the need for coordinated care and transitional support to adult services. Children leaving care continue to have worse lifelong outcomes than the rest of the population. Older people may live with more than one long term condition. All this increases the need for close coordination with the NHS.

Delays in providing care can lengthen recovery. Where care is needed, we want a seamless provision between health and social care with the highest standards. For the most vulnerable, close work with health and the voluntary sector to provide appropriate, local, cost efficient and good quality care packages and facilities is needed.

Complex cases will typically have interactions with many public services and targeted, tailored, support for this smaller number of individuals may help reduce the overall cost to the public purse.

<b>Goal</b>	<b>What we will do</b>
<b>One service for health and social care</b>	Pool and align budgets with the NHS so that an increasing number of services are planned and bought together; as per the Joint Health and Wellbeing Strategy and Better Care Plan.
<b>Improved outcomes for children with a disability and care leavers</b>	Ensure integrated Education, Health and Care plans are in place, with input from schools, children’s services and the NHS.  Develop and implement a Care Leavers Covenant to maximise the life chances of those leaving care and promote this with local public sector organisations, businesses and voluntary groups.
<b>Improved support for those with Mental Health or Learning Disabilities</b>	Invest in preventative measures and support into employment for as many as possible.  Increase investment to deliver services that are well integrated between social care and the NHS – aligning teams where appropriate.
<b>More social workers embedded with NHS teams</b>	Configure our community social work teams on the same basis as community health care teams and work with the NHS to co-locate these where possible and cluster services around GP surgeries.
<b>Targeted support for complex cases</b>	Analyse contacts and needs and coordinate support to those with the most complex cases (for example, through blending early help and social work teams in children’s services; and close working with community health services)

**Empowering & Safeguarding Families and Individuals (Personalisation)**

*“I get the right care, in the right place, at the right time”*

**Why is this important?**

There are increasing expectations amongst the public that services should be tailored and personalised and there are new obligations under the Children and Families Act and Care Act to ensure this happens.

**What are the challenges?**

There were 3,961 referrals for children’s safeguarding services to the Multi Agency Safeguarding Hub (MASH) in 2016/17. The MASH helps professionals who are working with vulnerable people by providing them with a collated picture of the individual and family. Different agencies work together in the same location and share information to provide a more co-ordinated, timely and proportionate response to welfare and safeguarding concerns. Currently, the number of Children in Need, Looked After, or on Child Protection Plans in Wiltshire is 2,846.

Increasing use of digital and social media by children and young people poses new challenges for safeguarding teams – such as cyberbullying, grooming and child sexual exploitation (CSE). For adults, there are new and more complex challenges in safeguarding in areas such as human trafficking, modern slavery and preventing extremism.

Welfare changes could potentially affect vulnerable younger people and their access to accommodation. At the same time, increasing numbers of older people without appropriate housing could increase demands on council and health services. Services will need to be reconfigured to address this and plans for investment in appropriate supported housing developed further.

<b>Goal</b>	<b>What we will do</b>
<b>Services put you in control</b>	Develop one assessment where people participate and interventions are designed to meet needs.  Increase the number of personal budgets and direct payments for users of social care.
<b>Agencies work together to safeguard</b>	Develop the Multi Agency Safeguarding Hub (MASH) for children to provide a front door for all children’s services and establish a similar model for adults.  Share more information with our partners where appropriate to identify adults and children at risk and ensure safeguards are in place.
<b>Looked after children are safe and well</b>	Focus on meeting the needs of looked after children for a permanent home, good education and support for good physical health and emotional wellbeing.
<b>Suitable accommodation in place for vulnerable younger and older people</b>	Develop a new children and young people accommodation strategy and support the development of appropriate housing for those with learning disabilities and older people.
<b>Care is at or as close to home as possible</b>	Generate more Wiltshire placements for Wiltshire children.  Reconfigure rehabilitation services and reduce demand for hospital beds through a focus on maximising independent care.

Working with partners as an innovative and effective council

We measure our success by delivering the outcomes set out in this plan and by using systems thinking principles in the way we deliver services. We recognise that there is a need to work innovatively and effectively with partners to get maximum value for public sector spend in Wiltshire (the Wiltshire £). Within this context, we will ensure that Wiltshire Council operates as a 'healthy organisation' which has strong checks and balances in place and promotes a culture of innovation and critical analysis. This will mean working according to the principles set out in the following eight themes:

**1. Community Involvement**

We have robust decision making in place which is:

- Open, transparent and inclusive – based on good consultation and engagement with local communities; good legal and financial advice and scrutiny; and consideration of the impact on local communities.
- Flexible – taking place at the right level (whether cabinet, cabinet members, committee, full council, community area board or delegated to officers).
- Responsive – quick to respond to emerging needs or opportunities, where appropriate.

**2. Performance**

We enable sensible risk taking. We measure our success as an organisation by the goals set out in this plan and whether these are achieved. This includes measures on:

- *Volume/ Prevalence - the size of the issue being addressed*
- *Process - how effectively a service is responding*
- *Outcome – whether the service is achieving its intention*

Cabinet receive performance reports quarterly and this will be allied to budget monitoring. Further information will also be published in the Joint Strategic Assessment and Citizens Dashboard.

**3. People**

We empower our people to be innovative and collaborative to build strong communities. We have an outstanding workforce with a can-do attitude - supported through clear career paths, talent management and learning and development.

Our councillors, directors and managers are outstanding leaders who can communicate our vision and philosophy in a way that is understood by everyone. They work together and turn the vision into reality. We provide clear career paths for high performing staff and we encourage and develop young people as future leaders.

Our staff are innovative, open to challenge, act on feedback and learn quickly from mistakes. They embrace a Behaviours Framework and look for more effective and joined up ways of meeting residents' needs. Information technology (IT) supports our staff and customers by ensuring suitable products, infrastructure, security and support is in place together with clear, simple policies and procedures. We listen to the views of residents, including young people.

A new People Strategy will help us to plan for new requirements such as the apprenticeship levy and to ensure our workforce is fit for the future.

#### **4. Commercialism**

We have an efficient, commercial approach which is delivering an increase in the trading of our services. We plan for the longer term (through our Medium Term Financial Strategy and annual budgets) and we will deliver the required £45m savings over the next 4 years. With the end of the central government grant, we recognise the opportunities for growing our local business rates and council tax base.

We make sure everything we do or fund has a clear business case and adds value. We set our budget based on the contribution that spending makes to delivering our vision, rather than starting with savings to be made. We will reduce future spending requirements by investing in high quality, preventative services targeted at people who need them most. We look at the hidden impact of financial decisions on individuals and communities. We base decisions on sound financial advice, implement effective controls through our budget monitoring process and consider innovative funding options and opportunities.

#### **5. Digital**

We are an accessible, open and transparent council which engages communities. This includes:

- Serving our customers using digital tools that are convenient, easy and safe to use, efficient and reliable (including self service). This will be delivered through a new Digital Strategy.
- A strong, lean communications function which acts as the publisher of news to ensure residents, businesses, staff and elected councillors and key stakeholders (such as the media) are appropriately involved and informed.
- Maintaining a range of ways to contact the council (including new approaches on social media) and revamp of the council's website
- Publishing an increasing amount of organisational data and performance information as open data.
- Publishing information about Wiltshire to inform the public and partners about community needs (such as our Joint Strategic Assessments).
- Development of shared records with our public service partners with appropriate data protection in place.

#### **6. Change**

We transform our services through using systems thinking principles in every community and service. We look at how services work from the customer's point of view, and to measure how well they are performing. This evidence is used to design better services, with a particular focus on prevention. Systems thinking is applied to a wide range of services including children's social services, adult care, and public protection and for the transactions our customers undertake using digital channels. We also apply this approach with our partners (including police, health, fire and rescue) so we build services which work well together, with better quality delivery to customers at a lower overall cost.

The delivery of these redesigned services is underpinned by a rigorous programme and project based approach, including gateway procedures, business cases, regular checkpoints and benefits analysis.

## **7. One Wiltshire Estate**

We have a strategic and commercial approach to managing assets. We share resources with other public services and use technology, buildings and other assets flexibly to maximise value and reduce costs.

We develop community campuses and hubs in towns across Wiltshire to enable public services to co-locate and improve customer service. This development programme also helps us reduce the numbers of buildings we own and their associated repair and maintenance costs.

As buildings are freed up we create opportunities for commercial lettings of spare space or development opportunities for jobs and homes. Any capital receipts are re-invested in improving facilities elsewhere, or used for enabling strategic land purchases for development, employment or investment.

We take a strategic approach to reducing the carbon footprint of Wiltshire Council, including considering renewable energy opportunities for our facilities when appropriate.

## **8. Delivering Together**

Our services are designed with communities; and we consider new delivery models and joint commissioning with partners where appropriate. We involve communities and people of all ages in developing council services, including outsourced services, and we design our services to meet local needs and aspirations.

We make it easy for people to access services in locations that make sense to them. We make decisions based on data and evidence and we focus on making services work better for residents.

Our councillors champion a shared vision for all public services, act as strong advocates for people and communities and make sure Wiltshire gets a fair deal nationally.

We plan focused and committed action with a range of partners and work together to provide the best outcomes for our communities.

We work closely with our key public sector partners - including Wiltshire Police, the Police and Crime Commissioner, the NHS, Dorset and Wiltshire Fire and Rescue Service, the military, DWP and other government agencies, Wiltshire College, academies, training providers and all social housing providers, the private sector, and the voluntary and community sector - to achieve positive outcomes for Wiltshire's communities.

Wiltshire Council works through major partnerships, each supported by joint plans and strategies, to deliver the aims of this business plan.

### **Key partnerships:**

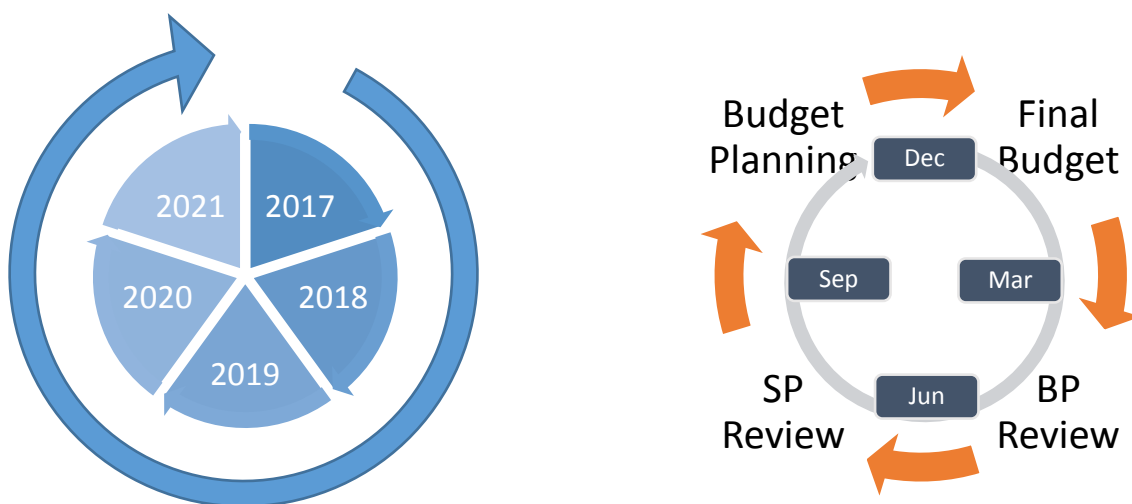
Swindon and Wiltshire Local Enterprise Partnership	Military Civilian Integration Partnership	Children's Trust and Schools Heads' Forums
Areas of Outstanding Natural Beauty	Police and Crime Panel and Community Safety Partnership	Health and Wellbeing Board
Swindon and Wiltshire Local Transport Board	One Wiltshire Estate Partnership	Safeguarding Boards and Hubs



### Corporate Planning Cycle

The council is implementing a four-year overall planning cycle in which an annual cycle will operate. This will help to support longer-term change and ties into the four-year financial settlement agreed with central government in 2016, and the timescale for future publications of the Medium Term Financial Strategy.

The council's business plan has been agreed in summer 2017. This will be followed by the creation of service plans which detail how available resources (financial and staffing) will be used to deliver the council's priorities. The information in the service plans will be used, in part, to inform the budget planning for the following year. After the completion of the budget, progress against the business plan can be reviewed and the process begin again.



The information in service plans will be used to set out additional detail for each service against the eight 'innovative and effective' themes – including decision checkpoints, financial projections and savings, required system thinking reviews and transformation projects, corporate risks and performance measures (used to monitor progress against the goals in the business plan), staffing changes and development, asset requirements and the procurement pipeline.

# Wiltshire Council Business Plan 2017-2027

## Financial Summary

In October 2016, Wiltshire Council agreed a four-year deal with government, setting out the minimum funding we will receive in the years to 2020/21. This also agreed a focus on One Wiltshire Estate, the integration of health and social care, digitisation and commercialism, to deliver improved services at a lower cost – themes reflected elsewhere in this business plan. The Medium Term Financial Strategy has been updated to reflect recent additional adult social care funding as below.

<i>High Level MTFS 4 Year Financial Model</i>	2016-2017 Approved Financial Plan	2017-2018	2018-2019	2019-2020	2020-2021
	£m	£m	£m	£m	£m
<b>Funding Changes</b>					
Increase in Council Tax	(220.402)	(4.496)	(4.584)	(4.724)	(4.865)
Social Care Levy	(4.322)	(6.781)	(6.985)	0.000	0.000
Council Tax base growth	-	(1.303)	(2.305)	(2.374)	(2.445)
RSG/ Formula Grant	(34.726)	16.436	10.240	8.050	0.000
Rates Retention	(54.135)	(0.076)	(1.643)	(1.676)	(1.726)
Collection Fund	0.000	(1.546)	(0.013)	(0.009)	0.129
Other Central Grants including Educational Service Grant	-	0.000	0.000	0.000	0.000
<b>Total Funding Changes</b>	<b>(313.585)</b>	<b>2.234</b>	<b>(5.290)</b>	<b>(0.733)</b>	<b>(8.907)</b>
<b>Other income changes in Plan</b>					
New Homes Bonus Income changes		1.841	6.521	3.379	3.603
Fees and charges Income		(0.400)	(1.401)	(1.405)	(1.407)
Parish Council Local Council Tax Support		(0.121)	0.000	0.000	0.000
Educational Support Grant		1.819	1.774	0.000	0.000
NHS Funding for social care		0.000	(2.100)	(3.500)	0.000
Adult Social Care Support Grant		(1.800)	1.800	0.000	0.000
Adult Social Care Grant		(5.810)	(5.143)	(2.546)	0.000
Rural Supprt Grant		0.635	0.614	(0.614)	2.661
Transition Grant		0.003	3.014	0.000	0.000
<b>Total Savings Changes</b>		<b>(3.833)</b>	<b>5.079</b>	<b>(4.686)</b>	<b>4.857</b>
<b>Total funding change post 15th December Provisional Funding Announcement</b>	<i>note + is shortfall; () is income growth</i>	<b>(1.599)</b>	<b>(0.211)</b>	<b>(5.419)</b>	<b>(4.050)</b>
<b>Original plan MTFS issued to DCLG following Council approval</b>	<i>note + is shortfall; () is income growth</i>	<b>6.597</b>	<b>0.079</b>	<b>(6.494)</b>	<b>(8.684)</b>
<b>Change (positive = better off; brackets = worse off than forecast originally)</b>		<b>8.196</b>	<b>0.290</b>	<b>(1.075)</b>	<b>(4.634)</b>
<b>Increased demand costs per Business Plan</b>					
Highways and Transport		1.300	0.000	0.000	0.000
Stimulate economic growth					
Innovative Community led approaches					
Improving attainment and skills of Young Children					
Support the most vulnerable in our society					
Adult Care		5.086	3.000	3.000	5.000
Children & Families		3.500	1.500	1.000	1.000
Investing in council houses					
Military Civil integration					
Delegate land to Parish & Town Councils					
Create Campuses		0.000	1.500	1.500	1.500
Integrate Public Health					
Develop the skill of our workforce and councillors					
<b>Investment carried forward from 2012-2015 Business Plan</b>					
Waste contract management and increased demand		0.000	1.000	1.000	1.000
<b>Corporate growth</b>					
Staffing - pay & NLW & apprenticeships		3.664	5.282	6.369	4.380
Inflation - general (not split to services)		1.000	0.000	3.000	4.000
Pension Backfunding		0.570	0.627	0.690	0.759
Use of Rural Reserves		(6.000)	6.000		
Capital Financing to fund current capital program, including campuses		0.000	0.500	0.500	0.500
<b>Total Growth Changes</b>		<b>9.120</b>	<b>19.409</b>	<b>17.059</b>	<b>18.139</b>
<b>TOTAL COST REDUCTION PLAN REQUIRED</b>		<b>7.521</b>	<b>19.198</b>	<b>11.640</b>	<b>14.089</b>
<b>Realign our resources and secure VFM</b>					
One Wiltshire Estate		(0.500)	(1.000)	(1.500)	(1.000)
Community Empowerment and devolution		(0.500)	(1.000)	(2.000)	(3.000)
Integrated Health Care		(0.500)	(1.250)	(2.000)	(2.000)
Commercialism		(1.000)	(1.000)	(1.000)	(1.000)
Connecting residents to enable first point of resolution through technology		(0.250)	(2.000)	(2.000)	(0.457)
Procurement efficiencies		(3.000)	(2.000)	0.000	0.000
ASC Additional Grant		5.810	5.143	2.546	
General efficiency targets to absorb pay increased costs		(6.581)	(14.091)	(3.686)	(4.632)
Fees and Charges		(1.000)	(2.000)	(2.000)	(2.000)
<b>TOTAL COST REDUCTION PLAN</b>		<b>(7.521)</b>	<b>(19.198)</b>	<b>(11.640)</b>	<b>(14.089)</b>

Further additional funding opportunities may present themselves during the plan period. Equally, projected income to the council from business rates is dependent on the health of the local and national economy and further legislation in this area. These will both need reflecting in future updates of the MTFS and in annual budget setting.

**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Draft Wiltshire Site Allocations Plan**

**Cabinet Member: Councillor Toby Sturgis - Planning and Strategic Asset Management**

**Key Decision: Yes**

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## **Executive Summary**

The Wiltshire Core Strategy (adopted January 2015) plans for housing to come forward through a number of sources including: its strategic site allocations, neighbourhood planning, planning applications and subsequent site allocations plans. The Council's Local Development Scheme identified the need to prepare two site allocations plans which, as recognised in the Wiltshire Core Strategy, would allocate further sites for new homes and also review settlement boundaries. The Chippenham Site Allocations Plan was adopted by Council on 16 May 2017 and plans for additional new homes at Chippenham. A Draft Wiltshire Site Allocations Plan has now been prepared for the rest of Wiltshire to:

- (i) Identify, where necessary, new allocations for housing at settlements to provide for additional housing to ensure the delivery of the Wiltshire Core Strategy housing requirement of at least 42,000 dwellings (2006 to 2026) and maintain a five year land supply in each of Wiltshire's three Housing Market Areas over the period to 2026; and
- (ii) Review, where necessary, settlement boundaries (or 'limits of development') in relation to the Principal Settlements of Salisbury and Trowbridge, Market Towns, Local Service Centres and Large Villages.

The Draft Plan will complement the Chippenham Site Allocations Plan and neighbourhood planning. The overall level of growth proposed for allocation in the Draft Plan is 2,465 homes; with 1,205 homes in the North and West HMA (14 sites), 350 homes in the East HMA (4 sites) and 910 homes in the South HMA (6 sites).

Settlement boundaries have been reviewed to ensure that they properly reflect development that has occurred since they were first established and a consistent approach is taken across Wiltshire. This is with the exception of those boundaries that have recently been reviewed through sufficiently advanced Neighbourhood Plans and do not require further updates to take into consideration implemented

development.

At this stage of the process, the Council is publishing what it considers to be a sound plan and should be able to proceed to the submission stage following the consultation. At the submission stage the Draft Plan is formally submitted to the Secretary of State, who will appoint an Inspector to examine the Draft Plan in terms of its soundness. In examining the document the Inspector will consider the robustness of the evidence base and representations received at this formal stage of consultation.

Publication of the Draft Plan for consultation is proposed to start during the week commencing 10 July for ten weeks. Additional time to the statutory period of at least 6 weeks is proposed to allow for the consultation running over the summer period. Consideration of the Draft Plan by Cabinet has been delayed due to the announcement of the General Election and purdah, which will have a knock on effect to the overall timetable for the Plan.

## **Proposals**

That Cabinet:

- (i) Approves the Draft Wiltshire Housing Site Allocations Plan, as set out in **Appendix 1** subject to amendment in (ii);
- (ii) Authorises the Associate Director for Economic Development and Planning in consultation with the Cabinet Member for Planning and Strategic Asset Management to: make any necessary minor changes to the Draft Wiltshire Housing Site Allocations Plan in the interests of clarity and accuracy before it is published; make arrangements for, and undertake statutory consultation for a 10 week period starting during the week commencing 10 July 2017.

## **Reason for Proposals**

To ensure that progress continues to be made on maintaining an up-to-date development plan for Wiltshire, in line with the Council's Local Development Scheme and statutory requirements. In accordance with legislative requirements, following the consultation, Council will need to approve the submission of the Draft Wiltshire Housing Site Allocations Plan to the Secretary of State for examination.

**Dr. Carlton Brand**  
**Corporate Director**

## **Wiltshire Council**

### **Cabinet**

**20 June 2017**

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**Subject: Draft Wiltshire Housing Site Allocations Plan**

**Cabinet Member: Councillor Toby Sturgis, - Planning and Strategic Asset Management**

**Key Decision: Yes**

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### **Purpose of Report**

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1. To:
  - (i) Seek Cabinet's approval for the Draft Wiltshire Housing Site Allocations Plan.
  - (ii) Seek delegated authority to make arrangements for its consultation and the next steps.

### **Relevance to the Council's Business Plan**

2. Progression of the plan is important to realising the overarching aims of the Business Plan 2013-2017 of delivering stronger and more resilient communities through the identification of land to deliver new homes, to complement the Wiltshire Core Strategy.

### **Background**

3. The Wiltshire Core Strategy, adopted January 2015, plans for housing to come forward through a number of sources including: its strategic site allocations, neighbourhood planning and planning applications; as well as subsequent site allocations development plan documents. It also recognised that settlement boundaries (or 'limits of development') would need to be reviewed to ensure they are up to date. The need to bring forward new homes through site allocation development plan documents was identified to provide a surety of housing supply throughout the Plan period to 2026. Council on 16 May 2017 adopted the Chippenham Site Allocations Plan, which reviews the settlement boundary for Chippenham and allocates land for 2,050 homes at the town. The Wiltshire Housing Site Allocations Plan complements the Chippenham Plan in reviewing settlement boundaries and providing for additional homes where needed elsewhere in the County.

4. The Council's Local Development Scheme (LDS) approved by Cabinet early 2014 first introduced the commitment to prepare the Wiltshire Housing Site Allocations Plan (hereafter referred to as the 'Draft Plan'). The LDS was updated in December 2016 and sets out the current timeline for preparation of the Plan. Consultation was programmed to commence June 2017, with submission to the Secretary of State programmed for February 2018. However, consideration of the Draft Plan by Cabinet has been delayed due to the announcement of the General Election and purdah, which will have a knock on effect to the overall timetable for the Plan.
5. The Draft Plan has been prepared in general conformity with the Wiltshire Core Strategy and will:
  - (i) Identify, where necessary, new allocations for housing at settlements to provide for additional housing to ensure the delivery of the Wiltshire Core Strategy housing requirement of at least 42,000 dwellings (2006 to 2026) and maintain a five year land supply in each of Wiltshire's three Housing Market Areas over the period to 2026; and
  - (ii) Revise, where necessary, settlement boundaries (or 'limits of development') in relation to the Principal Settlements of Salisbury and Trowbridge, Market Towns (12 in total), Local Service Centres (7 in total) and Large Villages (66 in total).

Small villages, in accordance with the Core Strategy, do not have settlement boundaries and only have the potential for limited infill development. As such, they are not considered through the Draft Plan.

6. The Settlement Strategy (Core Policy 1) and the Delivery Strategy (Core Policy 2) together with the Area Strategy Policies (Section 5) guide where and how much development should take place to provide for a sustainable pattern of growth. Core Policy 2 sets out housing requirements by Housing Market Area (HMA) and indicative requirements are provided in the Area Strategy Policies for each Community Area, the Principal Settlements and Market Towns and, in the South Wiltshire HMA the Local Service Centres. These are not intended to be prescriptive minima or maxima and instead they are an indication of the general scale of growth appropriate for each area and settlement during the plan period; and are expressed as 'approximate' or 'about' figures. In accordance with Core Policy 2, sites for housing development may come forward through new allocations on the edge of settlement boundaries where they are identified in neighbourhood or site allocations plans.

### **Main Considerations for the Council**

7. The starting point for the Draft Plan is the requirements set out in the Wiltshire Core Strategy. As a subsidiary document to the Core Strategy, with

a particular purpose, the Draft Plan does not provide an opportunity to revisit the strategic policies within the core strategy, for example, the status of settlements or housing requirements.

9. Work on the Draft Plan commenced early March 2014, when in accordance with statutory requirements the formal Regulation 18 consultation on the scope of the Plan was carried out. At the same time, there was a call for sites to enable interested parties to put forward land for consideration through the Plan. Informal targeted consultation was undertaken on: draft proposals for amending settlement boundaries (July to September 2014); draft site selection methodology and initial site options (February to March 2015); and further consultation on the approach to large villages (June to August 2015). Full details of the consultation, together with the representations received and the Council's response is set out in the report on the Council's website at [this link](#).

#### Settlement Boundary Review

10. The purpose of settlement boundaries and methodology for their review is set out in **Appendix 2** (Topic Paper 1: Settlement Boundary Review Methodology). The Wiltshire Core Strategy uses settlement boundaries as a policy tool for managing how development should take place. Boundaries generally relate to the built up area of settlements and need to be reviewed to ensure that they properly reflect development that has occurred since they were first established - these may relate to more than one or parish. There is a general presumption in favour of development within settlement boundaries, with development outside only supported in appropriate circumstances determined by policies within the Core Strategy (Core Policy 2). This includes the allocation of land through site allocation plans and neighbourhood plans.
11. All boundaries have been reviewed in order to ensure a consistent approach, with the exception of those boundaries that have recently been reviewed through sufficiently advanced Neighbourhood Plans and do not require further updates to take into consideration implemented development.

#### Proposed Site Allocations

12. During the course of the Draft Plan's preparation, new sites for housing outside of settlement boundaries have been granted planning permission and to a lesser extent identified through neighbourhood plans. This has reduced the residual requirement at each of the Housing Market Areas (HMAs). Table 1 below sets out the housing requirements for Wiltshire's HMAs as set out in Core Policy 2 together with progress towards meeting those requirements. This has a base date of 1 April 2017 and has been forecast using the Council's recently published Housing Land Supply Statement (March 2017). While on the face of it, with the exception of the North and West HMA, there appears to be only a small proportion of the requirement left to be planned

for this does not take into consideration the need to maintain a five year land supply (with buffer) across the Plan period - a requirement of the National Planning Policy Framework (NPPF). Table 2 illustrates the current five year land supply position year on year without any new allocations.

13. The residual remaining requirement is 1,335 across the HMAs, which compares with 2,465 homes proposed to be allocated in the Plan (see paragraph 19 below - Table 3 illustrates the effect of the allocations on the five year land supply).

Area	Requirement (at least) 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Remaining requirement
East Wiltshire HMA	5,940	3,497	2,273	170
North and West Wiltshire HMA <sup>1</sup>	24,740	12,603	11,566	571
South Wiltshire HMA	10,420	5,067	4,759	594

**Table 1: Housing Land supply for Wiltshire’s HMAs (forecast at 1 April 2017)**

HMA	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East	8.47	8.18	8.32	10.11	13.64	10.79	8.21	6.29	4.94
North & West	6.62	6.80	6.81	6.55	6.48	6.11	5.42	4.60	3.82
South	5.64	5.57	5.42	5.35	5.28	5.13	4.59	3.83	2.97

**Table 2: Five year housing land supply position by HMA (2017-2026)**

14. The methodology for site selection involves a six stage approach and is set out in **Appendix 3** (Topic Paper 2 - Site Selection Process Methodology). This has been developed following feedback from the targeted consultation with parish and town councils and the development industry. Stage 1 of the process identifies 'areas of search' where the Plan should look to allocate sites for housing development. These are generally those 'areas' (see paragraph 6) where currently dwelling completions and commitments fall short of the indicative requirements set out in the Core Strategy and where there is the need to bring forward sites through the Plan in order to support the role and function of settlements.
15. In order to be sure of maintaining a five year land supply, the Plan aims to



provide for at least six years supply in each remaining year of the Plan period (i.e. five years plus highest buffer of 20% set out in the NPPF).

### Draft Plan

16. The Draft Wiltshire Housing Sites Allocations Plan is set out in **Appendix 1** and is structured as follows:
  - (i) **Introduction** (Section 1) and **Context** (Section 2): Introductory sections to the Plan, which sets out background, policy context, supporting evidence and how to comment.
  - (ii) **Plan Objectives** (Section 3) and **Housing Delivery Strategy** (Section 4): Clarifies the objectives of the Plan including the settlement boundary review and the approach, how many homes are needed and where, the methodology for site selection and introduces the proposed allocations.
  - (iii) **Site Allocations** (Section 5): Sets out the policies, explanatory text and proposed changes to the policies maps relating to the proposed allocations.
  - (iv) **Settlement Boundary Review** (Section 6 and Appendix 1): Summarises the methodology for the boundary review and proposed changes to the policies maps.
  - (v) **Monitoring and Implementation** (Section 7): Clarifies how delivery of the Plan will be monitored.
17. A number of evidence papers that have informed the Draft Plan will be published alongside it. These have been made available as part of the Agenda papers, as follows:
  - (i) Topic Paper 1: Settlement Boundary Review Methodology (Appendix 2)
  - (ii) Topic Paper 2: Site Selection Methodology (Appendix 3)
  - (iii) Topic Paper 3: Housing Land Supply (Appendix 4)
  - (iv) Topic Paper 4: Developing Plan Proposals (Appendix 5)
  - (v) Topic Paper 5: Assessment of Viability (BNP Paribas) (Appendix 6)
18. The application of the methodology and findings are set out by Community Area in individual evidence papers informing the Plan (referred to as Community Area Topic Papers). These have been made available alongside the Agenda papers on the Council's website at [this link](#). Further justification for the proposed allocations is set out in **Appendix 5**.
19. The overall level of growth allocated in the Plan is 2,465 homes; with 1,205

homes in the North and West HMA (14 sites), 350 homes in the East HMA (4 sites) and 910 in the South HMA (6 sites). Table 3 below illustrates the effect of the allocations on the five year land supply).

HMA	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East	9.18	9.11	9.75	12.20	22.44	20.18	14.01	9.81	7.45
North & West									
West	7.15	7.54	7.64	7.54	7.85	7.92	7.48	6.54	5.30
South	6.09	6.30	6.43	6.65	6.88	7.13	6.70	5.87	4.75

**Table 3: Five year housing land supply position by HMA (2017-2026) including proposed allocations**

20. Alongside the above evidence, the following documents will also be made available when the Draft Plan is published:
- (i) A **Habitats Regulations Assessment (HRA)** has been undertaken to consider whether the Draft Plan is likely to have a significant effect on the integrity of internationally important wildlife sites in line with European legislation. This has confirmed that with mitigation there are unlikely to be adverse effects. In preparing the Draft Plan consideration has been given to effects on European designations, and the Community Area Topic Papers illustrate where this has influenced the proposals within the Draft Plan.
  - (ii) Draft **Sustainability Appraisal (SA) Report**: to demonstrate that the Draft Plan is sustainable and suggests mitigation measures to avoid or reduce negative impacts through an appraisal of reasonable options. SA has been integral to the sites selection process and the Community Area Topic Papers refer to the SA indicating how it has helped shape the proposals in the Draft Plan.
  - (iii) **Consultation Statement**: to set out the consultation that has been undertaken and has informed the preparation of the Draft Plan. Targeted consultation has been undertaken appropriate to this Draft Plan in accordance with the Council's Statement of Community Involvement. This document (Statement of Early Community Engagement) accompanies the Agenda papers and is available via the following link: [this link](#).

#### Consultation Arrangements

21. Preparations will be made to publish the Draft Wiltshire Housing Site Allocations Plan and supporting documents for a period of ten weeks in accordance with the Council's Statement of Community Involvement and statutory requirements. The consultation will start as soon as possible during the week commencing 10 July 2017 and allow for a ten week consultation period. It will include:

- (i) Early notification to Parish and Town Councils following Cabinet approval.
- (ii) Letter or email to consultees on the Spatial Planning consultation database, providing notification of the consultation.
- (iii) Online publication on the Council's website including consultation portal.
- (iv) Publication of advertisement in local newspapers to cover Wiltshire and the Parish/Town Council Newsletter.
- (v) Publication of press release on 'Our Community Matters' websites.
- (vi) Notification of the consultation to be distributed through Community Area Board networks and via Chairman's announcements at Board meetings leading up to and during the consultation period as necessary.
- (vii) Documents being made available for viewing at the Council's main office hubs (Chippenham, Devizes, Salisbury and Trowbridge) and at libraries.
- (iii) Four public exhibitions in Chippenham (17 July), Salisbury (19 July), Devizes (24 July) and Trowbridge (26 July ) from 12 noon until 7pm, with Officers in attendance to answer questions.

#### Next Steps

22. Once the consultation has closed all responses will be considered in order to determine whether any changes to the Draft Plan are required. The outcome of the consultation following consideration of responses will be reported back to Cabinet before the Draft Plan and accompanying documents (as set out in the Legal Implications section) go to Council for approval. Following Council approval, the Plan will be submitted to the Secretary of State. The Local Development Scheme anticipated submission February 2018, although given the delays as outlined in paragraph 4 submission is likely to be around May 2018. Once submitted to the Secretary of State, the process of independent examination by a Government appointed Inspector will take place.

#### **Safeguarding Implications**

23. There are no safeguarding implications as a direct result of this proposal.

#### **Public Health Implications**

24. Planning for sustainable development to meet the employment, housing and infrastructure needs of communities helps foster their wellbeing. Well planned development, including appropriate infrastructure, supports health and well being of local communities, for example through the provision of green infrastructure and infrastructure to encourage walking and cycling as means of travel.

#### **Procurement Implications**

25. There are no further procurement implications as a direct result of this

proposal.

## **Environmental and Climate Change Considerations**

26. Spatial Planning has implications for the natural, economic and social environment. A Sustainability Appraisal incorporating Strategic Environmental Assessment has been undertaken during the preparation of the Draft Plan ensuring that negative environmental impacts are avoided and sustainable development can be delivered. A Habitat Regulations Assessment has also been undertaken (see paragraph 20 above).
27. Managing climate change is one of the cross cutting objectives of the Wiltshire Core Strategy and therefore a principle reflected in this Draft Plan. In particular, it seeks to deliver the most sustainable pattern of growth to help promote self-containment as far as possible and minimise the need to travel, particularly by the private car. Work on flood risk has been undertaken as part of the process to ensure that development is not vulnerable to flooding or increases the risk of flooding elsewhere.
28. The Wiltshire Housing Site Allocations Plan will become part of the development plan for Wiltshire, alongside the Wiltshire Core Strategy, once adopted. The specific policies within the Core Strategy to protect and enhance the environment and protect against climate change will be relevant in the consideration of the planning applications that result from the Plan.

## **Equalities Impact of the Proposal**

29. The Draft Plan aims to positively manage growth in accordance with the Wiltshire Core Strategy and seek to ensure sufficient homes are available to meet housing needs. The proposed consultation has been designed to help ensure that everyone has the opportunity to comment on the Draft Plan.
30. When the Draft Plan is submitted to the Secretary of State for examination, Regulations require that it will be accompanied by an Equalities Impact Assessment undertaken as part of a process to help the Council ensure that it discharges its section 149 duty under the Equality Act 2010 to have due regard to the need to:
  - eliminate discrimination;
  - advance equality of opportunity between persons who share a “relevant protected characteristic” and persons who do not share it;
  - foster good relations between persons who share a “relevant protected characteristic” and persons who do not share it.

## **Risk Assessment**

31. Implementation of the Wiltshire Core Strategy is dependent on the progression of the Wiltshire Housing Site Allocations Plan to ensure that sufficient land is available for housing development and settlement boundaries are up to date.
32. A plan led approach to development in Wiltshire will enable the most sustainable sites for development to be identified, minimising impact on the local environment and maximising benefits of development rather than a piecemeal speculative approach.

### **Risks that may arise if the proposed decision and related work is not taken**

33. There is a considerable amount of developer interest in Wiltshire. This means that in the absence of a Plan, the Council would need to consider speculative applications on a case by case basis impacting on the Council's ability to plan effectively for growth in the most sustainable way. Speculative applications can lead to additional costs for the Council through appeals and divert capacity away from core business.
34. Progression of the Draft Plan will help ensure that the Council is able to maintain and demonstrate a five year supply of housing land, in accordance with the requirements of the Government's National Planning Policy Framework, through the identification of sites for development. Without a five year land supply the Council is less able to defend against speculative development proposals. Maintaining a five year supply of housing should also ensure that the scale of growth appropriate for Wiltshire is managed and directed at the most sustainable locations and allocated proportionately to the scale, role and function of specific settlements.

### **Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks**

35. There is a reputational risk to the Council as criticism may be attracted from local people who do not want to see developments close to where they live or areas they value. As part of the consultation arrangements local people will have the opportunity to find out more about the proposals and put forward any comments through the consultation.
36. See legal implications below for further risks.

### **Financial Implications**

37. The financial implications of the preparation and consultation of the Draft Plan will be met from existing budget and income provision from the Economic Development and Planning budget during 2017/18. Provision will need to be made in the 2018/19 budget for costs associated with the submission and examination of the Draft Plan.
38. Progression of the Draft Plan will help bring forward new sites for housing,

thereby enabling the Council to benefit from revenue and capital associated with the delivery of new homes including contributing to the Council's Council Tax base.

## **Legal Implications**

39. In accordance with the Planning and Compulsory Purchase Act 2004 (as amended), the Council has a statutory duty to prepare planning policy and maintain up to date policy, which is reinforced through the National Planning Policy Framework (NPPF). The Draft Plan has been prepared consistent with legislation. As illustrated by the Government's Housing White Paper, changes to legislation and the NPPF are being proposed as part of the Government's planning reforms. Currently, it is not clear what the implications (if any) will be for the Draft Plan.
40. The Council has a statutory duty to engage with local communities and other stakeholders bodies at this stage in the process in accordance with its Statement of Community Involvement.
41. Legislation relating to the local plan preparation process is set out in the Town & Country Planning (Local Planning) (England) (Amendment) Regulations 2012. Prior to submitting a plan to the Secretary of State, in accordance with these the Council must publish for inspection and invite representations on:
  - (i) The proposed submission plan and accompanying proposed changes to the policies map;
  - (ii) Sustainability appraisal report of the proposed plan;
  - (iii) Statement setting out which bodies and persons were invited to make representations on the subject of the plan, how they were invited, a summary of the main issues raised and how those main issues have been addressed (Regulation 18 stage); and
  - (iv) Other accompanying documents relevant to the preparation of the plan.
42. Following the close of the consultation, all representations will need to be considered and summarised. Copies of any representations made together with the summary will need to be submitted to the Secretary of State alongside the above documents for examination. In line with legislative requirements, following the formal consultation, submission will need to first be approved by Council.
43. When examining Plans, Inspectors consider whether the Plan's preparation has complied with the duty to co-operate inserted into the Planning and Compulsory Purchase Act 2004 by Section 110 of the Localism Act 2011, before considering whether the plan is sound and compliant with other legal

requirement. The Council has engaged constructively, actively and on an ongoing basis with the local authorities and prescribed bodies in the Act during the preparation of the Draft Plan as well as through the preparation of the Wiltshire Core Strategy. A statement on how the Council has fulfilled the duty to co-operate to date also needs to be made available as part of the consultation documents and updated following the consultation.

44. Once adopted, the Wiltshire Housing Site Allocations Plan will form part of the statutory development plan for the area and be used as such for the purpose of determining relevant planning applications across Wiltshire.

### **Options Considered**

45. In preparing the Plan and identifying the proposals, different site options have been considered. The site options considered in each community area and the evidence based justification for the choices made are set out in the evidence papers. These show how the site selection methodology included in **Appendix 3** has been applied to the individual areas of search where allocation is required to ensure the housing levels set in in Core Policy 2 of the Wiltshire Core Strategy can be met over the Plan period.

### **Conclusion**

46. Publication of the Draft Wiltshire Housing Site Allocations Plan for its formal stage of consultation will enable progress to be made on the preparation of the Plan in line with the commitment in the Council's LDS. Submission to the Secretary of State could be achieved around May 2018.
47. At this stage the Council will be publishing what it considers to be a sound document that is based on evidence and targeted consultation.
48. Following consultation, Cabinet should consider the outcome to determine whether changes should be made to the Draft Plan before Council consider approval of the document for submission to the Secretary of State.

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Date of Report: 5 June 2017

**The following unpublished documents have been relied on in the preparation of this Report:**

**Appendices:**

- Appendix 1: Draft Wiltshire Housing Site Allocations Plan  
(including Appendix 1 'Proposed changes to policies maps - Settlement Boundaries')
- Appendix 2: Topic Paper 1: Settlement Boundary Review Methodology
- Appendix 3: Topic Paper 2: Site Selection Process Methodology
- Appendix 4: Topic Paper 3: Housing Land Supply
- Appendix 5: Topic Paper 4: Developing Plan Proposals
- Appendix 6: Assessment of Viability (BNP Paribas)

**Documents published with the Agenda:**

1. Statement of Early Community Engagement
2. Amesbury Community Area Topic Paper
3. Bradford on Avon Community Area Topic Paper
4. Calne Community Area Topic Paper
5. Chippenham Community Area Topic Paper
6. Corsham Community Area Topic Paper
7. Devizes Community Area Topic Paper
8. Malmesbury Community Area Topic Paper
9. Marlborough Community Area Topic Paper
10. Melksham Community Area Topic Paper
11. Mere Community Area Topic Paper
12. Pewsey Community Area Topic Paper
13. Royal Wootton Bassett and Cricklade Community Area Topic Paper
14. Salisbury Community Area Topic Paper
15. Southern Wiltshire Community Area Topic Paper
16. Tidworth Community Area Topic Paper
17. Tisbury Community Area Topic Paper
18. Trowbridge Community Area Topic Paper
19. Warminster Community Area Topic Paper
20. Westbury Community Area Topic Paper
21. Wilton Community Area Topic Paper



## Appendix 1:

# Draft Wiltshire Housing Site Allocations Plan

June 2017



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# 1. Introduction

## The Purpose of the Plan

1.1 The purpose of the Wiltshire Housing Site Allocations Plan ('the Plan') is to:

- Revise, where necessary, settlement boundaries in relation to the Principal Settlements of Salisbury and Trowbridge, Market Towns, Local Service Centres and Large Villages; and
- Allocate new sites for housing to ensure the delivery of homes across the plan period in order to maintain a five year land supply in each of Wiltshire's three HMAs over the period to 2026.

### Settlement Boundary Review

1.2 The Council did not review the extent of the boundaries to inform the Wiltshire Core Strategy (WCS) and relied upon the former district local plans. They would instead be reviewed as a part of preparing the Plan.

1.3 Consequently, the Council has undertaken a comprehensive review of the boundaries to ensure they are up-to-date and adequately reflect changes which have happened since they were first established. The Plan amends settlement boundaries where necessary. It is also the prerogative of local communities to review them through the preparation of neighbourhood plans.

### Housing Site Allocations

1.4 The WCS refers to the role of the Plan, in combination with the Chippenham Site Allocations Plan, to help ensure a sufficient choice and supply of suitable sites throughout the plan period in accordance with national policy and to compliment neighbourhood planning.

## Plan Area

1.5 The Plan area is identified in Figure 1. It essentially corresponds with that of the adopted Core Strategy and hence covers Wiltshire, excluding the area of the Chippenham Site Allocations Plan.



**Figure 1: The Plan Area**

## How the Plan has been prepared

- 1.6 Housing allocations have been made in general conformity with the settlement strategy outlined in Core Policy 1 as well as the relevant community area strategies contained within Chapter 5 of the WCS. Core Policy 2 supports the identification of sites through a subsequent Site Allocations Plan - now named the 'Wiltshire Housing Site Allocations Plan'.



- 1.7 The preparation of the Plan has also been informed by relevant plans and on-going evidence gathering to support decisions on the choice of sites and changes to settlement boundaries. The result of this work and how decisions have been reached is presented in a series of Community Area Topic Papers covering each part of the Plan area.
- 1.8 Additional information has been collated into five other topic papers and, together with Community Area Topic Papers these are all available on the Council's website. The additional papers are:
- Topic Paper 1 - Settlement Boundary Review Methodology
  - Topic Paper 2 - Site Selection Process Methodology
  - Topic Paper 3 - Housing Land Supply
  - Topic Paper 4 - Developing Plan Proposals
  - Topic Paper 5 - Assessment of Viability
- 1.9 A number of documents result from aspects of plan preparation required by legislation and they too play an important part. They can also be found on the website and comprise:
- Sustainability Appraisal
  - Habitat Regulations Assessment
  - Equality and Diversity Impact Assessment
  - A record of the steps taken under the Duty to Co-operate
  - Consultation Statement

### **Duty to Co-operate**

- 1.10 The Plan is prepared under a legal 'duty to cooperate' requirement through the Localism Act 2011 which requires local authorities to work with neighbouring authorities and other prescribed bodies when preparing a development plan document. It places a legal duty on local planning authorities in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic matters. When preparing plans local authorities should also have regard to the Local Enterprise Partnership and other bodies prescribed in law.
- 1.11 The Council engaged with neighbouring authorities and statutory consultees throughout the preparation of the WCS, which sets the framework for this Plan. They supported the spatial strategy and quantum of development through the WCS preparation process. The spatial strategy and quantum of development can be considered to involve strategic issues where the duty to cooperate has already been fulfilled through the Core Strategy process.

1.12 Examples of strategic issues on which there has been continued co-operation in the preparation of this plan are:

- Flood and surface water drainage considerations for individual sites and the impact of cumulative development discussed with the Environment Agency.
- Any potential considerations to mitigate impact on the Strategic Road Network (SRN) with the Highways Agency, particularly for potential site allocation in Salisbury.
- Site specific landscape considerations discussed with Natural England.
- Biodiversity considerations discussed with Natural England.
- Site specific heritage considerations discussed with Historic England
- Any impact on the New Forest National Park by way of potential increased recreational use discussed with the New Forest National Park Authority.
- Ensuring that future development helps address and manage phosphate levels in the River Avon, its tributaries and surrounding catchment area. The management of phosphates in the River Avon catchment water system is being discussed with the Environment Agency and Natural England on an ongoing basis. A Nutrient Management Plan has been published and is being monitored<sup>1</sup>.

1.13 How the outcomes from the Duty to Co-operate have informed the preparation of the Plan is set out in a separate report: **(INSERT LINK)**

### **Sustainability Appraisal**

1.14 The Council appointed consultant Atkins to oversee the sustainability appraisal of the Plan. Sustainability Appraisal (SA) is iterative and integrated into the plan-making process, influencing the selection of site options and policies through the assessment of likely significant effects. A draft Sustainability Report has been published alongside the Plan: **(INSERT LINK)**

1.15 Comments are invited on this version of the SA report during the consultation period in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (see below).

---

<sup>1</sup> 'Nutrient Management Plan - Hampshire Avon' May 2015  
<https://www.gov.uk/government/publications/nutrient-management-plan-hampshire-avon>

## Policies Map

- 1.16 On adoption, the Wiltshire Policies Map will be amended to include the proposals set out in Chapters 5 (site allocations) and 6 (settlement boundaries) of this Plan. These proposals are set out in the Community Area Topic Papers which have been published as evidence to support this Plan.

## How to comment on the Plan

- 1.17 This consultation is an opportunity to submit your comments on the draft Wiltshire Housing Allocations Plan.
- 1.18 To support the consultation, the Council has prepared a simple guidance document setting out how to make comments in relation to the key question of 'soundness'. The document together with a representation form can be found at: **(INSERT LINK)**
- 1.19 The form asks whether you consider the Plan to be 'sound' on four key points. These key points are taken from the National Planning Policy Framework ("the Framework") and should be considered in responding to the consultation.
- 1.20 Paragraph 182 of the Framework states:

*"The Local Plan, [in this case, the 'pre-submission' draft Wiltshire Housing Site Allocations Plan] will be examined by an independent Inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Co-operate, legal and procedural requirements, and whether it is sound. A local planning authority should submit a plan for examination which it considers is "sound" - namely that it is:*

- **Positively prepared** - the plan should be prepared on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** - the plan should be an appropriate strategy, when compared against the reasonable alternatives, based on proportionate evidence;
- **Effective** - the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** - the plan should enable the delivery of sustainable development in accordance with the policies in the Framework."

1.21 Comments are invited on the draft Wiltshire Housing Site Allocations Plan, the draft Sustainability Appraisal and supporting evidence, during the consultation period which starts **TO BE INSERTED**.

1.22 Comments can be submitted:

**Online** via the Council's dedicated consultation portal: **(INSERT LINK)**

Wherever possible we actively encourage all submissions to be presented through the portal as this speeds up processing time and makes for a more efficient consultation.

**By email** using the representation form available at:

**[www.wiltshire.gov.uk](http://www.wiltshire.gov.uk)/TO BE INSERTED** and returned to

[spatialplanningpolicy@wiltshire.gov.uk](mailto:spatialplanningpolicy@wiltshire.gov.uk), or

**By post** in writing (please use the representation form) and sent to: Spatial Planning, Economic Development & Planning, Wiltshire Council, County Hall, Bythesea Road, Trowbridge, Wiltshire, BA14 8JN.

1.23 Following the consultation, the Council will register and consider the comments received before submitting the Plan (and all prescribed supporting documents) for independent examination. All comments received during the consultation period will be passed on to the appointed Inspector.

1.24 Any representations may be accompanied by a request to be notified at a specified address of any of the following:

- The Wiltshire Housing Site Allocations Plan has been submitted to the Secretary of State for independent examination;
- That the Inspector's Report (including any recommendations) into the examination of the Wiltshire Housing Site Allocations Plan has been published; and
- That the Wiltshire Housing Site Allocations Plan has been adopted.

1.25 It is therefore important that representors make their interests in the Plan clear on the representation forms. Failure to do so might affect the rights of individuals to be heard at any subsequent hearing sessions.

## 2. Context

### National

- 2.1 The National Planning Policy Framework (NPPF) sets out the government's planning policies for England. The NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. One of its core principles is that development should be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. The Plan is being prepared in accordance with that principle.
- 2.2 At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a 'golden thread' running through plan-making and decision-taking.
- 2.3 It is an objective of the NPPF to deliver a wide choice of high quality homes and to boost significantly the supply of housing. The Plan identifies additional sites with these objectives in mind. They are developable over the plan period and they will supplement the existing supply. Some settlements have more environmental constraints than others and both new and existing allocations for housing development have differing degrees of complexity. This means that the Plan must involve a degree of flexibility and pragmatism to ensure a steady overall supply of enough land for housing development.

### The Wiltshire Core Strategy

- 2.4 The Wiltshire Core Strategy (WCS) covers the whole of Wiltshire and sets out the council's spatial vision, key objectives and overall principles for development in the County over the plan period 2006 to 2026. The WCS has been produced to be consistent with national policy and the Wiltshire Community Plan.
- 2.5 The WCS identifies six key challenges for Wiltshire<sup>2</sup>:
- Economic growth to reduce levels of out commuting from many of Wiltshire's settlements
  - Climate change opportunities to reduce greenhouse gas emissions and mitigate the consequences of a changing climate
  - Providing new homes to complement economic growth and a growing population

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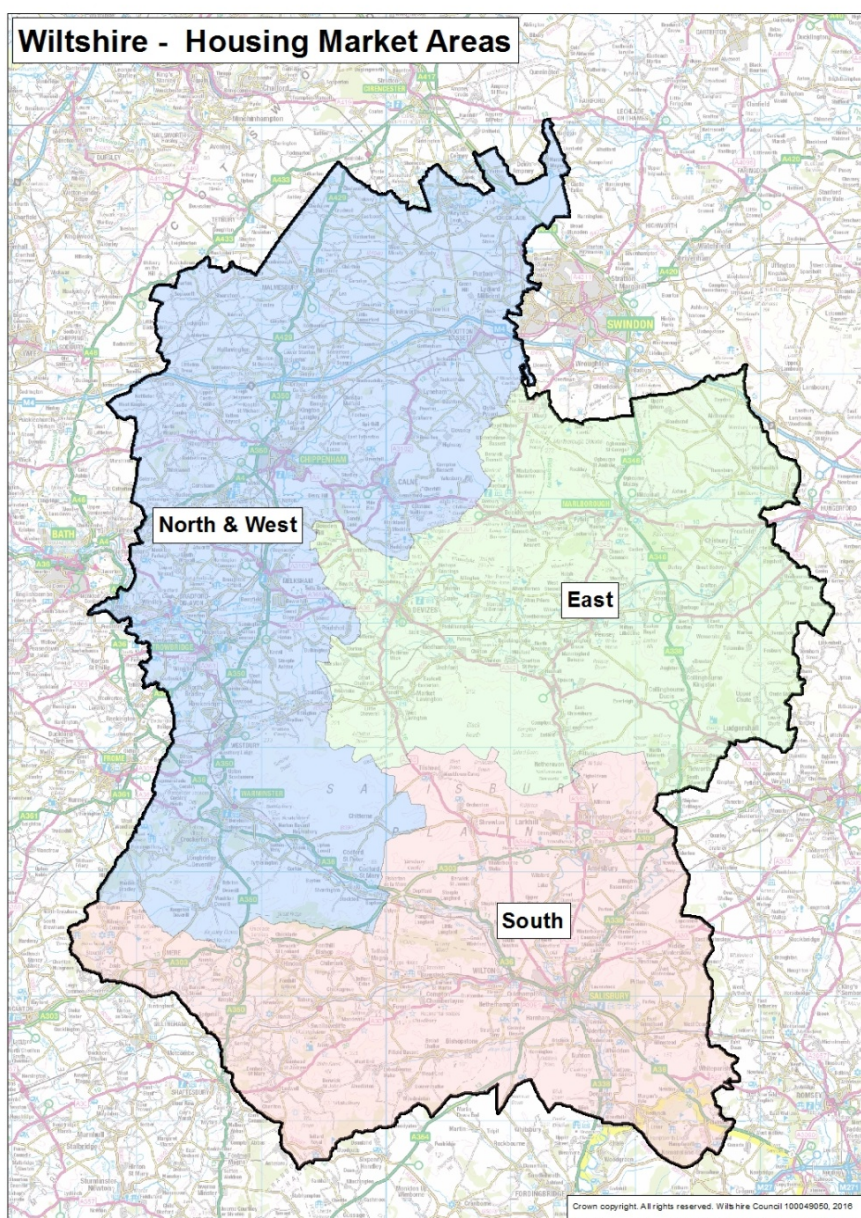
<sup>2</sup> Paragraphs 2.6-2.19 of the WCS

- Planning for more resilient communities
  - Safeguarding the environmental quality of the County whilst accommodating new growth, and
  - Infrastructure investment to meet the needs of the growing population and economy.
- 2.6 The WCS presents a settlement strategy for managing growth over the period up to 2026 (Core Policy 1). The strategy establishes tiers of settlements based on an understanding of their role and function; and how they relate to their immediate communities and wider hinterland.
- 2.7 Core Policy 1 of the Core Strategy identifies five types of settlements, namely:
- Principal settlements
  - Market towns
  - Local service centres
  - Large villages
  - Small villages
- 2.8 Settlement boundaries have been used in development plans for the County for a number of years. The WCS retains them. Except small villages each category of settlement has a “settlement boundary”. In simple terms, they are the dividing line, or boundary between areas of built/ urban development (the settlement) and non-urban or rural development - the countryside. In general, development within the settlement boundary is, in principle, acceptable, whereas development outside the settlement boundary is, with limited exceptions, not acceptable. The WCS uses settlement boundaries as a policy tool for managing how development should take place. Settlement boundaries are identified on the Policies Maps accompanying the WCS<sup>3</sup>.
- 2.9 Other than in circumstances as permitted by other policies listed in paragraph 4.25 of the WCS, development will not be permitted outside the defined settlement boundaries.
- 2.10 The WCS, in paragraph 4.13, sets out the intention for the retained settlement boundaries to be reviewed through the Housing Site Allocations Plan and the Chippenham Site Allocations Plan. Settlement boundaries can also be reviewed by the community through neighbourhood plans. The previous boundaries did not always reflect the built extent of settlements because they were determined some years ago. As a legacy of work done by the former District Councils, different methodologies were used to define the boundaries.

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<sup>3</sup> Amendments to settlement boundaries made by individual Neighbourhood Plans will also be shown on the relevant inset of the Development Plan Policies Maps

- 2.11 An objective of the Plan is therefore to review and update existing settlement boundaries to ensure they are up-to-date and accurately reflect circumstances on the ground, derived on a consistent county-wide basis. In some circumstances, a review of boundaries has been carried out by Neighbourhood Plans and will be in general conformity with the WCS.
- 2.12 Core Policy 2 of the WCS proposes that the County should accommodate at least 42,000 additional dwellings over the 2006 to 2026. The WCS disaggregates this scale of housing to three separate housing market areas (HMAs) shown below (East, North and West and South)<sup>4</sup>.



**Figure 2: Wiltshire Housing Market Areas**

<sup>4</sup> A separate allowance of 900 dwellings is also made for West of Swindon. See paragraph 4.34 of the WCS.

- 2.13 Core Policy 2 of the WCS proposes a minimum housing requirement for each HMA as follows:

Housing Market Area (HMA)	Minimum housing requirement (dwellings)
East Wiltshire	5,940
North and West Wiltshire	24,740
South Wiltshire	10,420

**Figure 2: Housing Market Area - Minimum requirements**

- 2.14 The NPPF requires that each Local Planning Authority demonstrate that there is five years supply of deliverable land for housing development for each of the HMAs based on the implied delivery rates of the WCS requirement. Fluctuations can occur in the delivery of housing but a central objective of the Plan, ensuring surety of supply, is to sustain a ‘five year housing land supply’ over the remainder of the plan period for each of these HMAs.
- 2.15 To guide how each HMA requirement should be achieved, the table below sets out the relationship between each tier of the settlement strategy and the expected level of development under Core Policy 1.

Settlement	Level of development
Principal settlement	The primary focus for development and will provide significant levels of jobs and homes
Market town	Have the potential for significant development that will increase the number of jobs and homes to help sustain/ enhance services and facilities and promote self-containment and sustainable communities
Local service centre	Modest levels of development to safeguard their role and deliver affordable housing
Large village	Development limited to that needed to help meet the housing needs of settlements and improve housing opportunities, services and facilities
Small village	Some modest development may be appropriate to respond to local needs and contribute to the vitality of rural communities, but limited to infill.

**Figure 3: Settlement Hierarchy - levels of development**

- 2.16 The WCS also disaggregates indicative levels of housing to each Community Area and includes indicative requirements for levels of housing for the Principal Settlements, Market Towns and in the South Wiltshire HMA, the



Local Service Centres and their surrounding community areas. This distribution of development directs the majority of development to these main settlements and promotes a sustainable pattern of development across the county. An objective of this Plan is to allocate land to support this distribution. The Plan allocations therefore focus on those 'areas' where land supply falls short of these indicative levels.

- 2.17 The indicative housing requirements as set out in the Table 1 and the Area Strategy Policies of the WCS are as follows:

Area	Indicative requirement 2006-2026
Devizes	2,010
Devizes CA remainder	490
Devizes CA Total	2,500
Marlborough	680
Marlborough CA remainder	240
Marlborough CA Total	920
Pewsey CA Total	600
Tidworth and Ludgershall	1,750
Tidworth CA remainder	170
Tidworth CA Total	1,920
<b>EAST WILTSHIRE HMA</b>	<b>5,940</b>
Bradford on Avon	595
Bradford on Avon CA remainder	185
Bradford on Avon CA Total	780
Calne	1,440
Calne CA remainder	165
Calne CA Total	1,605
Chippenham	4,510
Chippenham CA remainder	580
Chippenham CA Total	5,090
Corsham	1,220
Corsham CA remainder	175
Corsham CA Total	1,395
Malmesbury	885
Malmesbury CA remainder	510
Malmesbury CA Total	1,395
Melksham and Bowerhill	2,240
Melksham CA remainder	130
Melksham CA Total	2,370
Royal Wootton Bassett	1,070

Area	Indicative requirement 2006-2026
Royal Wootton Bassett and Cricklade CA remainder <sup>5</sup>	385
Royal Wootton Bassett and Cricklade CA <sup>5</sup> Total	1,455
Trowbridge	6,810
Trowbridge CA remainder	165
Trowbridge CA Total	6,975
Warminster	1,920
Warminster CA remainder	140
Warminster CA Total	2,060
Westbury	1,500
Westbury CA remainder	115
Westbury CA Total	1,615
<b>NORTH &amp; WEST WILTSHIRE HMA</b>	<b>24,740</b>
Amesbury, Bulford and Durrington	2,440
Amesbury CA remainder	345
Amesbury CA Total	2,785
Mere	235
Mere CA remainder	50
Mere CA Total	285
Salisbury	6,060
Wilton	
Wilton CA remainder	255
Salisbury and Wilton CAs Total	6,315
Downton	190
Southern Wiltshire CA remainder	425
Southern Wiltshire CA Total	615
Tisbury	200
Tisbury CA remainder	220
Tisbury CA Total	420
<b>SOUTH WILTSHIRE HMA</b>	<b>10,420</b>

**Figure 4: Community Area Indicative Requirements**

<sup>5</sup> Totals for Royal Wootton Bassett & Cricklade CA remainder and Royal Wootton Bassett & Cricklade CA exclude any development at the West of Swindon.

- 2.18 There is no requirement for each individual Community Area or settlement to have five years supply of land for housing. Furthermore, paragraph 4.30 of the WCS makes clear that:

*“The disaggregation to Community Areas set out above is not intended to be so prescriptive as to be inflexible and potentially ineffective in delivering the identified level of housing for each market area. It clarifies the council’s intentions in the knowledge of likely constraints in terms of market realism, infrastructure and environmental capacity. They provide a strategic context for the preparation of the Housing Sites Allocation DPD and in order to plan for appropriate infrastructure provision.”*

- 2.19 There are a number of sources for new homes to meet the requirements of Core Policy 2. They include:

- strategic allocations made within the WCS
- retained Local Plan allocations
- existing commitments
- regeneration projects, for example, those in Chippenham, Trowbridge and Salisbury
- neighbourhood plans
- windfall

- 2.20 The allocations shown in the Plan will supplement these existing sources to ensure a surety of supply over the plan period.

## **Relationship with Neighbourhood Planning**

- 2.21 There are at the moment over sixty Neighbourhood Plans either being prepared or completed in Wiltshire and many more plans are likely over the years ahead. Many of these involve identifying land to meet the need for new homes. Their role in meeting housing requirements will become more significant alongside the Plan.

- 2.22 It is a priority of both Government and the Council that planning controls pass to local communities so they can develop their own local vision of sustainable development. Parish and Town Councils have been consulted on the review of settlement boundaries. The work being done on Neighbourhood Plans influences the selection of sites<sup>6</sup> and where Neighbourhood Plans have been ‘made’ or are well advanced the Plan leaves decisions on the scale and locations for growth in settlements to the communities concerned.

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<sup>6</sup> See stage 4a of the Housing Delivery Strategy below.

- 2.23 In other locations, there may not yet be an appetite to prepare a Neighbourhood Plan or plans are at early stages of development. In these cases the Plan has considered how those settlements can accommodate additional housing and has allocated sites. In these cases, the priority to ensure a surety of housing land supply has taken precedence.

## 3. Plan Objectives

- 3.1 Three objectives carry out the two purposes of the Plan to review settlement boundaries and allocate sites for housing development.

### Settlement Boundary Review

- 3.2 The first objective for the Plan is to review settlement boundaries:

**Objective 1: To ensure there is a clear definition to the extent of the built up areas at principal settlements, market towns, local service centres and large villages**

The Plan applies one consistent methodology for the County to replace the different ways used by the previous District Councils. The Council has developed this methodology in consultation with Parish and Town Councils. The process is explained in detail in Topic Paper 1: Settlement Boundary Review Methodology.

The result of the review and proposed changes to settlement boundaries is discussed in Chapter 6 and shown in the appendix to the Plan.

### Housing Site Allocations

- 3.3 The Plan allocates sites for housing development to ensure enough land is allocated to deliver the minimum requirements of each housing market area. In so doing, the Plan has been prepared to achieve two further objectives:

**Objective 2: To help demonstrate a rolling five year supply of deliverable land for housing development - a duty on each Local Planning Authority required by the National Planning Policy Framework.**

The Plan must identify a number of greenfield sites involving the loss of countryside in order to achieve this objective. Land within settlements, in particular previously developed land, is acceptable for housing redevelopment in principle. A realistic allowance is included for this source of new housing when calculating the scale of land supply<sup>[1]</sup>. But within a predominantly rural area there is a limited amount of previously developed land. Not only are such opportunities limited, they can also be difficult to rely on as a large proportion of overall supply.

**Objective 3: To allocate sites at the settlements in the County that support the spatial strategy of the Wiltshire Core Strategy. The spatial strategy for Wiltshire contained in the Core Strategy promotes the sustainable development of the County.**

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<sup>[1]</sup> See Topic Paper 3 Housing for an explanation of how a windfall allowance has been estimated for each HMA. The approach accords with guidance contained in paragraph 48 of the NPPF.

The spatial strategy describes a hierarchy of settlements within the County. Each tier recognises the particular role of those settlements and plans a level of new housing development that is appropriate. Chippenham, Salisbury and Trowbridge, are Principal Settlements supported by a number of Market Towns. Development at Large and Small Villages should accommodate local needs. Local Service Centres have also been identified that have a more pronounced role than villages. They possess a level of facilities and services that provide the best opportunities outside the Market Towns for sustainable development.

The Site Selection Methodology Process contained in Topic Paper 2, explains in detail the methodology for identifying site allocations to meet these two objectives. The selection process and its results are summarised in the following 'Housing Delivery Strategy' section. Housing Allocations are explained and set out in chapter 5 of the Plan.

## 4. Housing Delivery Strategy

### How many homes are needed and where?

- 4.1 The WCS divides housing provision between the three Housing Market Areas. The vast proportion of housing needed over the plan period has already been built or is already committed.

	Minimum Housing Requirement	Completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
East Wiltshire HMA	5,940	3,497	2,273	170
North and West Wiltshire HMA	24,740	12,603	11,566	571
South Wiltshire HMA	10,420	5,067	4,759	594

**Figure 5: Housing Market Areas: Minimum to be allocated**

- 4.2 The figures above show a minimum to be allocated, but a surplus is necessary to maintain five years supply of housing land in each HMA and to surpass the buffer in excess of five years required by the NPPF.
- 4.3 In order to deliver the spatial strategy, the priority for housing land allocations has been to focus on those higher tier settlements that have not yet met or contributed towards indicative levels of provision (Principal Settlements, Market Towns and Local Service Centres). This supports the sustainable

development of the County sought by Objective 2 of the Plan. These settlements where allocations are justified are:

Housing Market Area	Principal settlement, market towns and local service centres
East Wiltshire Housing Market Area	Tidworth and Ludgershall Market Lavington
North and West Wiltshire Housing Market Area	Trowbridge Warminster
South Wiltshire Housing Market Area	Salisbury Amesbury, Bulford and Durrington

**Figure 6: Higher tier settlements where allocations were made**

4.4 The WCS proposes much more modest levels of housing provision at Large Villages as reflected in the indicative scales of housing for each community area. Some new development, to meet local needs, may be appropriate at some of the designated Large Villages within these rural areas either through sites allocated in the Plan or by Neighbourhood Plans produced by the local community.

4.5 No allocations are made at Large Villages in the East Wiltshire HMA because there is no strategic priority to do so due to the level of completions and supply committed within the HMA. Housing to meet local needs can be identified where necessary through neighbourhood planning. Neighbourhood planning will also supplement supply in the other two HMAs. No suitable sites were available at Large Villages in the South Wiltshire HMA and therefore the Plan makes no allocations in that area either. The Plan makes allocations at Large Villages only in the North and West Wiltshire HMA. These involve the following Community Areas:

Housing Market Area	Large Villages
North and West Wiltshire Housing Market Area	Chippenham Community Area Remainder Malmesbury Community Area Remainder Warminster Community Area Remainder Westbury Community Area Remainder

**Figure 7: Community Areas where allocations were made at Large Villages**

### How were sites selected?

4.6 A separate topic paper explains the Council’s approach to site selection<sup>7</sup>. It is summarised below:

<sup>7</sup> Topic Paper 2: Site Selection Process Methodology, Wiltshire Council (June 2017)

### **Stage 1: Areas of Search**

- 4.7 The selection process identifies land for house building that supports the distribution and indicative levels of housing set out in the Wiltshire Core Strategy. Site selection prioritises allocating housing sites at those main settlements and areas where land supply needs to be supplemented in order to meet those levels. The outcome of stage one therefore defined 'areas of search' where sites do need to be selected (see above).

### **Stage 2: Strategic Assessment**

#### *2A: Exclusionary criteria*

- 4.8 All councils are required to maintain a register of land that has been put forward for development. This is referred to as the Strategic Housing Land Availability Assessment (SHLAA)<sup>8</sup>. Within areas of search the SHLAA provides a pool of land opportunities for possible housing development.
- 4.9 Other land, not included in the SHLAA, may possibly be capable of development but because neither a developer nor landowner has promoted the site for development, the site cannot be said to be available or developable within the plan period. It cannot be counted on to supplement housing land supply and therefore, for the Plan to be effective, land other than SHLAA sites has not been considered for inclusion. SHLAA sites were therefore the basic building blocks of the Plan, but they simply amount to land put forward for development.
- 4.10 This does not mean any particular site is developable or suitable for development; either in part or whole. There may be a number of barriers to development ruling out their suitability. SHLAA sites may include land with areas at risk of flooding or ecological or historic sites that are important to protect. A strategic assessment tested each SHLAA site against a number of such constraints and criteria including whether a site was already committed for development or within the urban area.
- 4.11 Some sites were also detached from a settlement with no prospect of forming a part of its existing built up area. Where housing development involves encroachment into the countryside it should take place in a way that expands an existing built up area in order to prevent unnecessary loss of open countryside and so that new homes are directly-related to the community.
- 4.12 SHLAA sites were rejected or a reduction in their area (capacity) noted because one or more of these considerations applied to part or the whole leaving a smaller set of potential sites within areas of search.

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<sup>8</sup> Strategic Housing and Economic Land Availability Assessment, Wiltshire Council, (at 1 January 2017)



*2B: Large villages*

- 4.13 The WCS sets down requirements for scales of new housing at each of the County's main settlements. It provides an approximate scale of anticipated housing development for the surrounding rural hinterland of each community area. These areas contain several rural settlements (large and small villages and in some instances Local Service Centres) that do not have individually set levels of development. The spatial strategy requires new housing development at these Large and Small Villages to be limited to that needed to help meet the housing needs of settlements and to improve employment opportunities, services and facilities. Some rural settlements are designated as Local Service Centres where levels of facilities and local employment suggest greater potential for growth and self-containment.
- 4.14 Opportunities at some Large Villages have not been explored because local housing needs for the plan period have already been accommodated; either through development that has already taken place or that is planned. Further development brought about by new plan allocations would be in excess of meeting local needs and result in conflict with WCS Core Policy 1. SHLAA sites at these Large Villages were not therefore considered reasonable alternatives.
- 4.15 The future development of some Large Villages has already been thoroughly considered by Neighbourhood Plans. Neighbourhood planning addresses the housing needs of a settlement in accordance with Core Policy 1 of the WCS. It is unnecessary for the Plan to supplement local consideration and SHLAA sites at Large Villages where Neighbourhood Plan preparation is at an advanced stage are not considered reasonable alternatives.
- 4.16 Housing development at Small Villages is required to take the form purely of limited infill. House building will be small in scale, for sites of single figures, and the Plan does not seek to identify such sites.
- 4.17 Based on an assessment of these factors, a number of Large Villages were excluded from further consideration and potential sites at these Large Villages were therefore rejected.

**Stage 3: Sustainability Appraisal**

- 4.18 After a high level assessment, remaining potential sites have been assessed using sustainability appraisal (SA). This is a transparent and systematic way of carrying out a detailed assessment of the sustainability performance of all the remaining site options using a sustainability appraisal framework.
- 4.19 The sustainability appraisal framework contains 12 objectives that cover the likely environmental, social and economic effects of development. The performance of each site was assessed against each of the objectives using a consistent set of decision-aiding questions. The objectives and decision aiding questions resulted from consultation on a scoping report. The

appraisal used common evidence and the process therefore ensured a transparent, consistent and equitable comparison of all reasonable alternatives.

- 4.20 Where potential sites were rejected, the reasons for doing so are clearly stated. Other sites were divided into 'more sustainable' and 'less sustainable' site options.

#### **Stage 4: Selection of Preferred Sites and developing plan proposals**

##### *4A: Selection of preferred sites*

- 4.21 The focus for further work was the set of 'more sustainable' sites identified at stage 3. Further consultation with stakeholders helped to develop potential sites into site options with individual housing capacities and specific boundaries. Consultation also helped to identify requirements that should be highlighted for individual site options, to guide the form development should take, including the definition of realistic site boundaries. In exceptional circumstances, it was necessary to consider 'less sustainable' sites.

##### *4B: Developing Plan Proposals*

- 4.22 Previous stages assessed individual sites. Together the total amount of housing proposed in the Plan should aim to ensure overall supply at least meets housing market area requirements. The form housing land supply takes should also provide for a demonstrable five year supply of land for each year in the plan period. Therefore shortcomings in terms of the total number of dwellings, the components of supply and its timing may require previous stages to be revisited, possibly in order to expand areas of search and the number of potential site options. Topic Paper 4: 'Developing Plan Proposals' considers these issues for each HMA in turn.
- 4.23 This stage also checked how all the draft allocations together fitted with the spatial strategy; in terms of the overall distribution of housing growth; the approach to rural areas; and the role of Principal Settlements and Market Towns. Where there is a shortfall at any Market Town or Principal Settlement then there is an assessment of possible impact in terms of the wider area and measures for the future are suggested to address those potential effects.
- 4.24 The rationale for the Plan is to supplement housing land supply. This is a strategic priority stemming from the WCS. The spatial strategy expects development at Large Villages to respond to local needs. At the same time it is Government and the Council's wish to give direct power to local communities to articulate their own visions for their area, to define and respond to their own local need. Therefore, in the absence of a strategic priority, where land supply can meet objectives of the Plan without allocating sites at villages then it should not. This stage has therefore specifically reviewed the purpose and the case for making allocations at Large Villages.

### **Stage 5 Viability Assessment**

- 4.25 Viability assessment has verified that preferred sites and the scale of development identified in the Plan would not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. It also shows that preferred sites are capable of providing policy compliant levels of affordable homes. Assessment has been carried out by independent experts on this aspect and their report has been published separately (Topic Paper 5: Assessment of Viability).

### **Stage 6: Sustainability Appraisal of Plan Proposals and Habitats Regulation Assessment**

- 4.26 Following completion of the viability assessment, a final stage of sustainability appraisal was undertaken on draft policies within the Plan and further refinements were necessary to improve mitigation measures to see that the Plan delivers the most sustainability benefits possible. This stage of the assessment considered the impact of the Plan as whole; its cumulative effects.
- 4.27 In terms of biodiversity, the impact of potential sites on European Designations is an important factor in the selection of preferred sites. The Plan as a whole however is also required through the Habitats Directive and the Conservation of Habitats and Species Regulations 2010 (as amended), to consider if it may have a likely significant effect on European Sites either alone or in combination with other plans or projects. The Appropriate Assessment concludes that the Plan will not have adverse effects on the integrity of any European Sites. The reasons for this conclusion have been published separately in the Habitats Regulations Assessment.

### **Summary of Site Allocations**

- 4.28 Each Community Area Topic Paper considers whether it is appropriate to allocate sites for housing development, based on the remaining requirements for that community area, and justifies the selection of particular sites. In summary the Plan allocates the following sites in each HMA.

*East Wiltshire Housing Market Area*

Settlement	SHLAA reference	Site Name	Approximate dwellings
Market Lavington	1089	Southcliffe	15
	2055/530	Underhill Nursery	50
	3443	East of Lavington School	15
Ludgershall	553	Empress Way	270 <sup>9</sup>

**Figure 8: East Wiltshire HMA - summary of allocations***North and West Wiltshire Housing Market Area*

Settlement	SHLAA reference	Site Name	Approximate dwellings
Hullavington	690	The Street	50
Yatton Keynell	482	East of Farrells Field	30
Crudwell	3233	Ridgeway Farm	50 <sup>10</sup>
Trowbridge	613	Elm Grove Farm	200
	1021	Church Lane	45
	3260	Upper Studley	20
	298	Land off the A363 at White Horse Business Park	150
	3565	Southwick Court	180
	297/263	Elizabeth Way	205
Warminster	603	East of the Dene	100
	302/1032	Bore Hill Farm	70
	304	Boreham Road	30
Chapmanslade	316	Barthers Farm Nurseries	35
Bratton	321	Court Orchard / Cassways	40

**Figure 9: North and West HMA - summary of allocations***South Wiltshire Housing Market Area*

Settlement	SHLAA reference	Site Name	Approximate dwellings
Durrington	3154/S98	Clover Lane	45 <sup>11</sup>
Durrington	3179	Land off Larkhill Road	15
Salisbury	S1028	Land at Netherhampton Road	640
Salisbury	S61	Land at Hilltop Way	10
Salisbury	S1027	North of Netherhampton Road	100

<sup>9</sup> This total includes 109 dwellings that already have planning permission<sup>10</sup> This total includes 10 dwellings that already have planning permission<sup>11</sup> This total includes approximately 15 dwellings that already have planning permission

Salisbury	3272	Rowbarrow	100
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**Figure 10: South HMA - summary of allocations**

4.29 These site allocations for each HMA meet two objectives of the Plan (Objectives 2 and 3):

- To help demonstrate a rolling five year supply of deliverable land for housing development.
- To allocate sites at the settlements in the County that support the spatial strategy of the Wiltshire Core Strategy.

## Objective 2: Housing Land Supply

4.30 In addition to allocations in the WCS and the Plan as well as sites with planning permission, the Council has made an allowance for windfall sites in the five year supply. With sites allocated in this plan, overall provision for new housing in each HMA is as follows:

Housing Market Area (HMA)	Minimum Housing Requirement	Completed (2006-2017)	Commitments (2017-2026)	Windfall Allowance (2017-2026)	Plan allocations (2017-2026)	TOTAL	Surplus
East Wiltshire	5,940	3,497	2,273	811	241	6,822	882
North and West Wiltshire	24,740	12,603	11,566	2,086	1,195	27,450	2,710
South Wiltshire	10,420	5,067	4,759	736	795	11,357	937

**Figure 11: HMA housing land supply 2006 -2026**

4.31 The Plan helps to provide for the amount of housing required by the WCS. Plan preparation has also looked at the likely timings of construction of the various land sources using trajectories of dwelling completions (housing trajectories). The results are reported in Topic Paper 4: Developing Plan Proposals. This assesses how the Plan achieves a sufficient supply in each year over the plan period in order to meet the objective of ensuring a five year supply of deliverable land for each of the remaining years of the WCS plan period to 2026.

4.32 Housing trajectories are site by site estimates of start and finish dates and annual completions. Aggregating housing trajectories for each HMA shows how the Plan helps to deliver in excess of five years supply of land in each area for the remaining years of the plan period. The table below provides estimates of how many years supply there will be in each remaining year of the plan period. It shows supply exceeds the five year requirement through to

the end of the plan period for all years except one in the South Wiltshire HMA and well before then additional allocations will be included within the review of the WCS.

HMA	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East Wiltshire	9.18	9.11	9.75	12.20	22.44	20.18	14.01	9.81	7.45
North and West Wiltshire	7.15	7.54	7.64	7.54	7.85	7.92	7.48	6.54	5.30
South Wiltshire	6.09	6.30	6.43	6.65	6.88	7.13	6.70	5.87	4.75

**Figure 12: HMA Five year land supply estimates 2017 – 2026**

- 4.33 To be sure of maintaining a surety of supply, the annual estimates should exceed the five years and buffer required by planning policy. A surplus is important to allow for any possibility of under delivery in the future.

### **Objective 3: Spatial Strategy**

- 4.34 The scale and distribution of site options at each settlement should also be consistent with that proposed by the spatial strategy in the WCS. A shortage of new housing and infrastructure for instance will limit provision for affordable homes, could depress economic growth and undermine the viability and vitality of town centres. On the other hand, widespread over provision, particularly toward smaller rural settlements, might undermine the spatial strategy. A symptom of this would be over burdened local infrastructure and greater environmental impacts from more travelling between settlements and more widespread loss of countryside.
- 4.35 It would not, however, be reasonable to expect the distribution and scale of land supply to adhere rigidly to the levels set in the core strategy. It would be unrealistic to expect as much. The WCS explains that levels are indicative and that there needs to be some flexibility.
- 4.36 Levels of housing development in settlements and rural areas are indicative levels of growth. They are approximate and neither minimum or maximums; instead they are an indication of the general scale of growth appropriate for each area and settlement during the plan period.
- 4.37 The following sections describe the relationship between the distribution of housing development (including the site allocations) and the spatial strategy for each of the County’s HMAs.

#### *East Wiltshire Housing Market Area*

- 4.38 The table below compares indicative with proposed levels of growth in each community area:

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	% Variation
<b>Urban areas</b>					
Devizes	2,010	1,447	689	2,136	6.3%
Marlborough	680	357	306	663	-2.6%
Tidworth and Ludgershall	1,750	728	1,109	1,836	5.0%
<b>TOTAL</b>	<b>4,440</b>	<b>2,532</b>	<b>2,103</b>	<b>4,635</b>	<b>4.4%</b>
<b>Rural areas</b>					
Devizes CA remainder	490	286	182	468	-4.5%
Marlborough CA remainder	240	160	46	206	-14.1%
Pewsey CA	600	426	179	605	0.9%
Tidworth CA remainder	170	93	3	96	-43.5%
<b>TOTAL</b>	<b>1,500</b>	<b>965</b>	<b>410</b>	<b>1,375</b>	<b>-8.3%</b>

**Figure 13: East Wiltshire HMA - distribution of housing development 2006-2026**

- 4.39 The overall pattern of growth is in general conformity with the WCS. It is consistent with the principles of the spatial strategy. Compared to indicative levels, development is focussed slightly more on the Market Towns (+4%) and less on the rural settlements (-8%).
- 4.40 Indicative levels of housing for Market Towns are not a ceiling and a variance would not seem to present new or significant issues for local infrastructure and environmental capacity.
- 4.41 Similarly, variations from the spatial strategy do not appear to give rise to significant issues. The rural area around Tidworth contains two designated Large Villages. Collingbourne Ducis has experienced above average growth since 2006. This would seem sufficient to help maintain its role. Netheravon has several brownfield sites that are potentially suitable for redevelopment and these possibilities would be best explored through a neighbourhood planning process.
- 4.42 A number of rural communities within the HMA are developing a local vision for the sustainable development of their settlement using neighbourhood planning<sup>12</sup>. These will address local needs, including needs for new homes, and they will progress further allocations to include housing that will contribute

<sup>12</sup> Community Area Topic Papers summarise progress on neighbourhood planning

to supply. Neighbourhood plans will be a main means to sustain the roles of Large Villages described in the spatial strategy.

- 4.43 The distribution of housing development accords with the underlying principles of the WCS to direct development to the most suitable, sustainable locations.

*North and West Wiltshire Housing Market Area*

- 4.44 The table below compares indicative with proposed levels of growth in each community area:

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	% Variation
<b>Urban areas</b>					
Bradford on Avon	595	387	212	599	1%
Calne	1,440	961	807	1,768	23%
Chippenham	4,510	1,204	3,819	5,023	11%
Corsham	1,220	646	587	1,233	1%
Malmesbury	885	560	455	1,015	15%
Melksham and Bowerhill	2,240	1,370	1,221	2,591	16%
Royal Wootton Bassett	1,070	997	158	1,155	8%
Trowbridge	6,810	2,965	2,625	5,590	-18%
Warminster	1,920	603	1,055	1,658	-14%
Westbury	1,500	877	931	1,808	21%
<b>TOTAL</b>	<b>22,190</b>	<b>10,570</b>	<b>11,871</b>	<b>22,441</b>	<b>1%</b>
<b>Rural areas</b>					
Bradford on Avon CA remainder <sup>1</sup>	185	119	72	191	3%
Calne CA remainder	165	92	153	245	49%
Chippenham CA remainder	580	409	113	522	-10%
Corsham CA remainder	175	255	96	351	101%
Malmesbury CA remainder	510	336	144	480	-6%
Melksham CA remainder	130	101	38	139	7%
Royal Wootton Bassett and Cricklade CA remainder <sup>2</sup>	385	315	150	465	21%
Trowbridge CA remainder	165	255	23	278	69%
Warminster CA remainder	140	90	53	143	2%
Westbury CA remainder	115	61	47	108	-6%
<b>TOTAL</b>	<b>2,550</b>	<b>2,033</b>	<b>890</b>	<b>2,923</b>	<b>15%</b>

**Figure 14: North and West HMA - distribution of housing development 2006-2026**



- 4.45 There are marked differences in the anticipated growth of Calne and Westbury over the plan period compared to the two Principal Settlements of the HMA, Chippenham and Trowbridge.
- 4.46 Growth at Chippenham and Trowbridge has not matched expectations. Land has been in short supply or delayed in coming forward. As Principal Settlements within the HMA they are intended to be the primary focus for development, providing significant levels of jobs and homes.
- 4.47 In contrast, rates of development at most Market Towns have met expectations and at Bradford on Avon, Calne, Malmesbury, Melksham, Royal Wootton Bassett and Westbury anticipated levels of growth have been exceeded over the first half of the plan period. Land has been available and some additional sites granted consent by planning appeals. Over the same interval, scales of development within rural areas in many places have also exceeded those anticipated by the WCS.
- 4.48 Indicative levels of housing for Market Towns are not a ceiling and variations would not seem to present new or significant issues for local infrastructure and environmental capacity. Allocations made in the Plan are made to support the spatial strategy. It is not however practical for the Plan to completely re-dress imbalances in the distribution of development from what the spatial strategy envisaged. A review of the WCS is also the appropriate means to properly consider the performance and longer term prospects of settlements.
- 4.49 Chippenham however is now likely to exceed the minimum scale of growth anticipated in the WCS by higher rates of house building in the last half of the plan period compared to much lower rates over recent years. This will come about in large part as a result of significant allocations for housing development made in the Chippenham Site Allocations Plan.
- 4.50 Until very recently there has been a shortage of development opportunities in the town. It is difficult to substantiate a direct connection, but this shortage may also have contributed to the higher than anticipated rates of development experienced by Calne, neighbouring Chippenham. Higher rates of development than expected cause concern about the adequacy of local infrastructure to support population growth and about environmental impacts. No allocations are proposed in the Plan for Calne or Corsham.
- 4.51 Symptoms of similar circumstances appear to be apparent with regard to Trowbridge as at Chippenham, although there would not appear to be such a pronounced shortage of land at Trowbridge.
- 4.52 Unlike Chippenham however, allocations made by the Plan will not be sufficient to ensure that housing provision meets indicative requirements. Six new site allocations provide land for approximately 800 dwellings.

Nevertheless, housing development at Trowbridge will fall short of the WCS indicative level of 6,810 dwellings by around 1,220.

- 4.53 One main reason for a shortfall in land supply is the complexity and consequent delay developing Ashton Park, a south eastern extension to the town. 1,600 dwellings will be built on this site in the plan period and a further 1,000 post 2026; rather than first envisaged that the whole of the allocation would have been completed in the plan period. This can be seen to account for 1,000 of the 1,220 dwelling shortfall.
- 4.54 A second main reason for a shortfall has been the inability to identify enough land free from environmental constraints that could compensate for the consequences of delay to Ashton Park. Designated Green Belt provides long term protection from development and limits the scope for Trowbridge to expand. Ecological constraints result from the need to safeguard habitats for protected bats. Other options are limited for different reasons.
- 4.55 In addition, to meet Plan objectives, land identified should be capable of development within the plan period. Unlike Salisbury, there are no reserve locations or areas of search. At this stage, substituting one complex site by another would not provide a remedy to a relatively short-term issue.
- 4.56 Looking over the plan period there has not been as dramatic a fall off in dwelling completions at Trowbridge as took place at Chippenham. The Plan allocations provide choice and flexibility as well as add to supply. The shortfall compared to an indicative level is not so severe as to jeopardise the position of Trowbridge as a Principal Settlement or undermine objectives of the spatial strategy. The WCS makes clear that indicative requirements for community areas provide context and are not prescriptive. A lower provision over the shorter term represents the flexibility associated with the indicative nature of the requirements of the WCS.
- 4.57 Both Westbury and villages around Trowbridge have experienced higher than anticipated rates of growth. The WCS has the objective of consolidating growth at Westbury and this plan makes no additional allocations for housing development.
- 4.58 Allocations of the Plan at Large Villages in the HMA are made only at those settlements where indicative levels will not be met and where local needs are not being addressed through neighbourhood planning. As well as being necessary to help ensure a surety of supply, these allocations will help to support the role of those Large Villages, supporting a range of local employment, services and facilities.
- 4.59 The scale of development at Warminster is not envisaged to meet indicative strategic requirements. Three proposals of the Plan improve choice in the Town. Constraints include flood risks and managing phosphate levels that can affect the River Avon Special Area of Conservation. The West Urban

Extension, a strategic site in the WCS, provides by far the largest part of new housing to serve the town and this area will continue to do so for several more years after 2026. It provides a longer term surety of supply that supports the role and function of the town.

- 4.60 Constraints to Trowbridge's longer term growth will be addressed as part of the review of the Core Strategy that will look from 2016 beyond 2026 to 2036. This might include a review of how Green Belt boundaries around the town may affect the town's longer term prospects.
- 4.61 Differences from the pattern of development envisaged by the WCS have arisen over the first half of the plan period. Plan allocations go some way to reversing this, but only so far. Specifically, growth at Trowbridge is more constrained and more difficult to realise than had been envisaged, although not so much as to fundamentally undermine the spatial strategy. Housing provision exemplifies the flexibility made necessary by the indicative nature of community area requirements of the WCS.

#### *South Wiltshire Housing Market Area*

- 4.62 Overall, the scale of development at urban areas matches the intention of the strategy in terms of how much growth is focussed on the main settlements. There are minor differences between indicative and proposed levels that are not significant. They would not present new or significant issues for local infrastructure and environmental capacity. Less provision is made for rural areas.

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	% Variation
<b>Urban areas</b>					
Amesbury, Bulford and Durrington	2440	1,311	1,101	2412	-1%
Salisbury	6,060	2,273	3,833	6,637	10%
Wilton		323	208		
<b>TOTAL</b>	<b>8500</b>	<b>3,907</b>	<b>5,142</b>	<b>9,049</b>	<b>6%</b>
<b>Rural areas</b>					
Amesbury CA remainder	345	179	58	237	-31%
Mere CA remainder	50	37	5	42	-15%
Mere (LSC)	235	126	139	265	13%
Downton (LSC)	190	88	105	193	2%
Tisbury (LSC)	200	170	5	175	-12%
Wilton CA remainder	255	115	11	126	-51%
Southern Wiltshire CA remainder	425	385	78	463	9%
Tisbury CA remainder	220	60	11	71	-68%
<b>TOTAL</b>	<b>1,920</b>	<b>1,160</b>	<b>412</b>	<b>1,572</b>	<b>-18%</b>

**Figure 15: South Wiltshire HMA - distribution of housing development 2006-2026**

- 4.63 The South Wiltshire HMA has a slightly less generous housing land supply than elsewhere in Wiltshire.
- 4.64 Salisbury is the Principal Settlement within the HMA. It is intended to be the primary focus for development, providing significant levels of jobs and homes. Two site allocations of more than 500 dwellings are important to ensuring there is a surety of supply to the end of the period and that the City achieves the role set out in the spatial strategy. Churchfields and land at Netherhampton Road (Salisbury). The first is a strategic site allocated in the WCS. The latter of these, at Netherhampton Road, is an allocation of the Plan.
- 4.65 It is unlikely that all the strategic sites allocated in the WCS for Salisbury would deliver sufficiently within the plan period to meet housing requirements and ensure supply, and therefore land allocated at Netherhampton Road is necessary. A shortage of land could impede the City's prospects and it could also lead to greater development pressures in other settlements in the HMA less suited to growth.
- 4.66 Churchfields is a strategic mixed-use site that Core Policy 20 of the WCS requires to deliver 1100 dwellings by 2026. To be developed, this site requires substantial employment uses to decant and is now expected to commence later than envisaged and much less land for new housing will be available

before 2026. It is a complex regeneration project that will take time to deliver and will require other sites to enable existing businesses to relocate.

- 4.67 The site at Netherhampton Road has the ability to address the lack of housing delivery at Churchfields, later within the plan period, and also the potential to provide employment land for Churchfields businesses to relocate, thereby freeing up land at Churchfields for housing delivery in the longer term. The WCS identifies the site within an area of search, to be considered if further land is required in future to meet housing requirements, as part of the Council's monitoring process. Monitoring has shown that further land is required due to the redevelopment of Churchfields taking longer than anticipated. The Plan therefore implements this contingency in order to ensure a sufficient supply of housing. The allocation of land at Netherhampton Road, a substantial site, will not lead to an increase in the overall scale of housing growth at Salisbury than was proposed by the WCS.
- 4.68 Recognising the scale of the site, a generous lead in time is provided for the delivery of Netherhampton Road. The site is not expected to contribute to housing delivery for several years whilst work is carried out to masterplan the site and develop mitigation measures. In the meantime, supply from major schemes such as Fugglestone Red and Longhedge will ensure sufficient supply. Churchfields and Netherhampton Road sites will deliver new homes alongside each other toward the end of the plan period.
- 4.69 Further sites at Salisbury support provision for primary education in the south of the City. They improve choice. They also help to safeguard land supply should there be unforeseen and serious delay with the delivery of any other sites.
- 4.70 Provision for the rural areas of the HMA can be divided between growth at Local Service Centres and elsewhere, including Large Villages.
- 4.71 Local Service Centres (LSC) are defined as smaller towns and larger villages which serve a surrounding rural hinterland and possess a level of facilities and services that together with improved local employment, provide the best opportunities outside the Market Towns for greater self containment. Levels of housing development envisaged at Mere and Downton fit with that strategy. The level of development proposed for Tisbury is lower. There is a significant brownfield site option under consideration through the neighbourhood planning process that takes priority over consideration of greenfield alternatives. This would meet indicative requirements at the settlement.
- 4.72 In terms of the wider rural area, overall, given the flexibility that should be associated with indicative requirements there is no fundamental conflict with the spatial strategy and proposals are in general conformity with the WCS. There are three Large Villages in the rural area around Tisbury all of which are within the Cranborne Chase and West Wiltshire Downs AONB. The Plan does not propose any allocations because of a variety of constraints and a lack of land availability. In the rural area around Wilton, of the two Large

Villages, Dinton has already experienced relatively significant growth and at Broad Chalke sites are being investigated through the preparation of a Neighbourhood Plan, although the local primary school has limited capacity to support growth. Neighbourhood planning is suited to addressing local needs in these circumstances.

## 5. Housing Site Allocations

### Introduction

- 5.1 By assessing each of the settlements identified in Core Policy 1, a site selection process has produced a range of sites suitable for residential development. Scales of development reflect each site's suitability. They also have regard to the role of a settlement and its size as well as the indicative requirements for housing in each community area, as presented in the WCS. Development will be required to provide for the necessary on-site and, where necessary, off-site infrastructure requirements arising from proposals in accordance with Core Policy 3 (Infrastructure requirements).
- 5.2 The design and form of development will accord with policies of the WCS. Core Policy 57 (Ensuring High Quality Design and Place Shaping) requires a high standard of design of all development.
- 5.3 Landscaping will be provided at boundaries and throughout each site retaining and reinforcing as much as possible of existing hedgerow and tree cover. This will often be required in order to establish a visual boundary to a settlement and so help preserve the settlement's character and appearance in the wider landscape as well as protect the amenity of adjoining uses. Core Policies 51 and 52 are particularly relevant (Landscape and Green Infrastructure). Some sites relate to Areas of Outstanding Natural Beauty and building design, layout and landscaping measures will be necessary to deliver a scheme which positively assimilates within the wider landscape setting and reflects the character of the local vernacular in accordance with requirements of Core Policy 51.
- 5.4 An ecological assessment will be required for all sites. The development will protect and improve opportunities for biodiversity and wildlife corridors within and adjoining the site in accordance with Core Policy 50 (Biodiversity and Geodiversity). Most sites proposed are of more than one hectare, will therefore require flood risk assessment in order to ensure that there is no increase in risk of flooding on site and elsewhere, and will need to comply with Core Policy 67 (Flood Risk) with regard to flood risk.
- 5.5 Development has the potential to affect the significance of a range of heritage assets within or beyond site boundaries. Where necessary a heritage assessment will prescribe measures which will need to be incorporated as part of a scheme in order to protect them, including the importance of their settings. The determination of planning applications will follow the approach set out in National Planning Policy Framework (paragraphs 131 to 135) and satisfy requirements of Core Policy 58 (Ensuring the Conservation of the Historic Environment) of the WCS. This should include archaeological assessment where necessary

- 5.6 Transport impacts from a proposal will also need detailed assessment and accord, in particular, with Core Policy 62 (Development Impacts on the Transport Network). This will include using the highways and transport evidence base. Depending upon the characteristics of individual sites, other policies of the core strategy will be relevant to the determination of planning applications for each of the sites proposed.
- 5.7 The Council will seek a proportion of new homes as affordable housing in accordance with Core Policy 43 (Providing Affordable Homes).
- 5.8 In addition to Community Infrastructure Levy, the Council will also seek funding contributions toward infrastructure or mitigation that is not identified for levy funding and which is directly related to development and necessary for it to proceed. Satisfying the requirements of Core Policy 3 will therefore also be important.
- 5.9 Proposals for new housing sites must be read in conjunction with the Wiltshire Core Strategy and will be considered against all relevant policies, including those relating to place shaping and high quality design. Developers of more substantial sites will also prepare Sustainable Energy Strategies setting out how proposals meet carbon reduction targets, and identifying how maximum targets can be achieved, particularly where lower cost solutions are viable (such as combined heat and power).
- 5.10 Standards for provision to meet leisure and recreation needs of any application will be applied to each of the proposals. An audit of existing open space assets will inform outdoor sports provision. Shortages of amenity green space, parks and areas for informal recreation may be addressed by provision for open space by proposals but will solely be of a form and scale to meet the needs of new development.
- 5.11 As appropriate, additional evidence will need to be prepared at a level of detail to support a planning application. Such new evidence can be used as a material consideration when considering a specific planning application. In many cases, particularly important items are referred to for each allocation. Such evidence may include, but is not limited to a Landscape and Visual Impact Assessment, Heritage Assessment, Biodiversity Report, Surface Water Management Plan, Flood Risk Assessment and Transport Statement.
- 5.12 Sites are proposed at some settlements that involve a mix of uses more than housing development, and where development will be guided by a master plan. The master plan will show parameters governing the distribution of land uses for each site. These sites each have a detailed policy reflecting more extensive site specific requirements setting out the components of development and/or requirements to ensure it takes an acceptable form. These sites are:



Community Area	Site Name	Policy
Tidworth	Empress Way, Ludgershall	H1.1
Trowbridge	Elm Grove Farm, Trowbridge	H2.1
Warminster	East of the Dene, Warminster	H2.7
Chippenham	The Street, Hullavington	H2.10
Salisbury	Netherhampton Road, Salisbury	H3.1

**Figure 16: Plan Site Specific Policies**

## East Wiltshire Housing Market Area

- 5.13 Land for housing development is identified to support the role of settlements in the East Wiltshire HMA, to ensure supply and as well as choice and competition in the market for land.

**Policy H1: Land is allocated for residential development at the following sites, as shown on the policies map:**

**East Wiltshire Housing Market Area**

Community Area	Reference	Site Name	No of dwellings
Tidworth	H1.1	Empress Way, Ludgershall	270
Devizes	H1.2	Underhill Nursery, Market Lavington	50
	H1.3	Southcliffe, Market Lavington	15
	H1.4	East of Lavington School, Market Lavington	15

- 5.14 How these sites were selected is explained in the Community Area Topic Papers<sup>13</sup>.
- 5.15 The specific requirements and form development will take are described below for each site to ensure they are each appropriate in scale and character to their location and in accordance with WCS and national policy.

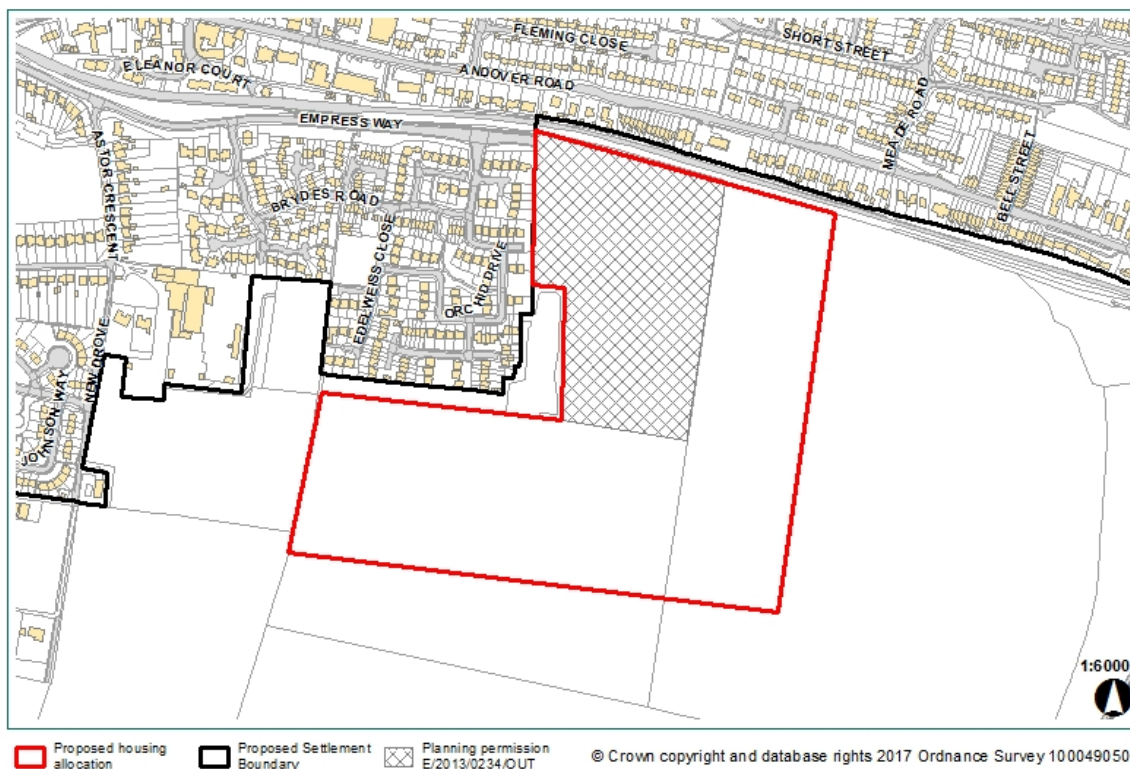
### Ludgershall

- 5.16 Ludgershall is designated as a Market Town and has the potential for significant development. The WCS envisages Ludgershall, together with Tidworth, accommodating approximately 1,750 additional dwellings over the plan period. As a part of the settlement strategy, an increase in jobs and homes in the town will help to enhance services and facilities and promote

<sup>13</sup> Tidworth Community Area Topic Paper, Wiltshire Council ,(June 2017) and Devizes Community Area Topic Paper, Wiltshire Council, (June 2017)

better levels of self-containment and viable sustainable communities (Core Policy 1, WCS). Further development will support it carrying out this role.

### H1.1 Empress Way



**Policy H1.1 Land at Empress Way, as identified on the Policies Map, is proposed for mixed use development comprising the following elements:**

- **approximately 270 dwellings;**
- **a connecting highways link between Empress Way and Simonds Road/New Drove, via the adjoining development at the former Granby Gardens site;**
- **1.8ha of land reserved for a two form entry primary school.**
- **A strong landscape framework including significant screening to the southern and eastern boundaries of the site**

**Development will take place in accordance with a masterplan for the site approved by the Council as part of the planning application process.**

5.17 Approximately 16.5ha of land at Empress Way, as shown on the policies map, are allocated for development. The proposal is to extend land already with permission<sup>14</sup> for housing development to allow for a further 160 dwellings.

<sup>14</sup> Outline planning permission reference E/2013/0234/OUT (land adjacent to Empress Way).

The total amount of development will therefore be 270 dwellings. The treatment and design of the site will be one comprehensive development proposal.

- 5.18 The site is formed of agricultural land on the southern edge of the town. It is a logical extension to the town in an accessible location with regard to local services and facilities but there are limited established natural boundaries that help to enclose the site. There are no field boundaries on the site's southern and eastern edges, although there is limited screening on the boundaries adjoining the railway line and existing residential development.
- 5.19 Vehicular access to the site would be required from Empress Way and via the Granby Gardens development site. Development of the site will include a connecting link road through the site to the two points of access. Transport assessment will inform detailed measures to mitigate impacts on the local road network, including the A342 Andover Road, Memorial Junction and the capacity of the signals on the nearby railway bridge.
- 5.20 Development of the site will include 1.8ha reserved for a 2 form entry primary school. Based on current estimates local primary school capacity will be absorbed by committed development elsewhere in the town. The need to retain the reserved land for a school will be determined as part of the application process based on demand for primary school places at that time.
- 5.21 The site design will be led by a strong landscape framework. Significant additional screening at the southern and eastern site boundaries would be required, along with landscaping and green infrastructure throughout the site as there are middle and long distance views of the site from the south. The final design and layout should be informed by a Landscape and Visual Impact Assessment.

### **Devizes Community Area Remainder**

- 5.22 Market Lavington is designated as a Local Service Centre and, as such, is a focus for modest growth. The village has not grown significantly in recent years and in the remainder of the Plan period additional housing development would support local facilities and contribute to achieving improved self-containment. A total of three sites, as shown on the Policies Map, are allocated for the development of a total of approximately 85 dwellings.
- 5.23 Assessment demonstrates that Market Lavington has two specific considerations to be addressed in order for housing development to be accommodated:

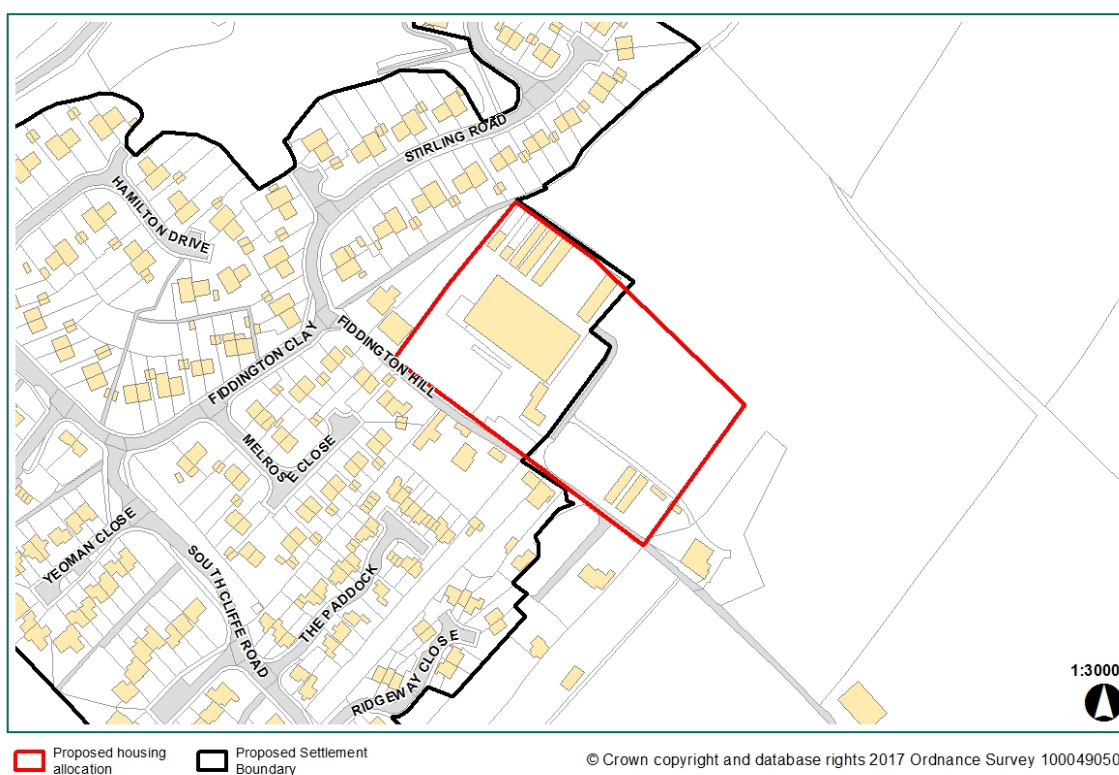
**Surface water management and flood risk:** parts of Market Lavington are affected by surface water flooding during extreme weather events. In part this is due to the village's proximity to the chalk escarpment associated with the Salisbury Plain. Applications for development at Market Lavington will need to

be supported by a comprehensive drainage strategy that ensures the development will be accommodated with improved drainage of the site.

**Traffic:** There are particular concerns about impacts on congestion on the High Street and the crossroads at nearby West Lavington. Where possible, housing schemes should include measures to encourage walking and cycling by improvements to local public rights of way and cycle routes. Measures would result from transport assessment required to accompany planning applications for each site.

- 5.24 All the allocated sites are on the edge of the village and visual impacts on the wider landscape are a consideration as well as the character of approaches to the settlement. Allocations are outside the conservation area but proposals must have regard to the need to preserve and enhance its character, as well as the significance of Listed Buildings.

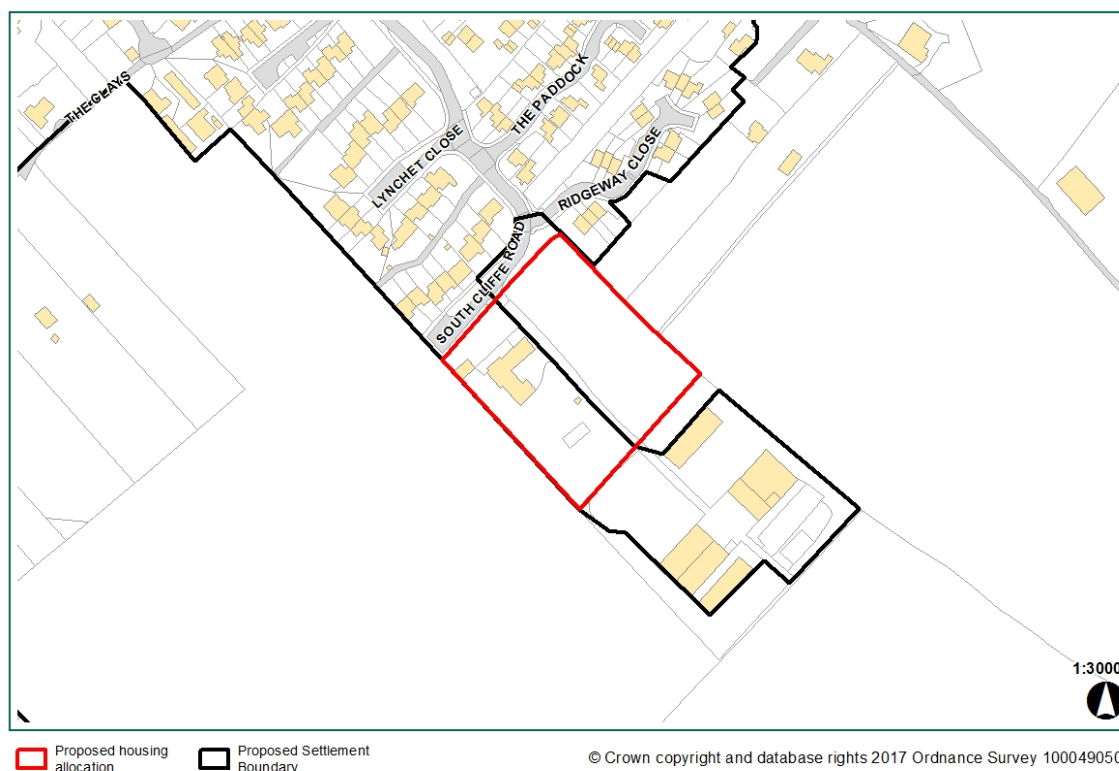
### *H1.2 Underhill Nursery, Market Lavington*



- 5.25 Approximately 2.6ha of land at Underhill Nursery is proposed for the development of approximately 50 dwellings, as identified on the Policies Map. The site is formed from the amalgamation of two SHLAA sites and thereby provides an opportunity to holistically provide a significant level of housing development in a sustainable location, with a consolidated access/egress arrangement, open space and landscaping.

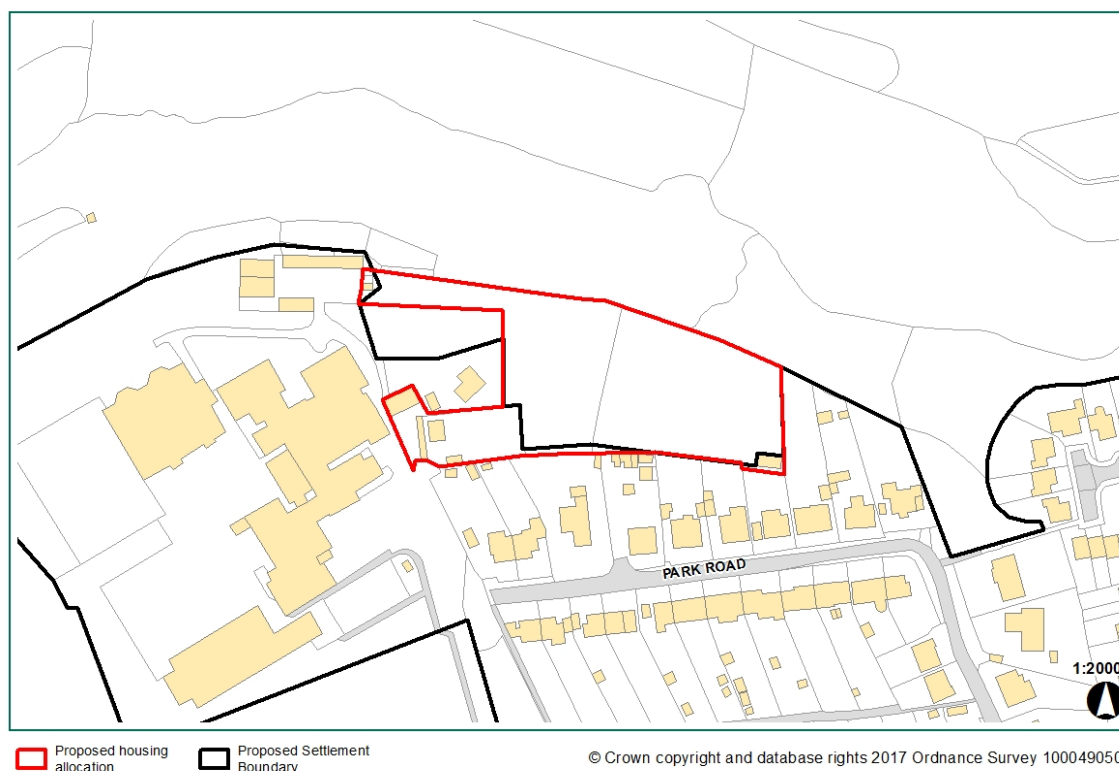
- 5.26 Redevelopment of the former Nursery avoids the premature loss of agricultural land and open countryside. The site is well located with respect to the town centre and facilities such as the primary school and health centre.
- 5.27 Development would need to incorporate measures to address potential impacts on existing residents within the immediate vicinity of the site. This is likely to include, but is not necessarily limited to planting, screening and setting back housing development from the road. Mature trees and hedgerows within the site should be retained and protected as priority habitat. Moreover, all new planting would need to complement and significantly bolster existing patterns of vegetation to soften the south-eastern boundary of the site and increase habitat connectivity.
- 5.28 Development proposals must also demonstrate how the character and distinctiveness of the village, its surrounding countryside and the Salisbury Plain have been taken into account in the design of any layout. Site boundaries would need to be softened through landscaping and planting to reduce the impact of development on surrounding countryside.
- 5.29 Records show the potential for contamination from the site's previous use as a plant nursery, and this will need to be investigated through a land contamination survey and any measures this suggests incorporated in the design and layout of a scheme.
- 5.30 A small area of surface water flooding has affected the site in the past and flood risk assessment will have to pay particular regard to this element including preventing increased risks of flooding off-site.
- 5.31 Medieval remains have been found on and adjacent to the site. Therefore, further investigation and mitigation would be necessary. An archaeological assessment would therefore be required to support any subsequent planning application.
- 5.32 The site is adjacent to the bridleway (MLAV24 / EAST22) which follows the western boundary of the site. In line with the need to encourage sustainable modes of transport and avoid exacerbating parking and congestion along the High Street, comprehensive development of this site (alongside Fiddington Hill) provides an opportunity to upgrade/improve the surface of the bridleway and widen it wherever possible. This would help to meet the demand of new residents to travel to the village centre, thereby providing a direct, traffic-free link for walkers and cyclists through the site.
- 5.33 Part of the site falls within Groundwater Source Protection Zone 2. Therefore the Environment Agency must be consulted on any development proposals in order to inform the scope of mitigation measures.

### H1.3 Southcliffe, Market Lavington



- 5.34 Approximately 0.9ha of land at Southcliffe, as identified on the Policies Map, is proposed for development of approximately 15 dwellings. It is within 1km of facilities such as the primary school, health centre and shop.
- 5.35 The site lies between a residential area and business park and a single dwelling currently exists on the site. Impacts of development on the existing residential properties and the business park (and vice versa) would need to be assessed and used to guide detailed design and layout of a comprehensive redevelopment scheme. This site is currently bisected by a road that will be retained in order to maintain access through to the adjacent business park. Mature trees alongside the road are a wildlife corridor and priority habitat. The corridor would be retained in detailed design and layout of a scheme.

### H1.4 East of Lavington School, Market Lavington



- 5.36 Approximately 0.6ha of land to the east of Lavington School, as identified on the policies map, is proposed for development of approximately 15 dwellings.
- 5.37 The site is a field at the north-western edge of the village, adjacent to Manor House Woods County Wildlife Site. Proposals must protect the ecological interest of this designation. Where necessary, mitigation measures will be provided. Mature trees and hedgerows must be retained and additional planting will increase habitat connectivity enhancing biodiversity interest. The site is adjacent to an existing residential area and the school (along with the caretaker's residence). Access to the site would need to be shared with the school. Proposals would need to demonstrate that access arrangements, as well as the housing layout, would not have an adverse impact on the operation of the school. A flood risk assessment would be required and appropriate surface water management measures incorporated. Moreover, impacts of development on existing residential properties (and vice versa) would also need to be assessed through the detailed design and layout process.

## North and West Wiltshire Housing Market Area

- 5.38 Land for housing development is identified to ensure supply, support the role of settlements in the North and West Wiltshire HMA, and improve choice and competition in the market for land.
- 5.39 As a Principal Settlement, the WCS anticipates that Trowbridge will be a primary focus for development. Moreover, the role of the town as a significant employment and strategic service centre will be expected to be strengthened over the Plan period to 2026. Additional allocations are therefore made to support this role.
- 5.40 Other allocations are made at Warminster, a Market Town, to support its role and at designated Large Villages in the rural parts of Chippenham, Malmesbury and Westbury Community Areas geared to support local needs in accordance with WCS Core Policy 2.

**Policy H2: Land is allocated for residential development at the following sites, as shown on the policies map:**

### North and West Wiltshire Housing Market Area

Community Area	Reference	Site Name	No of dwellings
<b>Trowbridge</b>	H2.1	Elm Grove Farm, Trowbridge	200
	H2.2	Land off the A363 at White Horse Business Park, Trowbridge	150
	H2.3	Elizabeth Way, Trowbridge	205
	H2.4	Church Lane, Trowbridge	45
	H2.5	Upper Studley, Trowbridge	20
	H2.6	Southwick Court, Trowbridge	180
<b>Warminster</b>	H2.7	East of the Dene, Warminster	100
	H2.8	Bore Hill Farm, Warminster	70
	H2.9	Boreham Road	30
	H2.10	Barthers Farm Nurseries, Chapmanslade	35
<b>Chippenham</b>	H2.11	The Street, Hullavington	50
	H2.12	East of Farrells Field, Yatton Keynell	30
<b>Malmesbury</b>	H2.13	Ridgeway Farm, Crudwell	50
<b>Westbury</b>	H2.14	Off B3098 adjacent to Court Orchard / Cassways, Bratton	40

- 5.41 How these sites were selected is explained in Community Area Topic Papers.<sup>15</sup>

<sup>15</sup> Trowbridge Community Area Topic Paper, Wiltshire Council (June 2017), Warminster Community Area Topic Paper, Wiltshire Council (June 2017), Chippenham Community Area Topic Paper,



- 5.42 The specific requirements and form development will take are described below for each site to ensure they are each appropriate in scale and character to their location and in accordance with WCS and national policy.

### **Trowbridge**

- 5.43 The WCS envisages approximately 6,810 new dwellings at the Principal Settlement of Trowbridge over the Plan period (2006-2026). Whilst much of this has either been delivered, or is committed in the form of planning permissions and a strategic site allocation in the WCS (Ashton Park), a significant volume of additional housing will be required in order to help address residual indicative requirements.
- 5.44 In the face of the need to identify sites for additional housing at the town, there are significant ecological, landscape (Green Belt) and infrastructure constraints that significantly limit the choice of available sites. Assessment evidence demonstrates three considerations to be addressed in order for housing development to be accommodated:

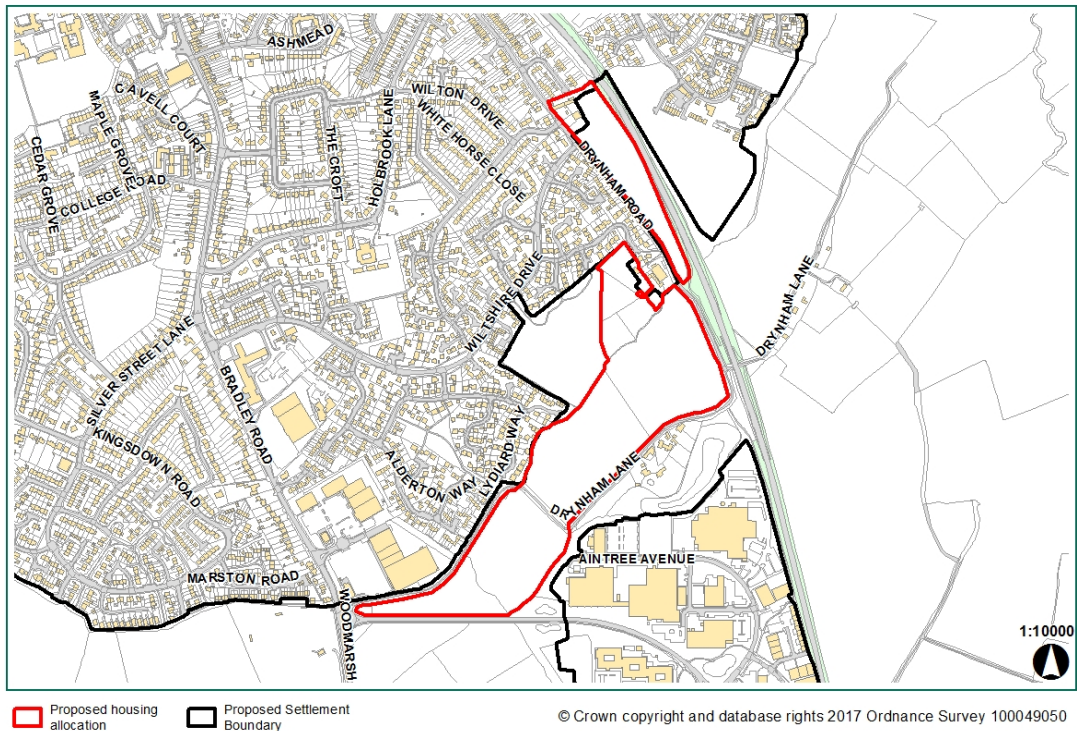
**Ecology:** an interconnected pattern of priority Biodiversity Action Plan (BAP) habitats such as mature hedgerows, trees and water features, along with designated woodland features around the town support significant populations of protected bat species associated with the Bath and Bradford-on-Avon Bats Special Area of Conservation (SAC). Additional housing development will increase the population of the town and thereby amplify the risk of recreational pressure on bats. To address this issue, the Habitats Regulations Assessment (HRA) for the Plan recommends developing a strategy for managing recreational pressure across the town. Detailed design and layout of schemes would need to consider additional planting and open space to protect and enhance these BAP priority habitats and thereby augment opportunities for bat foraging routes and roosting sites. This could include establishing dark corridors through sites to protect foraging routes and roosting areas for bats. Specific measures that will be required are explained for each site.

**Education:** development will increase the number of pupils needing primary school places. A local lack of capacity across the town affects proposals allocated for development. With the majority of proposed housing being directed south/south-west of the town, the evidence points directly to the need for a new primary school in this area. Therefore, in addition to land reserved for one new school, funding contributions will be sought from developers to help provide adequate capacity.

**Health Services:** development will also increase demand for primary health care and funding contributions may also be sought to expand the capacity of GP services and dentistry. Contributions will be justified on a site by site basis in discussion with Clinical Commissioning Group and NHS England.

5.45 The proposed site allocations are capable of delivery and will provide a boost to local housing supply.

### H2.1 Elm Grove Farm



**Policy H2.1 Approximately 14.33ha of land at Elm Grove Farm, as identified on the Policies Map, is proposed for mixed use development comprising the following elements:**

- **Approximately 200 dwellings;**
- **At least 1.8ha of land for a two form entry primary school along with playing pitches;**
- **A multi-purpose community facility;**
- **A consolidated public open space area incorporating and augmenting the existing King George VI Playing Field;**
- **A road from the A363 through to an improved junction of Drynham Lane and Wiltshire Drive; and**
- **New cycling and walking routes through the site to link into the existing network and the proposed Ashton Park Strategic Allocation site.**

**Development will take place in accordance with a masterplan for the site approved by the Council as part of the planning application process.**

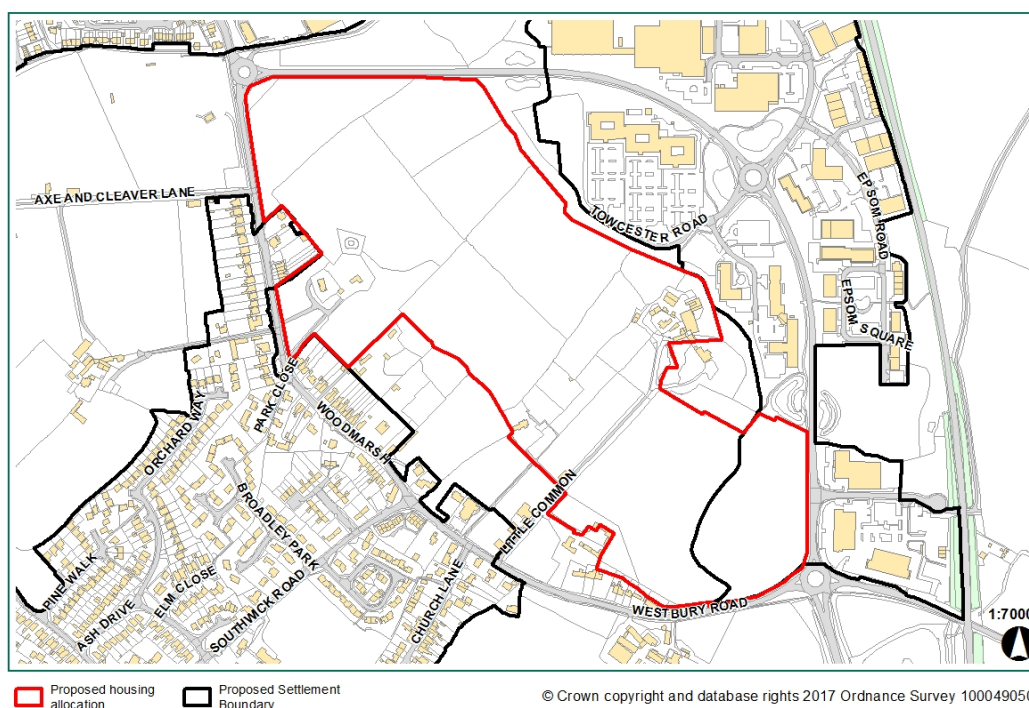
5.46 Approximately 14.33ha of land at Elm Grove Farm is allocated for the development of approximately 200 dwellings, as shown on the Policies Map. It is well located with regard to local facilities and services. Moreover, the site is enclosed to the north-west and south-east by existing development and development proposed further south. Consequently, development of the site would not lead to a significant encroachment of further built form into the countryside. In order to accommodate the educational needs of new development the site would accommodate a new primary school to serve the area alongside new housing. This with a multi-purpose community building geared toward use by sports and social groups in the area could provide a local centre to the development.

5.47 The existing natural features of the site are significant in the landscape and would need to be incorporated within a detailed layout. These features also provide wildlife corridors that link habitat features within the local area; in particular, 'dark corridors' for foraging bats. These elements should be protected and enhanced where possible by additional planting with native species.

5.48 The site is in an area likely to be used by Bechstein's bats associated with the Bath and Bradford on Avon Bats SAC. Sensitive habitat features on and adjacent to the site. These would include Drynham Lane / Road, the railway line, woodland belts associated with the White Horse Business Park and the small tributary to the River Biss.

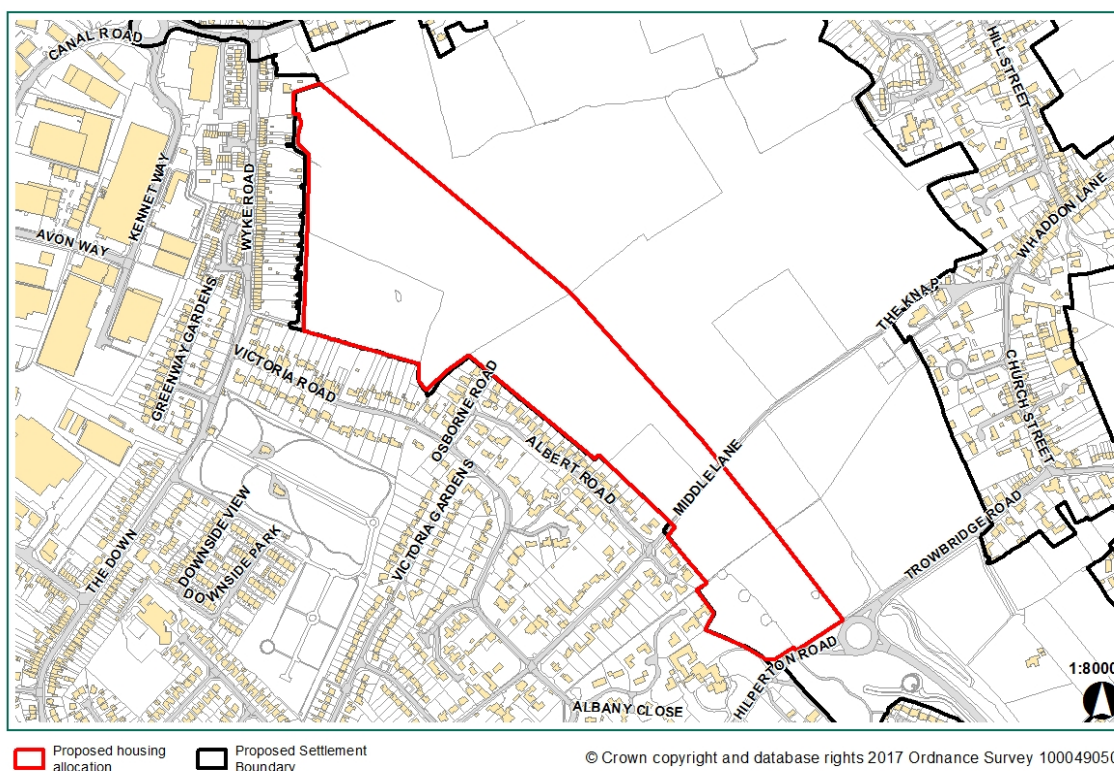
- 5.49 These features should be retained and / or buffered from development (including residential gardens) by wide (10-16m), dark (<1 lux), continuous corridors of native landscaping which will allow for their long-term protection and favourable management in order to secure continued or future use by Bechstein's bats. Development will be required to contribute towards the delivery of the Trowbridge Recreational Management Mitigation Strategy.
- 5.50 Access to the site would need to be holistically planned with upgrades required to Drynham Lane, along with the construction of a connection to the A363 designed as a through-route anticipating future traffic growth. New and improved walking and cycling routes to existing and planned local services would encourage future residents to use sustainable forms of transport. The site has a medium potential for archaeological remains. Therefore any subsequent planning application should be informed by an archaeological assessment. In addition, development will need to minimise the potential to harm the significance of the Grade II Listed Drynham Lane Farmhouse. Measures may also be necessary to prevent potential noise pollution from the existing main road and railway. These considerations should be addressed through the process of detailed design and layout which should be informed through a Heritage Impact Assessment.
- 5.51 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries and dentistry at the town.

### *H2.2 Land off the A363 at White Horse Business Park*



- 5.52 Approximately 25.26ha of land off the A363 south-west of the White Horse Business Park is allocated for the development of approximately 150 dwellings, as identified on the Policies Map. It is reasonably well located with regard to services and facilities. The site extends over a significant area of agricultural land used for a mix of grazing and arable cropping. It is contained, to a degree, by existing development to the east and west and fronts a 'gateway' route to the town. An objective of detailed design and layout will be to retain visual separation of the Town's urban area from North Bradley village. To achieve this, development proposals would need to be focussed within the north-east of the site, screened with new planting and provide improvements to walking and cycling routes through to the town.
- 5.53 The site is characterised by a distinctive pattern of mature and semi-mature hedgerows and trees that form a feature in the landscape. Development of the site would need to retain these features and thereby provide a layout that respects the setting of North Bradley village as an important element of detailed design. Existing hedgerows and trees also provide habitat for protected and non-protected species. These natural features therefore provide wildlife corridors that link habitat features within the local area; in particular, 'dark corridors' for foraging bats.
- 5.54 The site is in an area likely to be used by Bechstein's bats associated with the Bath and Bradford on Avon Bats SAC. Sensitive habitat features on / adjacent to the site include:
- Woodland belts associated with the White Horse Business Park
  - Network of hedgerows
  - Grounds of Willow Grove
- 5.55 These features should be retained and / or buffered from development (including residential gardens) by wide (10-16m), dark (<1 lux), continuous corridors of native landscaping which will allow for their long-term protection and favourable management in order to secure continued or future use by Bechstein's bats. Development will be required to contribute towards the delivery of the Trowbridge Mitigation Strategy.
- 5.56 Proposals would need to provide for a high quality, sustainable development that enhances a key gateway approach to the town, whilst protecting the integrity of North Bradley as a village.
- 5.57 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries and dentistry at the town.

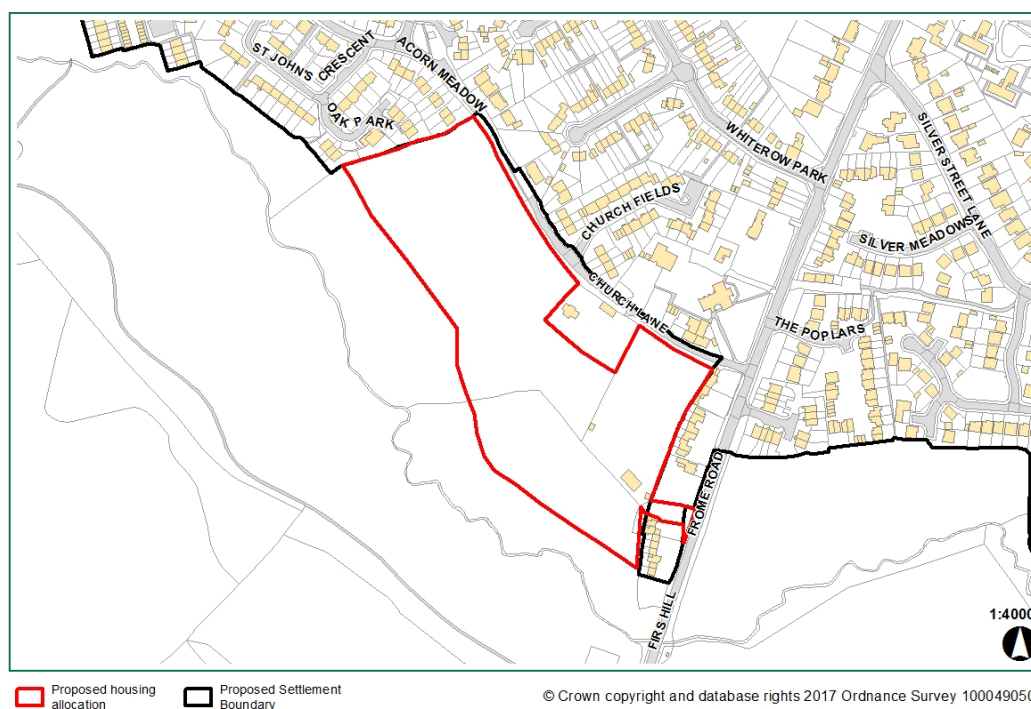
### *H2.3 Elizabeth Way*



- 5.58 Approximately 16.33ha of land to the South West of Elizabeth Way is allocated for the development of approximately 205 dwellings, as identified on the Policies Map. The site extends over a significant area of agricultural land quite markedly enclosed by existing development and Elizabeth Way distributor road. The character of the land within the site is relatively open and offers views through the existing urban edge of the town and eastwards to the village of Hilperton. The dominant feature in the landscape is Elizabeth Way which would serve as access to the site.
- 5.59 Mature and semi-mature hedgerows and trees are also a key feature in the landscape and provide habitat for protected and non-protected species. The existing natural features of the site are significant in the landscape and would be incorporated within the detailed layout. These features also provide wildlife corridors that link habitat features within the local area; in particular, 'dark corridors' for foraging bats. These elements should be protected and enhanced where possible by additional planting with native species.
- 5.60 An important measure will be the provision of landscaping between Elizabeth Way and new housing in order to attenuate noise and reduce the visual impact of this road.
- 5.61 There are opportunities to provide new routes for walking and cycling that would also serve the existing built-up area and that could improve connectivity for a wider area of the town. These should be explored and, wherever practicable, provided in order to encourage a reduction in private car journeys.

- 5.62 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries and dentistry at the town.

#### H2.4 Church Lane



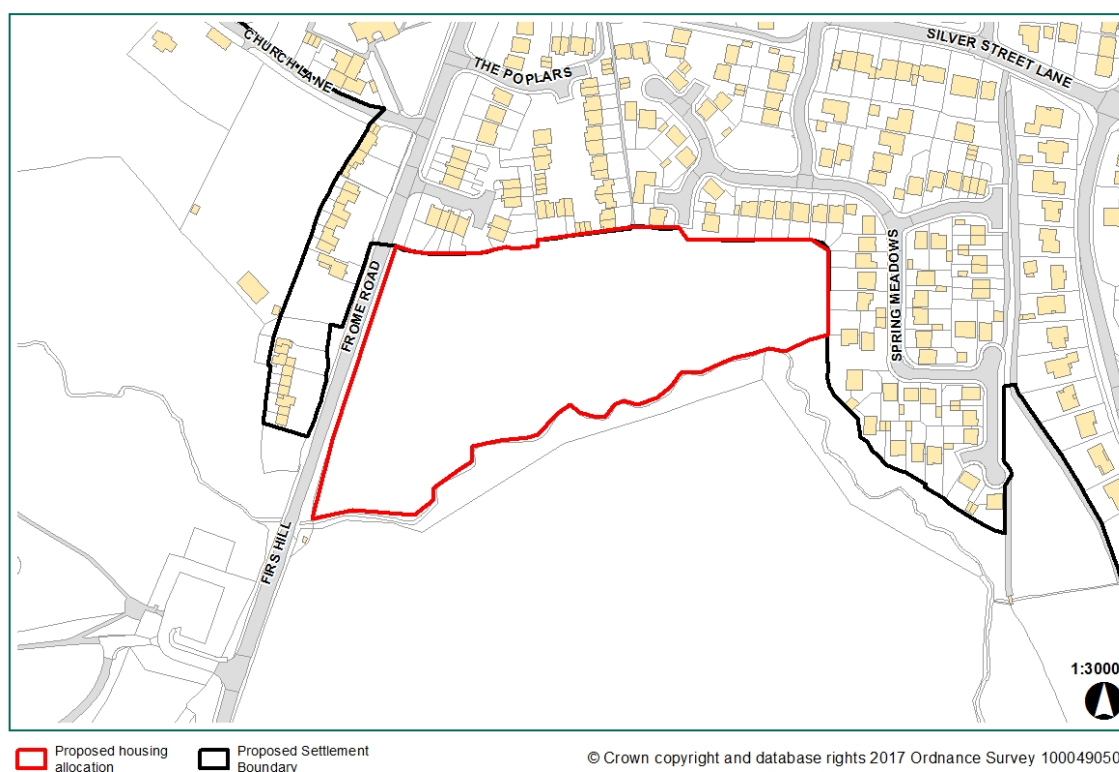
- 5.63 Approximately 3.72ha of land at Church Lane is allocated for the development of approximately 45 dwellings, as identified on the Policies Map. The site lies on the edge of existing built form and the Southwick Country Park. It is an open site that slopes to the south-west towards the Lambrok Stream.
- 5.64 Development proposals would need to ensure that the significance and setting of the Grade II Listed St John's Church would be appropriately protected. To achieve this objective, access to the site would need to be secured via a new junction arrangement off the A361, rather than improvements to Church Lane.
- 5.65 Proposals would need to provide a design and layout that enhances the urban edge of the town. 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 of sufficient scale to protect and enhance the character and amenity provided by Southwick Country Park. Links between the site, the Country Park and existing built form would be achieved through improvements to footpath TROW8.
- 5.66 The site is in an area likely to be used by Bechstein's bats associated with the Bath and Bradford on Avon Bats SAC. Sensitive habitat features on / adjacent to the site include:

- Framfield
- Boundary hedgerows
- Lambrok Stream

5.67 These features should be retained and / or buffered from development (including residential gardens) by wide (10-16m), dark (<1 lux), continuous corridors of native landscaping which will allow for their long-term protection and favourable management in order to secure continued or future use by Bechstein's bats. Development will be required to contribute towards the delivery of the Trowbridge Mitigation Strategy.

5.68 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries and dentistry at the town.

### H2.5 Upper Studley



5.69 Approximately 2.33ha of land at Upper Studley is allocated for the development of approximately 20 dwellings, as identified on the Policies Map. The site has a physical relationship to the Lambrok Stream and recently built developments at Silver and Spring Meadows. The land slopes towards the stream and is bound to the south by tall, mature poplar trees.

5.70 An objective of detailed design and layout will be to provide an attractive frontage to Firs Hill and enhance this approach to the town. The existing



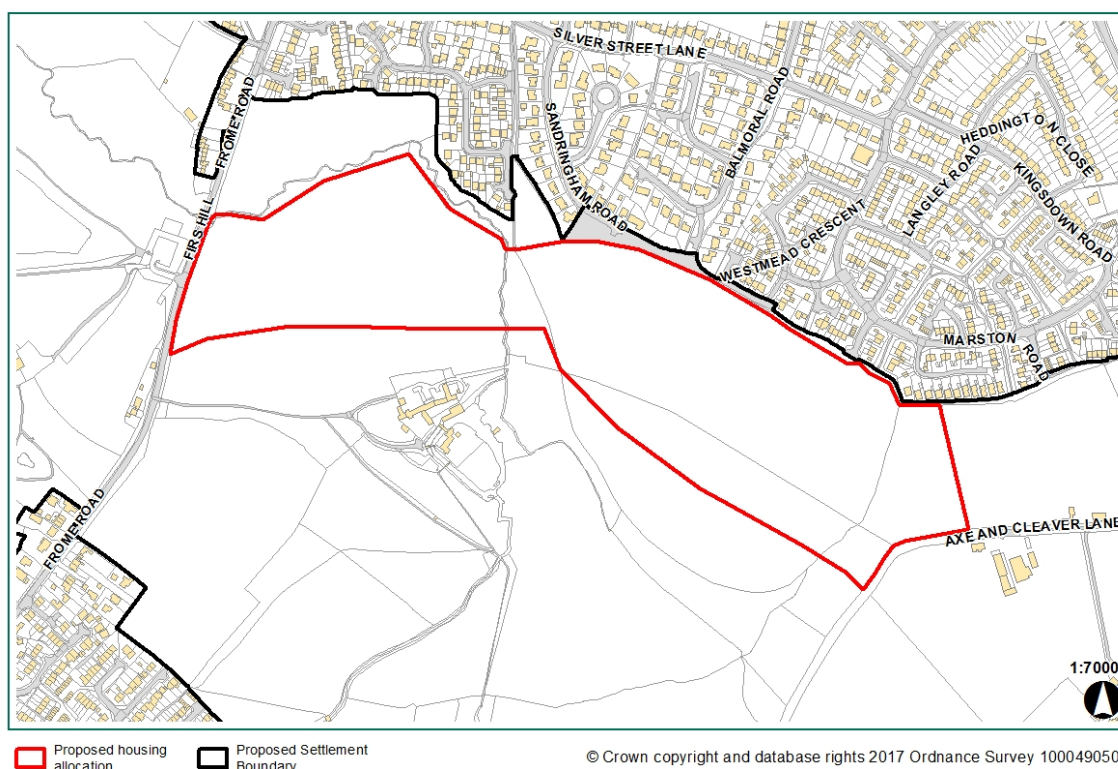
natural features of the site are significant in the landscape and would be incorporated within a detailed layout and Lambrok Stream should be enhanced as a local amenity feature of the site in conjunction with development proposed at Southwick Court.

5.71 The site is in an area likely to be used by Bechstein's bats associated with the Bath and Bradford on Avon Bats SAC. Sensitive habitat features on / adjacent to the site include:

- Boundary hedgerows / tree lines
- Lambrok Stream

5.72 These features should be retained and / or buffered from development (including residential gardens) by wide (10-16m), dark (<1 lux), continuous corridors of native landscaping which will allow for their long-term protection and favourable management in order to secure continued or future use by Bechstein's bats. Development will be required to contribute towards the delivery of the Trowbridge Mitigation Strategy.

### H2.6 Southwick Court



5.73 Approximately 18.17ha of land at Southwick Court is allocated for the development of approximately 180 dwellings, as identified on the Policies Map. The site extends over a significant area of agricultural land. The character of the land is relatively open and offers views to the north towards

the existing urban edge of the town and south over land that forms a natural buffer to maintain the separate identity of the village of Southwick.

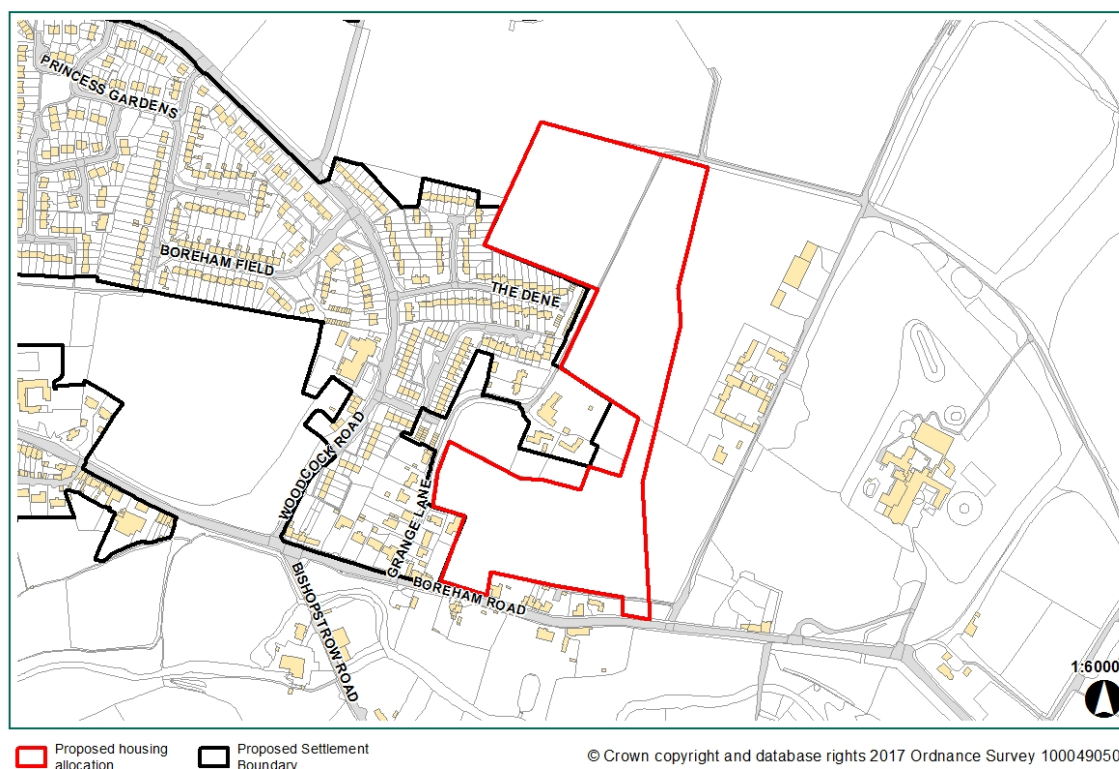
- 5.74 The area is of historic significance as water meadows associated with the Grade II\* Listed Southwick Court Farmstead. An essential objective of detailed design will be to minimise harm to its significance. The setting to this heritage asset will be preserved, to the greatest extent possible, informed by the results of more detailed Heritage Impact Assessment. Taking account of the weight attached to the significance of the asset any residual harm requires a clear and convincing justification and should not be substantial. The social and economic advantages of the development, including the provision of additional homes, achieve substantial public benefits. A comprehensive development scheme will need to ensure that new homes are directed to the east of the Lambrok Stream. Land to the west may become either formal or informal open space or remain in agricultural use, but will not be developed for new homes. The character of the area will therefore help to retain the high significance of this heritage asset.
- 5.75 Landscaping will be an important element of any subsequent scheme. The site represents an expansion of the town into the countryside. Development would therefore replace a substantial length of the town's existing urban edge. To address the impact of change in the landscape a comprehensive landscape treatment would provide an opportunity to improve the impact of the town on the wider landscape and in so doing protect and enhance the Southwick Court Farmstead. The Lambrok Stream and its respective flood plain should be enhanced as a local amenity feature of the site in conjunction with development proposed at Upper Studley above.
- 5.76 Mature hedgerows and trees (including a solitary veteran Oak tree) are a key feature in the landscape and provide habitat for protected and non-protected species. The existing natural features of the site are significant in the landscape and would be incorporated within a detailed layout. These features also provide wildlife corridors that link habitat features within the local area; in particular, 'dark corridors' for foraging bats. These elements should be protected and enhanced where possible by additional planting with native species.
- 5.77 The site is in an area likely to be used by Bechstein's bats associated with the Bath and Bradford on Avon Bats SAC. Sensitive habitat features on / adjacent to the site include:
- Boundary hedgerows
  - Axe and Cleaver Lane
  - Lambrok Stream
  - Moat and grounds at Southwick Court

- 5.78 These features should be retained and / or buffered from development (including residential gardens) by wide (10-16m), dark (<1 lux), continuous corridors of native landscaping which will allow for their long-term protection and favourable management in order to secure continued or future use by Bechstein's bats. Development will be required to contribute towards the delivery of the Trowbridge Mitigation Strategy.
- 5.79 Opportunities to improve walking and cycling routes through the existing built framework should be explored and, wherever practicable, new and improved routes provided in order to encourage a reduction in private car journeys and, in particular, to promote access to the wider countryside.
- 5.80 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries and dentistry at the town.

### **Warminster**

- 5.81 Warminster is a Market Town and has the potential to accommodate significant levels of development. As anticipated by the settlement strategy, an increase in jobs and homes in the town would help to enhance services and facilities and promote better levels of self-containment. The WCS envisages Warminster accommodating approximately 1,920 additional dwellings over the plan period (2206 to 2026).
- 5.82 Surface water management at Warminster is a particular issue. Developments will be supported by comprehensive Drainage Strategies that ensure the development will result in improved drainage conditions. Sufficient land will also need to be set aside for surface water management measures.

H2.7 East of the Dene, Warminster



- 5.83 Approximately 6.84ha of land east of The Dene, as shown on the Policies Map, is allocated for the development of approximately 100 dwellings. The land is in agricultural use. Land adjoining residential development at The Dene is suited to accommodate development in terms of visual impacts in the wider countryside.
- 5.84 The main access will be from Boreham Road but the south west part of the site is considered to be unsuited to built development because of its sensitivity in heritage and landscape terms. This land may remain in agricultural use or becomes either formal or informal open space, but will be undeveloped so the character of the area continues to preserve the significance of heritage assets.
- 5.85 The design of an access point should also minimise the loss of high wall that is a characteristic of this approach to the town. Secondary access, in particular for cycling and walking, should also be sought through The Dene and improvements should be made to footpath WARM40.
- 5.86 The site has a number of heritage and related landscape considerations. A sensitively designed scheme should be brought forward which has been informed by a Heritage Impact Assessment and appropriately responds to the character and location of the site and respects the significance of the following heritage assets:

- Listed Buildings in the vicinity of the site, including Bishopstrow House
- Bishopstrow Conservation Area
- Views from Battlesbury Camp hillfort

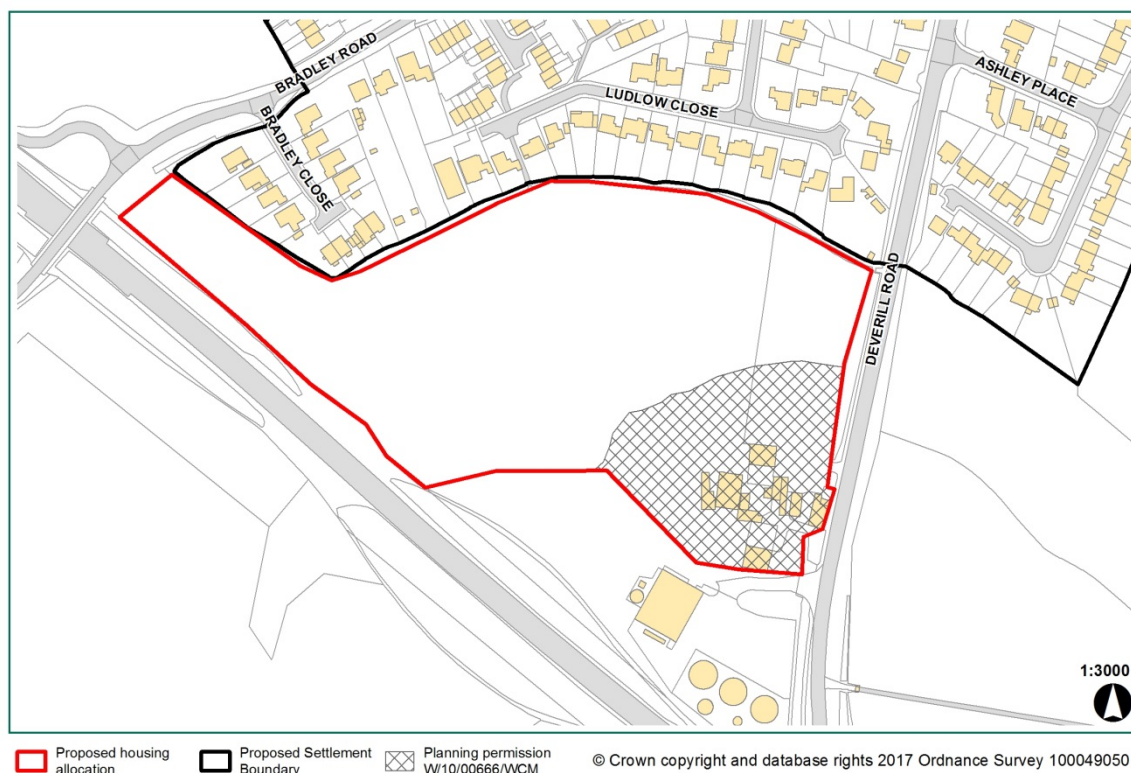
5.87 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries at the town.

**Policy H2.7 Land east of The Dene, as identified on the policies map, is proposed for development comprising**

- **approximately 100 dwellings**
- **2ha of land undeveloped land to be located in the south west part of the site**

**Development will take place in accordance with a masterplan for the site approved by the Council as part of the planning application process.**

### *H2.8 Bore Hill Farm, Warminster*



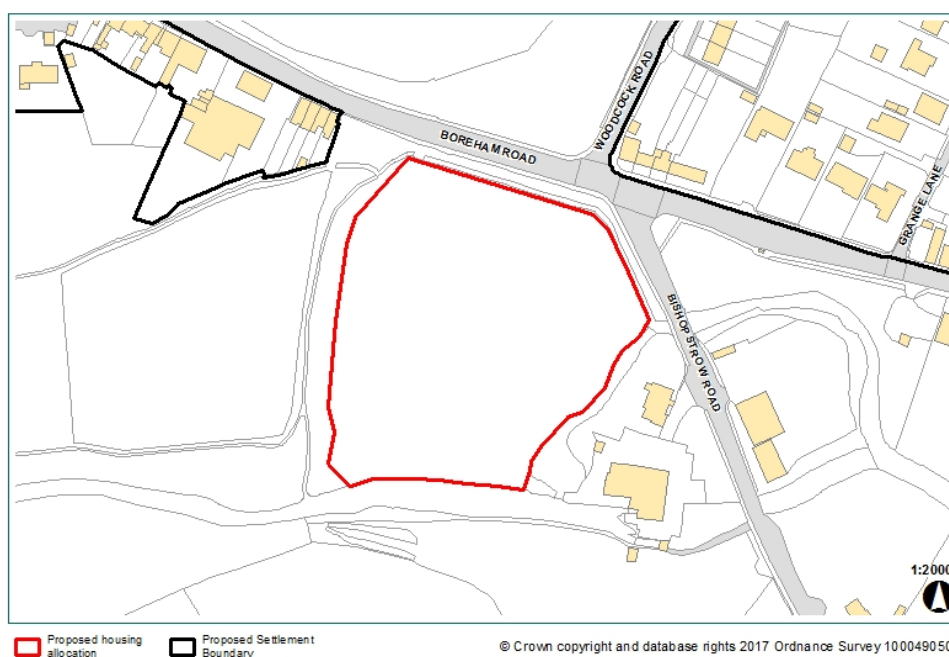
5.88 Approximately 4.47ha of land at Bore Hill Farm/Bradley Road, as shown on the Policies Map, is allocated for the development of approximately 70 dwellings.

- 5.89 The site is formed of land between the A36 and Deverill Road which lies adjacent to the Bore Hill Farm bio-digester. There is some limited screening on the north boundary with existing development at Bradley Close and Ludlow Close. Additional landscape screening at the site boundaries would be required to preserve and maintain the living conditions of adjoining residential dwellings. Vehicular access will be provided from Deverill Road, and connection to and improvement of public right of way WARM60 should be provided.
- 5.90 The site area includes land at Bore Hill Farm which benefits from extant planning permission for the development of B1 employment units<sup>16</sup>. In order to retain the employment generating use of this part of the site, in line with Warminster Neighbourhood Plan Policy W1, development would include approximately 70 dwellings together with B1 employment use. Provision for employment use as part of the development will take the form of land, equivalent in extent to that part of the current planning permission within the allocation, being reserved and marketed as serviced land. It would be located between the operational bio-digester and proposed residential development, to provide separation between these uses. A noise assessment would form part of the planning application process and to inform detailed design and layout.
- 5.91 Future development of the site shall be brought forward in such a way that ensures the residential and employment uses on the site are compatible. In line with WCS Core Policy 41, opportunities should be explored for new development to use energy generated by the adjoining biodigester. In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries at the town.

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<sup>16</sup> W/10/00666/WCM Bore Hill Farm

### H2.9 Boreham Road



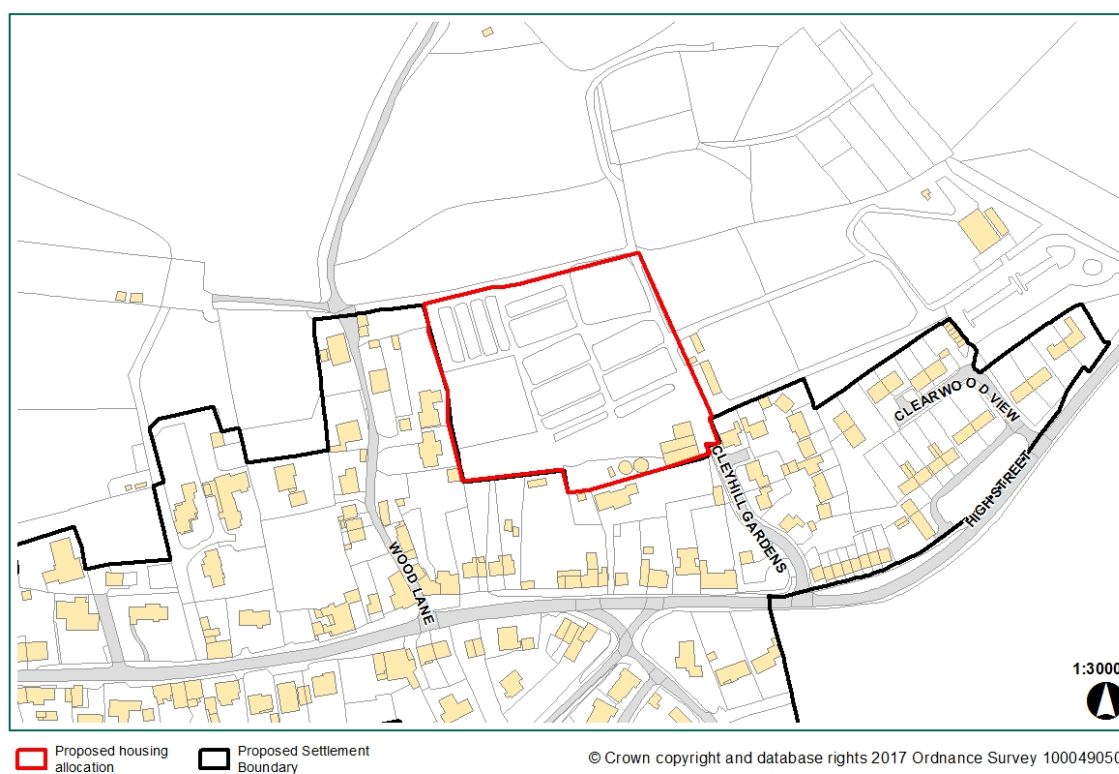
- 5.92 Approximately 1.32ha of land at Boreham Road, as shown on the Policies Map, is allocated for the development of approximately 30 dwellings. It has previously been considered as an opportunity to provide for self build homes and this remains the preferred form of development.
- 5.93 The site comprises relatively low grade agricultural meadow land that, in part, has been used for the disposal of builders' rubble and spoil. It is well contained and framed by existing mature hedgerows and trees. These features provide important habitat corridors and should therefore be retained, protected and, where possible, enhanced through additional planting.
- 5.94 Whilst situated outside the Bishopstrow Conservation Area, the site is considered to lie within the setting of this designated heritage asset. Development of the site would therefore need to respond positively to its surroundings and have due regard to the special character or appearance of the Conservation Area. A Heritage Impact Assessment would be required in order to support and inform any subsequent proposals, including the design of mitigation measures. The setting of heritage assets will be protected so as to ensure, as far as practicable, there will be no substantial harm to their significance.
- 5.95 Development of the site would need to be supported and informed by a Drainage Strategy and water infrastructure capacity assessment. Where necessary, details relating to the reinforcement of existing foul/storm water drainage arrangements would need to be submitted with any subsequent

planning application. Drainage measures for the attenuation and management of surface water would need to be capable of achieving greenfield, or better, infiltration rates.

- 5.96 Vehicular access would be achieved from Boreham Road. Details relating to the provision of the junction arrangement; relocation of the Grade II Listed milestone marker; culvert arrangements; closure of existing agricultural field gate and reconstruction of pedestrian footways onto Boreham Road would need to be submitted with any planning application. In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. Funding contributions may also be sought where needed to increase capacity at local GP surgeries at the town.

### Warminster Community Area Remainder

#### H2.10 Barters Farm, Chapmanslade



- 5.97 Chapmanslade is designated as a Large Village where an appropriate level of development is anticipated in order to meet housing needs and improve employment opportunities, services and facilities. Development will provide affordable homes and improved cycling and walking routes to the heart of the village, thereby contributing towards the delivery of the Warminster Community Area Strategy, as anticipated by the WCS.

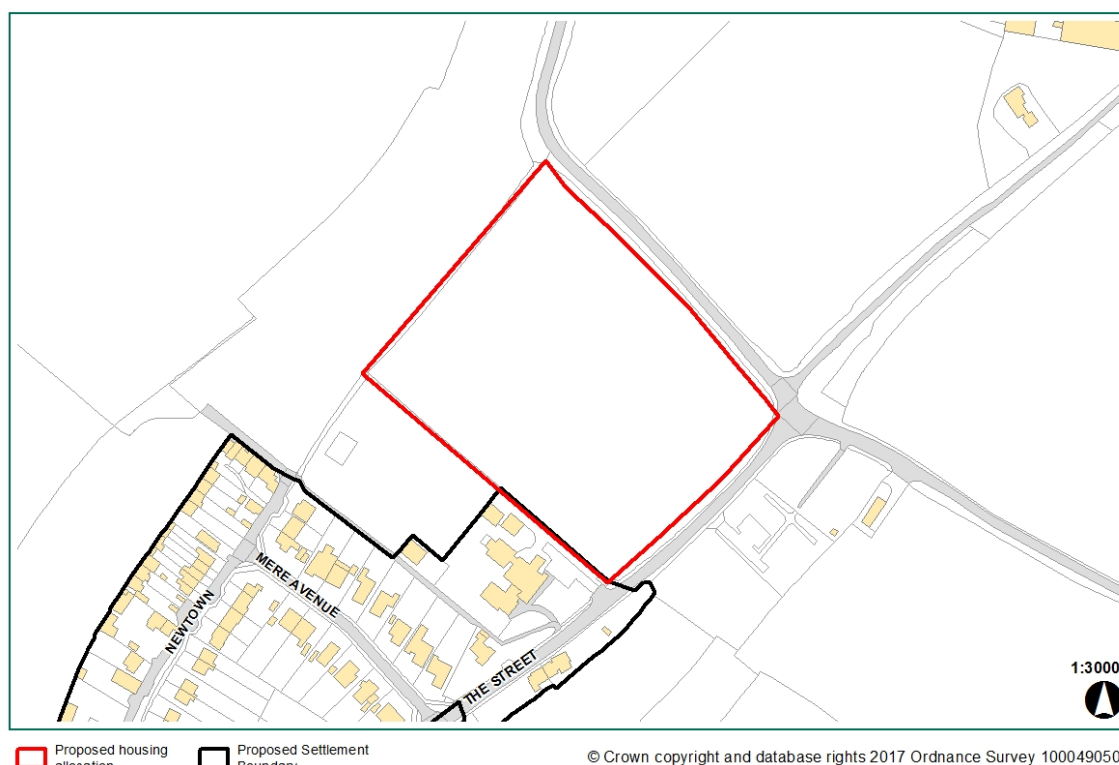
- 5.98 Approximately 1.35ha of Land at Barters Farm is allocated for the development of approximately 35 dwellings, as identified on the Policies Map.



As a former nursery and garden centre, development does not result in the loss of agricultural land and open countryside. Within the context of the village, the site is well located and avoids adversely impacting on ecological features such as Ancient Woodland that lies on the periphery of much of the settlement.

## Chippenham Community Area Remainder

### H2.11 The Street, Hullavington



**Policy H2.11 Land at the Street, Hullavington, as identified on the policies map, is proposed for development comprising:**

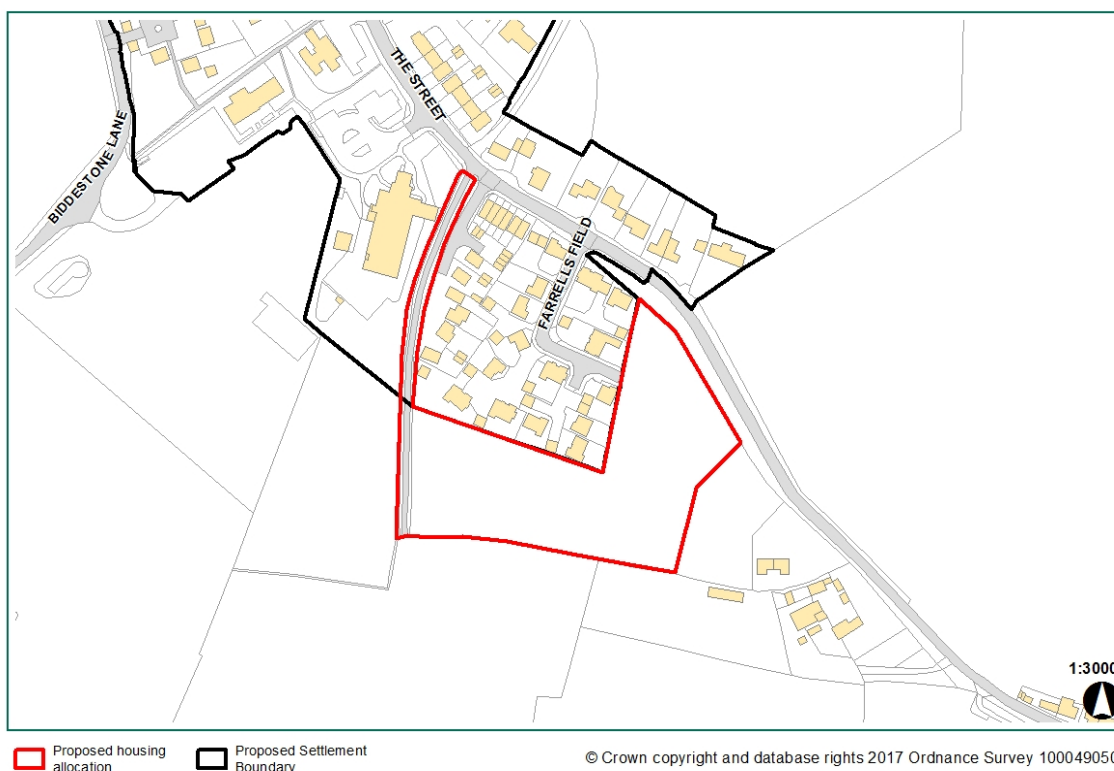
- approximately 50 dwellings.
- 0.2 ha land for primary school expansion

**Development will take place in accordance with a masterplan for the site approved by the Council as part of the planning application process.**

5.99 Hullavington is designated as a Large Village where development is limited to meet local needs. The local primary school is now at capacity. This is a potential barrier to any planned housing development and a situation with the prospect of indefinite strains on local infrastructure. It would also constrain the long term prospects of the village and undermine its role in the spatial strategy. This site provides an appropriate solution to meet local need in accordance with the WCS.

- 5.100 Approximately 2.44ha of land adjacent to the Primary School is allocated for the development of approximately 50 dwellings and 0.25ha to allow for the expansion of the primary school, as shown on the Policies Map. The site is in agricultural use and adjoins the village primary school. The scheme will provide land to expand the school to meet future local needs as well as being necessary to serve pupils from the development itself. In addition to the land provided, funding contributions will also be sought to help secure construction.
- 5.101 Access would be from The Street / Norton Road and would require highway improvement works to the existing junction layout and visibility splays associated with The Street / Norton Road junction. This may include significant alteration/relocation of the existing junction and speed limit adjustments.
- 5.102 A sufficient buffer should be provided to the watercourse to the north of the site to safeguard the function of the tributary to the River Gauze. It also provides options to deliver public open space and biodiversity enhancement. Mature hedgerows and trees would be retained and planting Barberry will enhance habitat for the Barberry Carpet moth, a priority species of the Biodiversity Action Plan. Development would need to retain the historic footpath through the site to the surrounding countryside, HULL29 should be improved and HULL1 and HULL33 should be retained.

## H2.12 East of Farrells Field, Yatton Keynell



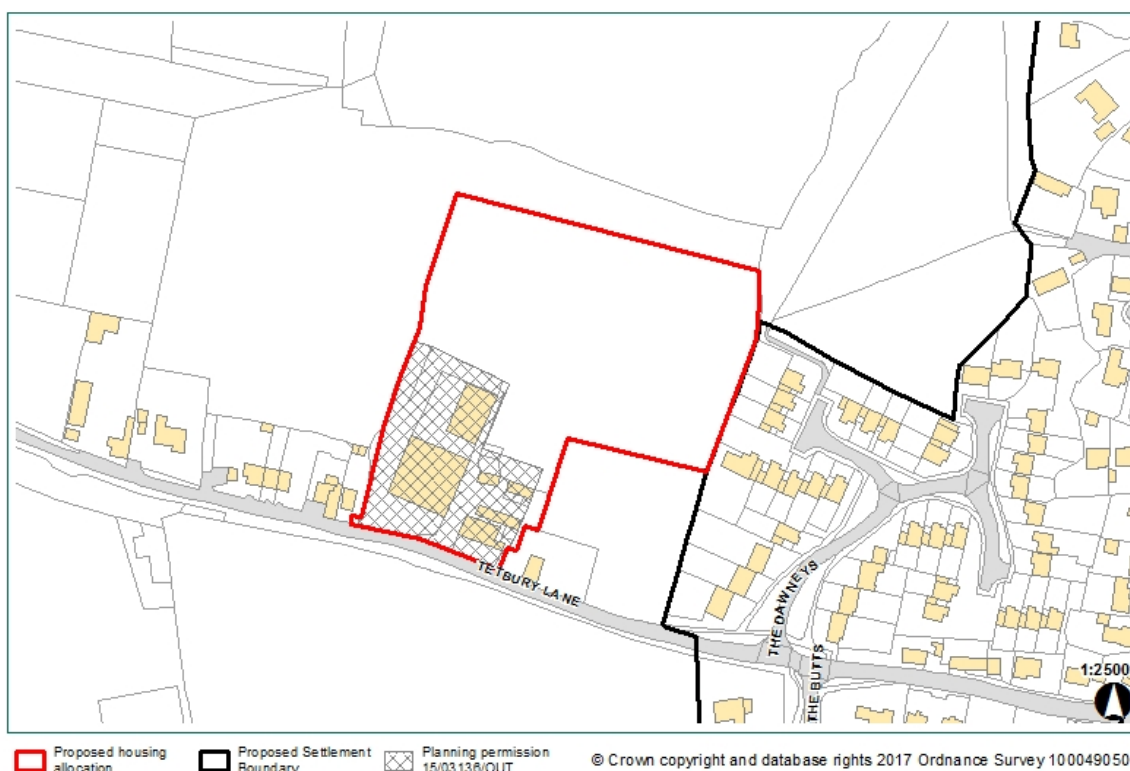
5.103 Yatton Keynell is designated as a Large Village where development is limited to meet local needs. Much of the land around the settlement is within an Area of Outstanding Natural Beauty and development at the village is constrained by the importance of the need to conserve the qualities of the designation. An allocation of land that avoids the designation provides for local needs and supports the role of the settlement.

5.104 Land East of Farrells Field, Yatton Keynell is allocated for the development of approximately 30 dwellings on approximately 1.3ha of land, as shown on the Policies Map. It is well located with regard to local services and facilities. The site is in agricultural use and represents the continuation of recent development in this part of the settlement.

5.105 A woodland corridor along the western boundary should be retained as a wildlife corridor. Retention of the existing boundary vegetation on site would provide screening to reduce the effect on adjacent visual receptors and be in keeping with the existing landscape character. Access would be taken from Farrell Fields and the possibility to link to adjacent footpaths should be explored.

## Malmesbury Community Area Remainder

### H2.13 Ridgeway Farm, Crudwell



5.106 Crudwell is a designated as a Large Village where development is limited to meet local needs. It has the lowest rate of growth of all the Large Villages in the community area and there is an identified local need for housing. Part of the proposed allocation benefits from an unimplemented planning permission for development<sup>17</sup>. Development of this site for approximately 40 additional dwellings would expand the village by a relatively significant extent, but would deliver substantial benefits, including the capacity to provide a number of affordable homes.

5.107 Approximately 1.7ha of land at Ridgeway Farm, Crudwell is allocated for the development of approximately 50 dwellings as shown on the Policies Map. It is in a location that has the capacity to accommodate change from an environmental and landscape perspective. It would provide wider benefits for the local community by scope to provide for affordable housing and by supporting the expansion of the local primary school. The school is currently full but expansion could be possible through funding contributions toward additional capacity to cater for pupils arising from development. This would remove a particular constraint to the long term prospects of the village and support its role in the spatial strategy. .

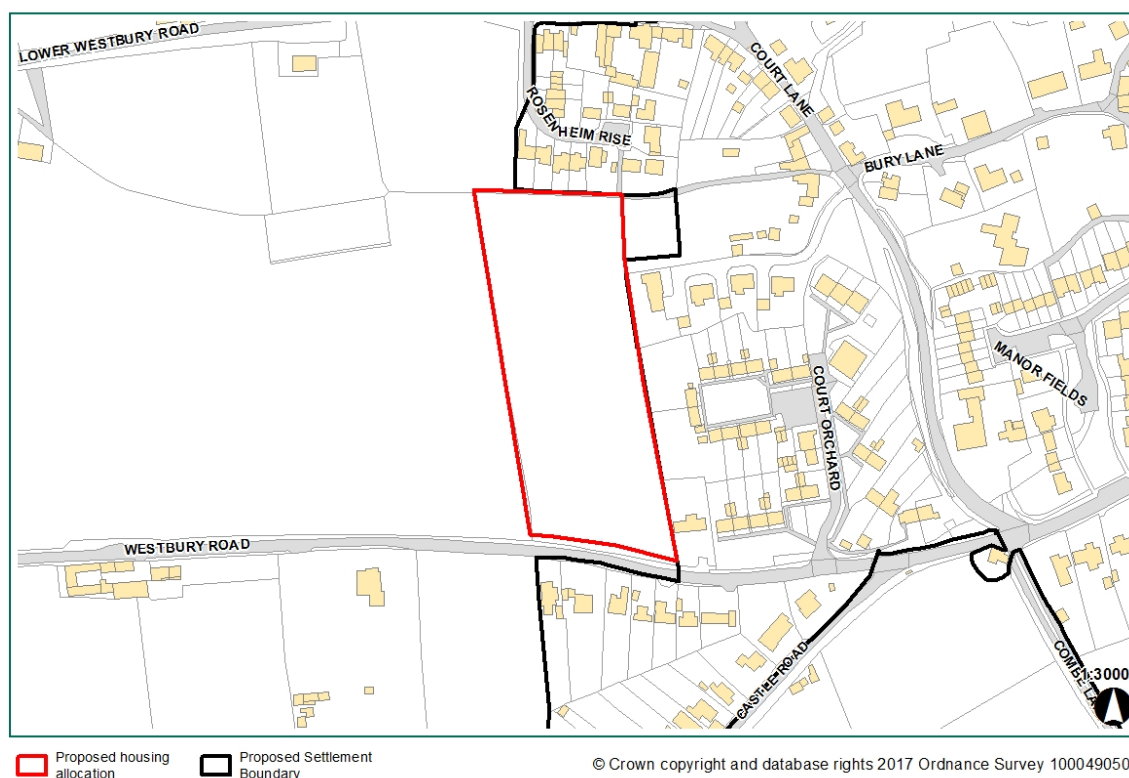
<sup>17</sup> 15/03136/OUT, Ridgeway Farm, Tetbury Lane

5.108 The site forms part of a larger field encompassing the old farm buildings. There are no field boundaries on the site's western boundary therefore a new visual boundary will need to be established. Additional screening at the site boundaries would be required to preserve and maintain the landscape's quality, particularly on the northern and eastern boundaries. This would retain views of a wooded framework in longer distance views and minimise the visibility of the development in the wider landscape. Development along Tetbury Lane should be sensitively designed to ensure it integrates with the existing semi-rural frontage and supports the distinctiveness of the village.

5.109 Access will be from Tetbury Lane and will require highway improvement works to the junction of Tetbury Lane/ A429 and improvements for pedestrians along Tetbury Lane and, elsewhere where feasible, in order to improve accessibility to the centre of the village. An extension of public footpath CRUD9 would be required, to the west of the Dawneys, linking with Tetbury Lane to allow for wider improvements to be delivered in relation to the local public rights of way network.

## Westbury Community Area Remainder

### *H2.14 Court Orchard/Cassways, Bratton*



5.110 Bratton is designated as a Large Village where some development is acceptable to meet housing needs and to improve employment opportunities, services and facilities.

- 5.111 Approximately 1.35ha of land at Court Orchard/Cassways is allocated for the development of approximately 40 dwellings, as identified on the Policies Map.
- 5.112 The site comprises a roughly rectangular field that slopes down towards the north. The site is situated on the edge of Bratton, and is within a Special Landscape Area. A part of the site also adjoins the Bratton Conservation Area.
- 5.113 Trees and hedgerows on the sites boundaries are important wildlife corridors and have ecological importance. Consequently they should be retained, protected and where necessary, enhanced through additional planting.
- 5.114 Additional screening at the site boundaries would be required to preserve and maintain the landscape quality, Conservation Area and edge of settlement setting, and to protect the amenity of adjoining residential dwellings. A new visual boundary to the settlement will need to be established along the site's western edge and new woodland planting will be a substantial part of a scheme.
- 5.115 Part of the site is susceptible to surface water flooding and a flood risk assessment will have to pay particular regard to this and inform the design of the site.
- 5.116 Access would be from the B3098. Improved connections to adjoining public rights of way BRAT24 and BRAT25 should be facilitated through any subsequent development proposals.

## **South Wiltshire Housing Market Area**

- 5.117 Land for housing development is identified to ensure supply, support the role of settlements in the South Wiltshire HMA, and improve choice and competition in the market for land. Evidence suggests a need for a greater intervention by the Plan with regard to the South Wiltshire HMA in order to ensure a continuity of land supply<sup>18</sup>.
- 5.118 As a Principal Settlement, the WCS anticipates that Salisbury will be a primary focus for development. Moreover, the role of the city as a significant employment and strategic service centre will be expected to be strengthened over the Plan period up to 2026. Additional allocations are therefore made to support this role.
- 5.119 Other allocations are made at Durrington, a Market Town with Amesbury and Bulford, to supports its role.

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<sup>18</sup> Topic Paper 3: Housing Land Supply, paragraph 3.26, Wiltshire Council (July 2017)

**Policy H3 Land is allocated for residential development at the following sites, as shown on the policies map:**

**South Wiltshire Housing Market Area**

Community Area	Reference	Site Name	No of dwellings
<b>Salisbury</b>	H3.1	Netherhampton Road, Salisbury	640
	H3.2	Hilltop Way	10
	H3.3	North of Netherhampton Road	100
	H3.4	Land at Rowbarrow	100
<b>Amesbury</b>	H3.5	Clover Lane, Durrington	45
	H3.6	Larkhill Road, Durrington	15

5.120 How these sites were selected is explained in Community Area Topic Papers.

5.121 The specific requirements and form development will take are described below for each site to ensure they are each appropriate in scale and character to their location and in accordance with WCS and national policy.

**Salisbury**

5.122 Salisbury is designated as a Principal Settlement in the Wiltshire Core Strategy and is a strategically important centre and a primary focus for development. Significant levels of jobs and homes should be provided in Principal Settlements, together with supporting community facilities and infrastructure, to meet their economic potential and to support self-containment (Core Policy 1). The WCS envisages Salisbury, with Wilton, accommodating approximately 6,060 dwellings over the plan period (2006 to 2026).

5.123 Assessment evidence demonstrates three considerations to be addressed in order for housing development to be accommodated:

**Transport:** development inevitably has impacts on the local transport network. The Salisbury Transport Strategy contains measures to support the scale of growth envisaged by the WCS. Plan allocations crystallise the pattern growth takes up to 2026 and refreshing the Salisbury Transport Strategy will allow the effectiveness of existing measures to be reviewed and propose new ones to accommodate growth. Development will contribute to these wider network measures, where necessary, alongside measures that are implemented expressly as part of specific development proposals.

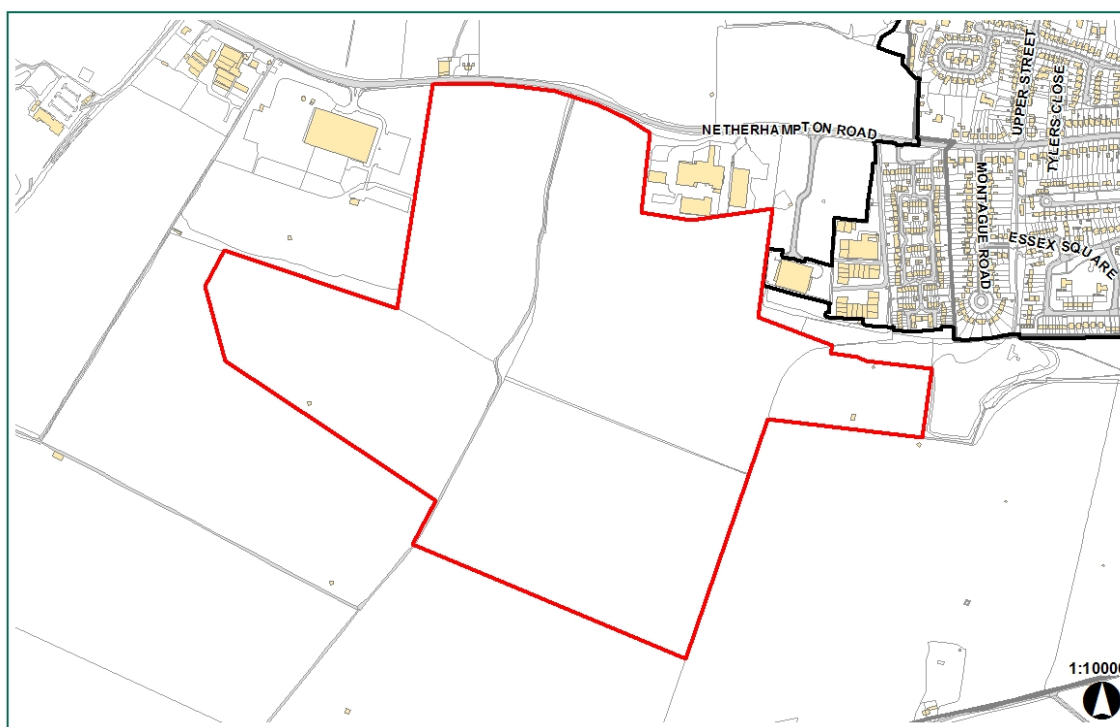
**Education:** development will increase the number of pupils needing primary school places. A lack of capacity across the City affects proposals allocated for development. The evidence points to the need for a new primary school. Therefore, in addition to land reserved for one new school, funding

contributions will be sought from developers to help provide adequate capacity.

**Biodiversity:** development could contribute cumulatively towards adverse impacts on the qualifying features of the River Avon SAC through increased phosphate loading and habitat loss / damage. However, the scale of development is within thresholds set down in a Nutrient Management Plan for the river that avoids the likelihood of adverse effects. Nevertheless, impacts are kept under review and this situation may change. Housing developers might consider how schemes can offset the additional phosphate loading resulting from new homes.



### H3.1 Netherhampton Road, Salisbury



 Proposed housing allocation  
 Proposed Settlement Boundary

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**Policy H3.1 Approximately 63ha of land at Netherhampton Road, as identified on the policies map, is proposed for mixed use development comprising the following elements:**

- **approximately 640 dwellings**
- **Land for employment (B1, B2 and B8 uses of the Use Classes Order)**
- **at least 1.8ha of land for a two form entry primary school along with playing pitches**
- **A local centre**
- **A Country Park of at least 10ha in size with associated parking and facilities.**

**Development will be subject to the following requirements:**

- **Strategic landscaping and open space provision. All built development to be located below the 75m contour and a Country Park to be located in the east and south of the site.**
- **Transport network improvements necessary to accommodate the scale of development envisaged**
- **Provision of sufficient school and healthcare capacity to meet the need created by the development**
- **Measures to safeguard the interest of Harnham Hill Chalk Pit SSSI and Harnham Slope County Wildlife Site**
- **Surface water management that achieves equivalent or less than current greenfield rates of run-off**

**Development will take place in accordance with a masterplan for the site approved by the Council**

5.124 Approximately 63ha of land to the south of Netherhampton Road, as shown on the Policies Map, is allocated for development of approximately 640 dwellings, employment land and a new two form of entry primary school and a local centre. All built development will be below the 70m contour and a scheme will include a country park and extensive planting. Development of this site represents necessary growth to support the delivery of housing at Salisbury and thereby maintain a 5 year housing land supply position within the South Wiltshire Housing Market Area.

5.125 The site was originally included in the draft South Wiltshire Core Strategy as a strategic allocation. Whilst the Examination of that plan led to the site not being allocated for development due to a reduction in housing requirements, it was nonetheless considered suitable as a strategic allocation and referenced as a potential site for consideration if, or when the need for additional housing

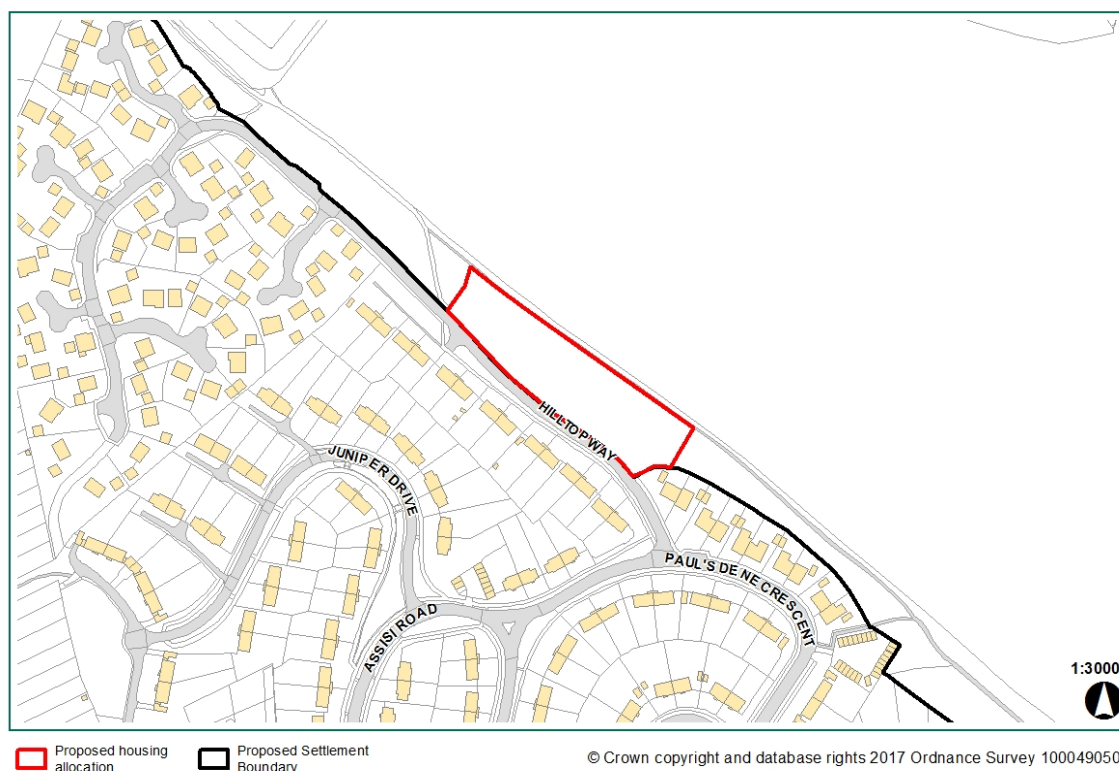
arises. Accordingly, the site is referenced in paragraph 5.112 of the Wiltshire Core Strategy as a site that should be considered if further land is needed to meet housing requirements, and the site has now been confirmed as a preferred location for growth having been assessed through a sustainability appraisal which assessed a number of reasonable alternative sites around Salisbury.

- 5.126 In order to facilitate development, there is a requirement for a new primary school to be provided on site. Accordingly, a minimum of 1.8ha of land is reserved within the scheme in order to accommodate a two form entry primary school.
- 5.127 The site will include an element of employment alongside other uses. Evidence does not suggest a specific quantum of employment land. The site has a strategic role as a possible destination for the relocation of businesses to allow the redevelopment of the Churchfields strategic allocation of the WCS. A scale and form of employment would be a matter for discussion with relevant stakeholders as a part of preparing a master plan for the site but would be delivered in the form of serviced land.
- 5.128 This location has capacity to accommodate change from an environmental and landscape perspective. There are no landscape, biodiversity or heritage designations within the site. The edge of the Cranborne Chase and West Wiltshire Downs AONB lies approximately 2km south-west of this site and no significant impacts on the AONB are considered likely. Mitigation is considered achievable to reduce any potential adverse landscape effects, including on visual connections to local landmark features e.g. Salisbury Cathedral, Old Sarum and Netherhampton Church, through significant provision of appropriately located public open space and green infrastructure, with new residential development located in the northern part of the site and restricted to below the 75m contour line. Substantial new tree planting will reflect typical Downland characteristics.
- 5.129 The site includes prehistoric barrows, field systems and enclosures and very high archaeological potential. However, the site is large and the exact extent of work is uncertain. Investigations should inform a master plan for the site and an archaeological assessment would be required to support a subsequent planning application.
- 5.130 West Harnham Chalk Pit Site of Special Scientific Interest (SSSI) and Harnham Slope County Wildlife Site (CWS) should be protected. Potential additional recreational use will be positively managed. Sufficient areas of public open space should be incorporated into a layout and design in order to protect these sites by providing attractive, alternative areas for recreation. To support this objective, a significant sized Country Park in the south and east of the site for recreational use by the public as part of open space and green infrastructure provision. Additional planting will go some way to counteract

the phosphate loading and resulting pressures on the River Avon SAC that development will create. An objective of the site will be to offset fully all potential for harm.

- 5.131 Comprehensive improvements to the local and strategic road network would be necessary to safely accommodate development where the residual cumulative impacts are severe. Accordingly, contributions towards these improvements will likely be sought. To address such matters, dialogue with Highways England will be required and work would take place in conjunction with a refresh of the Salisbury Transport Strategy. Mitigation measures will be guided by evidence from a robust and comprehensive transport assessment which will need to be undertaken by any future applicant, the scope of which is to be agreed by Wiltshire Council and Highways England. The assessment would fully investigate detailed transport impacts of the development on the wider Salisbury transport network, especially on the A36T, and identify appropriate measures to safely accommodate additional traffic emanating from the new development.
- 5.132 In addition, measures to positively promote and support cycling, walking and public transport use would also need to be addressed through any subsequent planning application process. This too would be undertaken in conjunction with an updated Salisbury Transport Strategy that takes account of planned strategic growth of Salisbury. The site is reasonably well located in relation to the city centre and development should include measures to enable as many trips as possible to the city centre to take place on foot, cycling or by public transport. The bridleway leading from the site (NHAM10) is likely to be a key route for people walking and cycling from the site connecting to the Old Shaftesbury Drove and into Harnham. Development of the site should include suitable surfacing of this route throughout the site.
- 5.133 A water infrastructure capacity appraisal will be needed to confirm the scope and extent of works to service new development. This should include the capacity of local sewer systems. A detailed flood risk assessment would be required in order to identify a set of appropriate sustainable drainage measures. Sufficient land would need to be set aside for robust surface water management, to include a comprehensive Surface Water Drainage Scheme that results in run-off rates equalling, or greater than current greenfield infiltration rates.

### H3.2 Hilltop Way, Salisbury



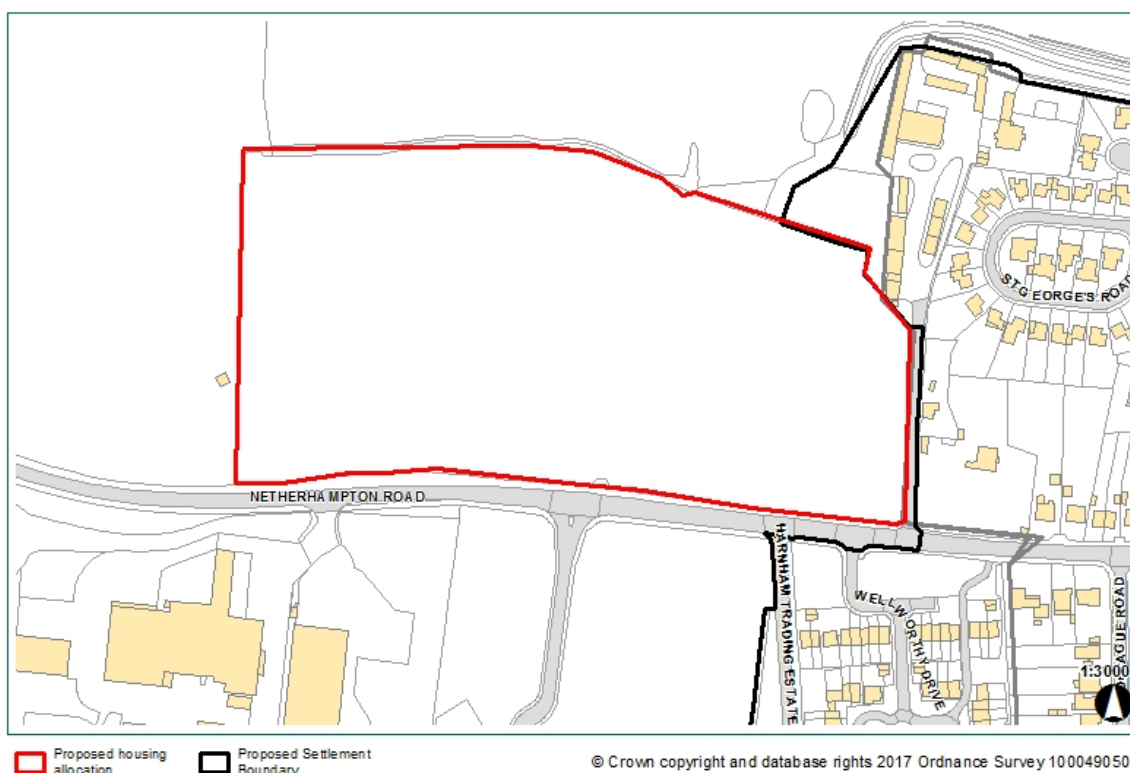
5.134 Hilltop Way is allocated for the development of approximately 10 dwellings on approximately 0.48ha of land as shown on the Policies Map. The site is adjacent to the existing settlement boundary of Salisbury and would deliver a relatively small number of dwellings towards the overall remaining indicative housing requirement for Salisbury.

5.135 The site is a narrow area of undeveloped rough grassland adjacent to existing residential development along Hilltop Way. Access to the site would be achieved via Hilltop Way. There is a public right of way forming the northern boundary of the site and beyond that is the Hampton Country Park. The right of way should be maintained and its route enhanced through additional hedge and tree planting and additional access points to the Country Park.

5.136 The site has been shown to have a high population of reptiles (Slow Worms) and these will need to be re-colonised on a suitable receptor site within the Country Park. It will be important to demonstrate that the mitigation proposals are consistent with Laverstock and Ford Parish Council's wider aims for the Country Park.

5.137 There is potential for impacts on skyline views from Old Sarum Airfield Conservation Area and from Old Sarum Castle and these will need to be mitigated through the appropriate location of new dwellings and a high quality design scheme, together with suitable landscaping and provision of open space.

### H3.3 North of Netherhampton Road, Salisbury

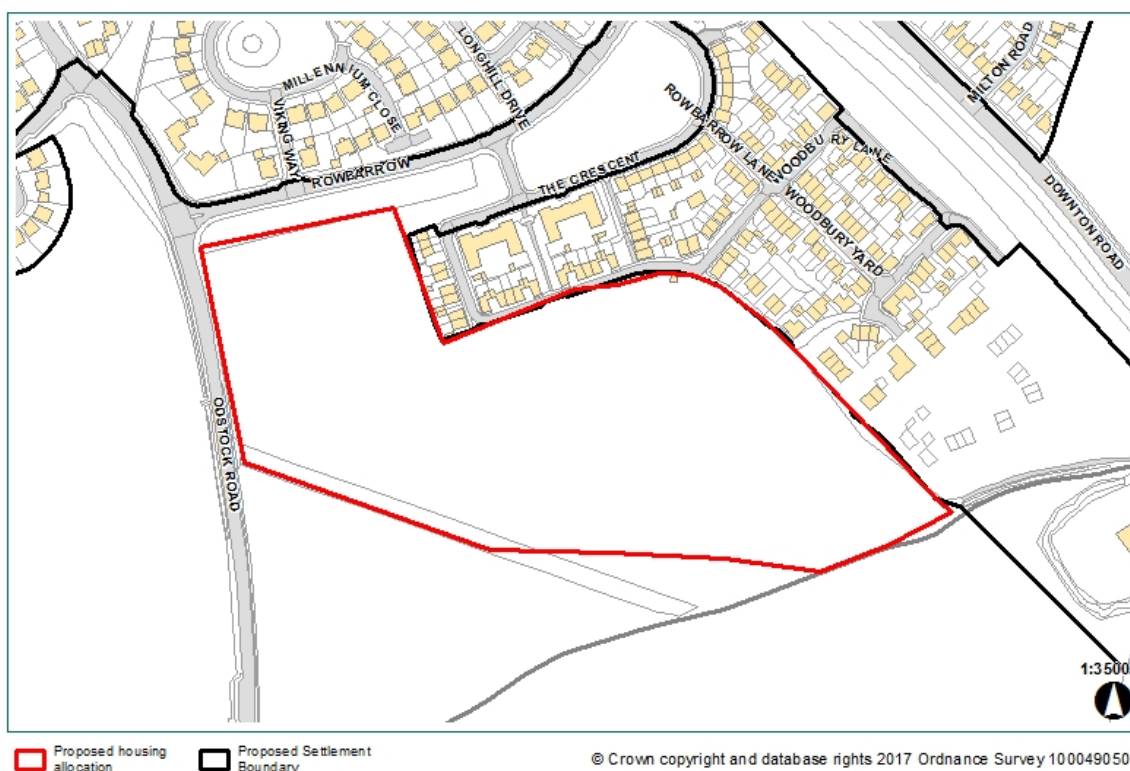


5.138 Land North of Netherhampton Road is allocated for the development of approximately 100 dwellings on 5.6ha of land as shown on the Policies Map. It is reasonably well located with regard to services and facilities. The site is relatively well contained in terms of visual impacts on the wider landscape. The extent of possible flood risks areas will need to be carefully surveyed so that development avoids them. A detailed flood risk assessment would be required in order to identify a set of appropriate sustainable drainage measures.

5.139 The area is sensitive in terms of the setting to the Cathedral and views towards it. Open space along the southern boundary will maintain views of the Cathedral spire travelling east. Design and layout taking account of a Heritage Impact Assessment would be capable of preventing development from having a harmful influence. Proposals would need to provide for a high quality, sustainable development that enhances an important approach to the City and provides links to nearby public rights of way.

5.140 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. A new primary school on land south of Netherhampton Road would contribute to the new school places needed to serve the area. Funding contributions may also be sought where needed to increase capacity at local GP surgeries in the city.

### H3.4 Land at Rowbarrow, Salisbury



5.141 Land at Rowbarrow is allocated for the development of approximately 100 dwellings on 6.1ha of land as shown on the Policies Map. The development of the site would provide housing in a location with a reasonable level of access to the local services and facilities in Salisbury city centre but not within walking distance. There is however a frequent bus service within 100m of the site and the Park & Ride is in close proximity

5.142 Development will need to preserve the contribution made by the site to the setting and therefore to the importance of the Woodbury Ancient Villages Scheduled Monument. If necessary land will need to be set aside from development. Detailed design and layout will be guided by Heritage Impact Assessment. Scheduled monument consent will be required. The site also has high archaeological potential.

5.143 This is a sloping and quite prominent site. In combination with Heritage Impact Assessment, development will need to take place within a strong landscape framework that maintains and enhances the existing woodland belts affecting the site. Containment provided by the beech shelterbelt on the southern boundary should extend as a green corridor from the end of the shelterbelt eastwards towards the existing Rowbarrow housing development and woodland around the Milk & More Salisbury Depot. This would provide a setting for rights of way in the area and maintain their views of the Salisbury Cathedral spire.

5.144 In order to facilitate development, appropriate contributions would be likely to be sought to help fund additional local school capacity. A new primary school on land south of Netherhampton Road would contribute to the new school places needed to serve the area. Funding contributions may also contribute to improving the existing primary schools at Harnham. Contributions may also be sought where needed to increase capacity at local GP surgeries in the city

### **Amesbury, Bulford and Durrington**

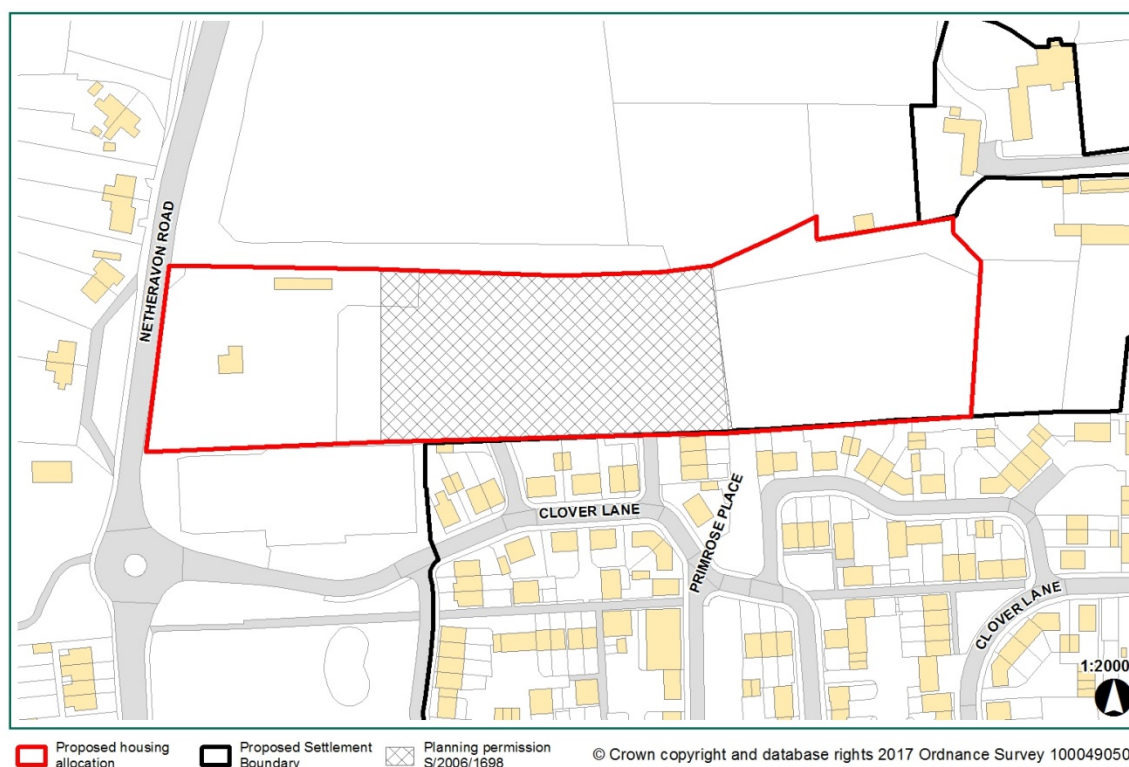
5.145 The Wiltshire Core Strategy designates Durrington in conjunction with Bulford and Amesbury, as a Market Town. The WCS envisages accommodating approximately 2,440 dwellings over the plan period (2006 to 2026). The settlement strategy identifies a series of priorities including increasing jobs and homes to a moderate and proportionate extent. Development would also help to enhance services and facilities and promote better levels of self-containment, particularly at Durrington and Bulford. Provision of housing at Durrington would positively contribute towards the delivery of this objective by ensuring the viability of existing services and creating demand for an improved local offer.

5.146 The area has a high archaeological potential and assessment would be required to support planning applications for each of the sites proposed and this should also include avoiding harm to the outstanding universal value of the Stonehenge and Avebury World Heritage Site.

5.147 Upgrades to the local water supply network may be required to accommodate further growth at Durrington, pending a review of local abstraction licences due to be completed in 2019. It is possible that such upgrades may need to be completed before development at the following sites can commence.



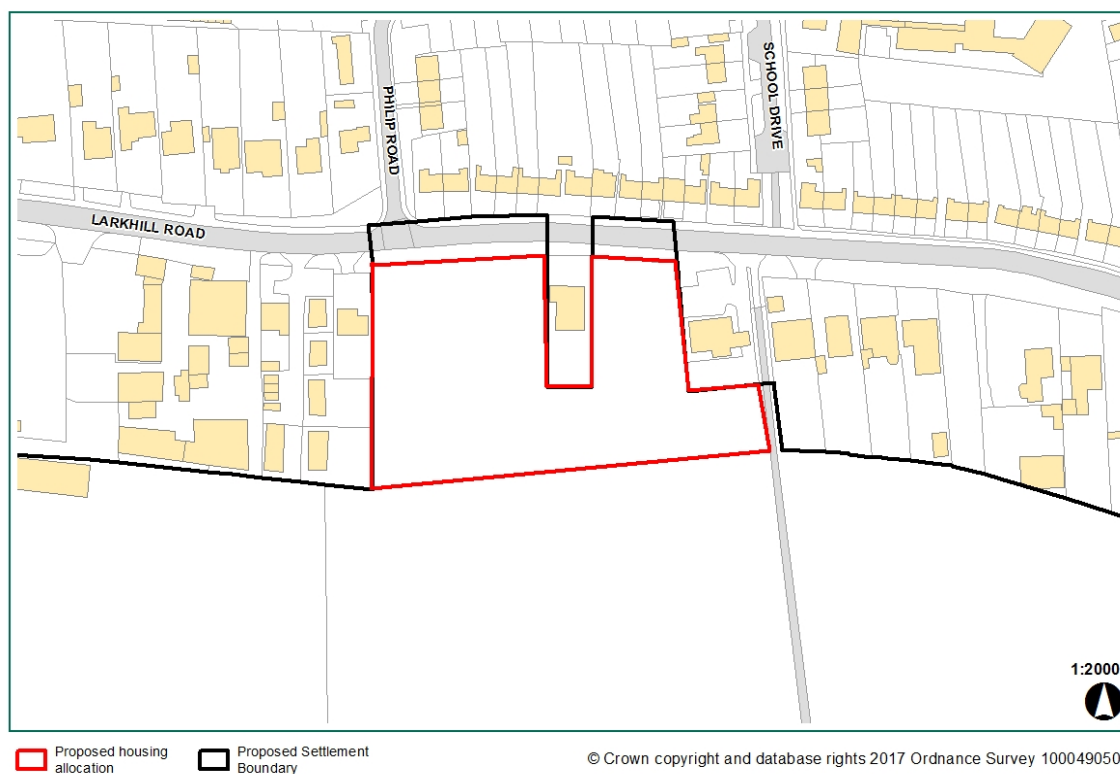
### H3.5 Clover Lane, Durrington



- 5.148 Approximately 1.8ha of land to the north of Clover Lane, Durrington is allocated for the development of approximately 45 dwellings, as identified on the Policies Map. The central portion of the site has planning permission already and could accommodate approximately 15 dwellings. Land for a further 30 dwellings is allocated for development on two parcels of land to the east and west of this central portion.
- 5.149 Vehicular access would be from the existing residential road network using Clover Lane. Pedestrian and cycle permeability through the site must be incorporated in the layout, including a direct link for pedestrian and cycle access through to the High St.
- 5.150 The site lies adjacent to the Durrington Conservation Area to the east and a number of Listed Buildings. Detailed design and layout would need to preserve or enhance the character of the conservation area and this is particularly important for the eastern portion of the site. Development should minimise the potential for harm to the significance of Listed Buildings and the Conservation Area. Informed by a Heritage Impact Assessment these considerations should be resolved through the detailed design and layout of a scheme.
- 5.151 There is a tree belt adjacent to the northern boundary of the site which is protected by a Tree Preservation Order and there are substantial hedgerows to the western boundaries. Mature trees and hedgerows must be retained as important features of the site, and additional green infrastructure should be

incorporated to enhance and protect these features in order to ensure a soft edge to the open countryside. A layout can link into open space to the south east of the site.

### H3.6 Larkhill Road, Durrington



5.152 Approximately 0.8ha of land to the south of Larkhill Road, Durrington is allocated for the development of approximately 15 dwellings, as illustrated on the Policies Map. The land forms the northern part of a field which slopes down towards the River Avon at the southern edge of Durrington.

5.153 The form of development should replicate the character and pattern of frontage development characteristic of Larkhill Road. Development as result will be limited and to a relatively low density. In order to soften the edge to the open countryside, the southern edge of the site should consist of gardens or open space with boundaries that are relatively open.

## 6. Settlement Boundary Review

### Introduction

- 6.1 The Council did not review the extent of the boundaries to inform the WCS and instead relied upon the former district local plans. They are reviewed as a part of preparing the Plan with the Plan Objective:
- To ensure there is a clear and accurate definition to the extent of the built up areas at Principal Settlements, Market Towns, Local Service Centres and Large Villages
- 6.2 The Plan applies one consistent methodology for the County to replace the slightly different ways used by the previous District Councils. The Council has developed this methodology in consultation with Parish and Town Councils. The process is explained in detail in Topic Paper 1: Settlement Boundary Review Methodology.
- 6.3 A comprehensive review of the boundaries ensures they are up-to-date and adequately reflect changes that have happened since they were first established. The Plan amends settlement boundaries where necessary.
- 6.4 It is also the prerogative of local communities to review Settlement Boundaries through neighbourhood planning. Neighbourhood Plans are required to be in general conformity with the WCS. Paragraphs 4.13 and 4.15 of the WCS support the review of settlement boundaries through the Plan or through neighbourhood plans. Therefore, where a neighbourhood plan has been considered to have reviewed the settlement boundary and is at a sufficiently advanced stage, then it is unnecessary to duplicate this work by reviewing the relevant settlement boundary in the Plan<sup>19</sup>.
- 6.5 Neighbourhood plans were considered to have reviewed their settlement boundaries where the issue has been explicitly addressed through the neighbourhood plan process, even if the eventual outcome is to retain the existing settlement boundary. Generally, when a neighbourhood plan submitted to the Council has reviewed a settlement boundary and proposes amendments, the Plan has not carried out a second review of the boundaries. Individual community area topic papers identify those settlements where the settlement boundary has been reviewed by a sufficiently advanced neighbourhood plan.
- 6.6 However, for settlements where the neighbourhood plan is not considered to have reviewed their boundary, or where there is no neighbourhood plan or

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<sup>19</sup> Up to April 2016, some settlement boundaries in Neighbourhood Plans have been updated to take account of implemented planning permissions.

one at an early stage, then the settlement boundary has been reviewed through the Plan.

- 6.7 Neighbourhood plans submitted subsequently will still be able to consider their own settlement boundary through the neighbourhood planning process. Once a future neighbourhood plan is 'made', its settlement boundaries will then supersede those in the Plan.

### **Amended Settlement Boundaries**

- 6.8 The Plan makes amendments to the following settlement boundaries:

**East Wiltshire HMA: Amended Settlement Boundaries**

<b>Community Area</b>	<b>Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan</b>	<b>Settlement Boundaries not reviewed because of Neighbourhood Plans</b>
<b>Devizes<sup>20</sup></b>		
	Devizes	Potterne
	Bromham	Urchfont
	Market Lavington	
	Rowde	
	West Lavington and Littleton Panell	
	Worton	
<b>Marlborough</b>		
	Aldbourn	
	Baydon	
	Broad Hinton	
	Marlborough	
	Ramsbury	
<b>Tidworth</b>		
	Collingbourne Ducis	
	Ludgershall	
	Netheravon	
	Tidworth	
<b>Pewsey</b>		
	Burbage	Pewsey
	Great Bedwyn	
	Shalbourne	
	Upavon	

**North and West Wiltshire HMA: Amended Settlement Boundaries**

<b>Community Area</b>	<b>Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan</b>	<b>Settlement Boundaries not reviewed because of Neighbourhood Plans</b>
<b>Bradford on Avon</b>		
	Westwood	Bradford on Avon
	Winsley	Holt
<b>Calne</b>		
	Calne	

<sup>20</sup> Devizes has a made Neighbourhood Plan which is considered to review its settlement boundary. The Devizes Neighbourhood Plan had the intention of including its site allocations within its settlement boundary however one allocation was omitted in error. Wiltshire Council have not conducted a wholesale review of the settlement boundary of Devizes however it does include the site omitted from the boundary in error in the Neighbourhood Plan.

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
	Studley and Derry Hill	
<b>Chippenham<sup>21</sup></b>		
	Christian Malford	
	Hullavington	
	Kington St Michael	
	Sutton Benger	
	Yatton Keynell	
<b>Corsham</b>		
	Box	
	Colerne	
	Corsham	
	Rudloe	
<b>Malmesbury</b>		
	Malmesbury	Great Somerford
	Ashton Keynes	
	Crudwell	
	Oaksey	
	Sherston	
<b>Melksham</b>		
	Atworth	
	Melksham	
	Seend	
	Semington	
	Shaw and Whitley	
	Steeple Ashton	
<b>Royal Wootton Bassett and Cricklade</b>		
	Cricklade	
	Lyneham	
	Purton	
	Royal Wootton Bassett	
<b>Trowbridge</b>		
	Hilperton	
	North Bradley	
	Southwick	
	Trowbridge	
<b>Warminster</b>		
	Chapmanslade	
	Codford	

<sup>21</sup> The settlement boundary for the town of Chippenham has been reviewed by the Chippenham Site Allocations Plan.

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
	Corsley	
	Heytesbury	
	Sutton Veny	
	Warminster	
<b>Westbury</b>		
	Bratton	
	Dilton Marsh	
	Westbury	

**South Wiltshire HMA: Amended Settlement Boundaries**

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
<b>Amesbury</b>		
	Amesbury	Porton (Idmiston NP)
	Bulford	
	Durrington	
	Great Wishford	
	Shrewton	
	The Winterbournes	
	Tilshead	
<b>Mere</b>		
	Mere	
<b>Salisbury</b>		
	Salisbury	
<b>Southern Wiltshire</b>		
	Alderbury	
	Combe Bissett	
	Downton	
	Morgan Vale and Woodfalls	
	Pitton	
	Whiteparish	
	Winterslow	
<b>Tisbury</b>		
	Fovant	
	Hindon	
	Ludwell	
	Tisbury	
<b>Wilton</b>		
	Broad Chalke	

	Dinton	
	Wilton	

**Figure 17: Amended Settlement Boundaries**

6.9 Previous and amended boundaries are shown for settlements in each HMA in Appendix One. Plans in Community Area Topic Papers have each map accompanied by a table of changes from the current adopted boundary.



## 7. Implementation and Monitoring

- 7.1 The Plan is designed to be flexible and contain appropriate levels of contingency, so that it can effectively respond to events if necessary. However, it will be essential to monitor the effectiveness of the strategy, so that action can be taken to address any issues which may arise. This monitoring will be done through the following mechanisms
- 7.2 Central to monitoring the effectiveness of the plan will be the use of Housing Trajectories. One of the two purposes of the plan is to maintain a five year land supply in each of Wiltshire's Housing Market Area (HMA). Therefore monitoring the delivery of houses is critical. Basically a housing trajectory is a graph which plots the expected rate of housing delivery over a plan period and then may be used to overlay actual delivery so that the success of the policies can be evaluated.
- 7.3 As advised in Planning Policy Guidance, housing trajectories are an important tool for monitoring housing delivery. In line with this guidance, Wiltshire Council will carry out an annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. The assessment will be realistic and made publicly available in an accessible format.
- 7.4 By taking a thorough approach on an annual basis, the Council will be in a strong position to demonstrate a robust five year supply of sites. Demonstration of a five year supply is a key material consideration when determining housing applications and appeals. As set out in the NPPF<sup>22</sup>, a five year supply is also central to demonstrating that relevant policies for the supply of housing are up-to-date in applying the presumption in favour of sustainable development.
- 7.5 There are four main components of the monitoring framework.

### Wiltshire Monitoring Framework

- 7.6 The Wiltshire Monitoring Framework ([www.wiltshire.gov.uk](http://www.wiltshire.gov.uk)) was published alongside the WCS, and will also be used to check on the effectiveness of the policies within this document. The Monitoring Framework will be used to ask whether the policy is working, whether it is delivering the homes, which is the underlying objective of the policy, and what the significant effects of this are. It sets out objectives and targets for each policy, and identifies the indicators which will be used to assess progress against these. The Wiltshire Monitoring Framework will ensure that the Core Strategy is steered by a continuous process of 'plan, monitor, manage'.

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<sup>22</sup> NPPF, paragraph 11, DCLG (Mar 2012)

## Annual Monitoring Report

- 7.7 An annual report will be prepared to analyse the impacts of the Core Policies of the WCS, and assess progress against the targets identified in the Wiltshire Monitoring Framework. This Annual Monitoring Report (AMR) will include monitoring of the proposals in the Plan and also information relating to the Infrastructure Delivery Plan (IDP) and the Sustainability Appraisal (SA). Actions required to address policy performance against the Plan Objectives will then be reconsidered

## Housing Land Supply

- 7.8 In line with National Policy / Guidance, the council monitors the number of new homes built each year, homes currently under construction and those that are expected to be built in the future. This evidence is set out in the 'Housing Land Availability Report' and 'Housing Land Supply Statement' ([www.wiltshire.gov.uk](http://www.wiltshire.gov.uk)) the latter used to present the Council's 5-year housing land supply position. The proposals set out within the Plan (along with the proposals in the adopted Core Strategy and Chippenham Site Allocations Plan are intrinsically linked to the maintenance of the supply position and hence will need to be monitored to ensure timely delivery. In order to assist the monitoring process, developers / landowners will be asked to provide the Council with detailed site delivery trajectories.
- 7.9 In addition to the monitoring of the Plan's performance, the Council is also obliged to monitor housing delivery from neighbourhood plans and 'windfall' sites in line with the advice set out in the Planning Practice Guidance.
- 7.10 Further, national policy requires Local Planning Authorities to produce plans that meet the tests of soundness, which include that plans are 'positively prepared'<sup>23</sup>. This necessitates a proactive approach to identifying and allocating sites to ensure the housing requirements can be met, rather than awaiting anticipated delivery from windfall sites. The Plan proposals ensure that there is no reliance on windfall to provide the minimum housing requirements of each HMA. That is, the Plan does what it was designed to do, which is to maintain surety of supply throughout the plan period prescribed by the WCS (Objective 2).

## Management of risk – a risk register

- 7.11 A part of monitoring the effectiveness of the Plan will be to maintain a risk register. It will be used to manage risks by identifying them as they arise, evaluating their severity and identifying measures to treat them through appropriate mitigation measures that are either preventative or contingencies.

Devises  
Proposals for Revised Settlement Boundaries

SettlementBoundaryReview\_PreSubmission  
Existing settlement boundary

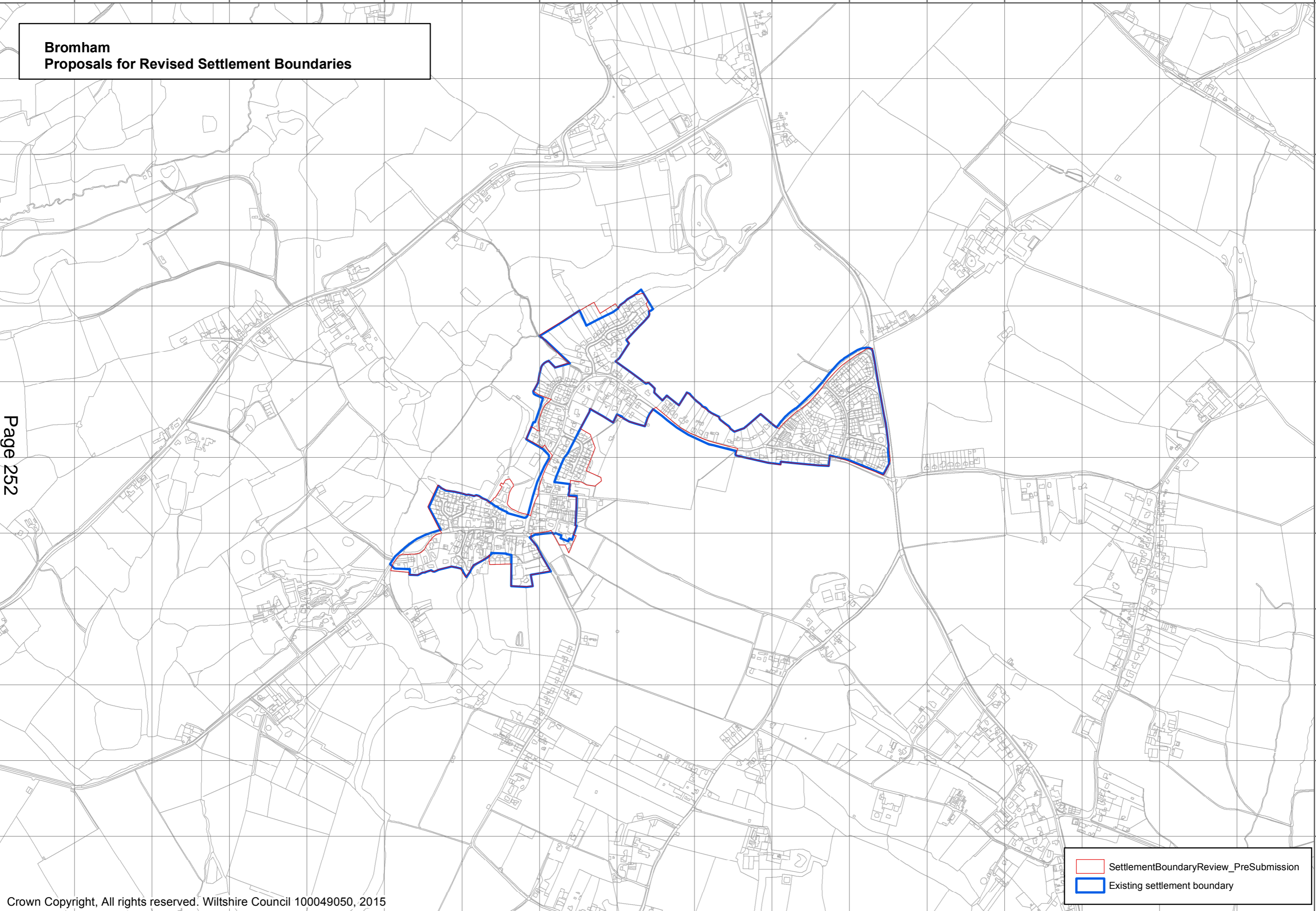
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**Bromham  
Proposals for Revised Settlement Boundaries**

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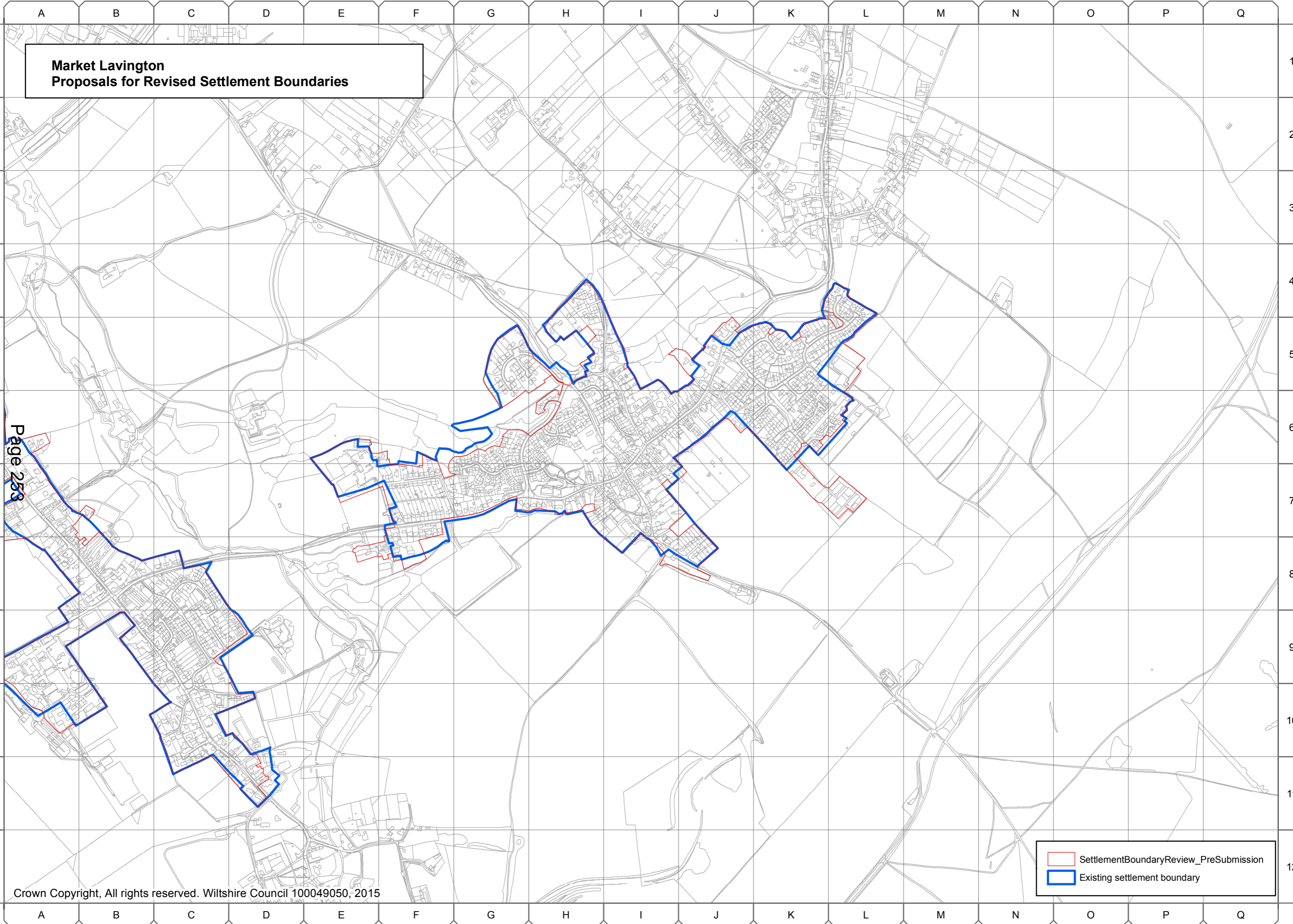
Page 252





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**Market Lavington  
Proposals for Revised Settlement Boundaries**



Page 253

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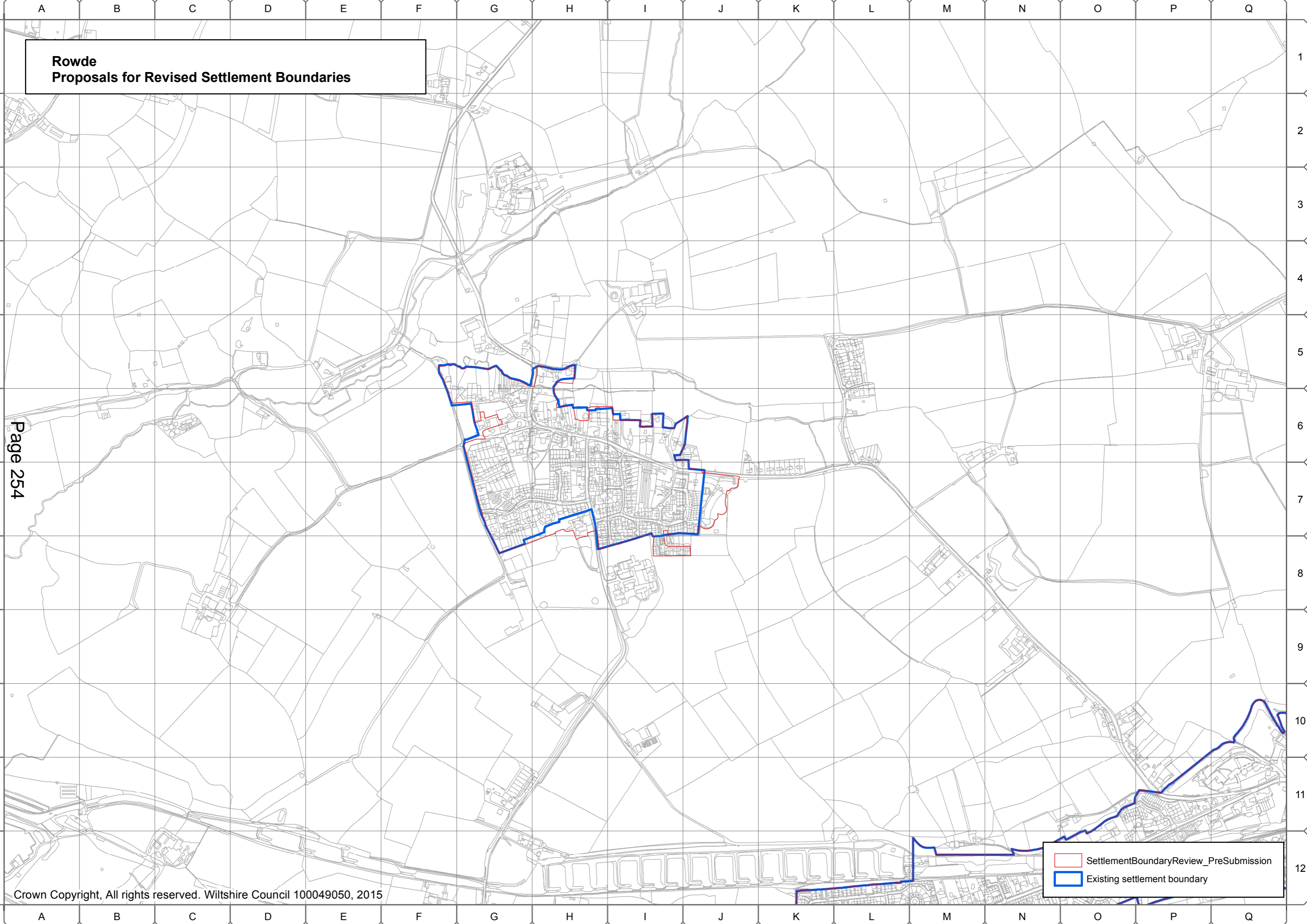
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Proposals for Revised Settlement Boundaries**

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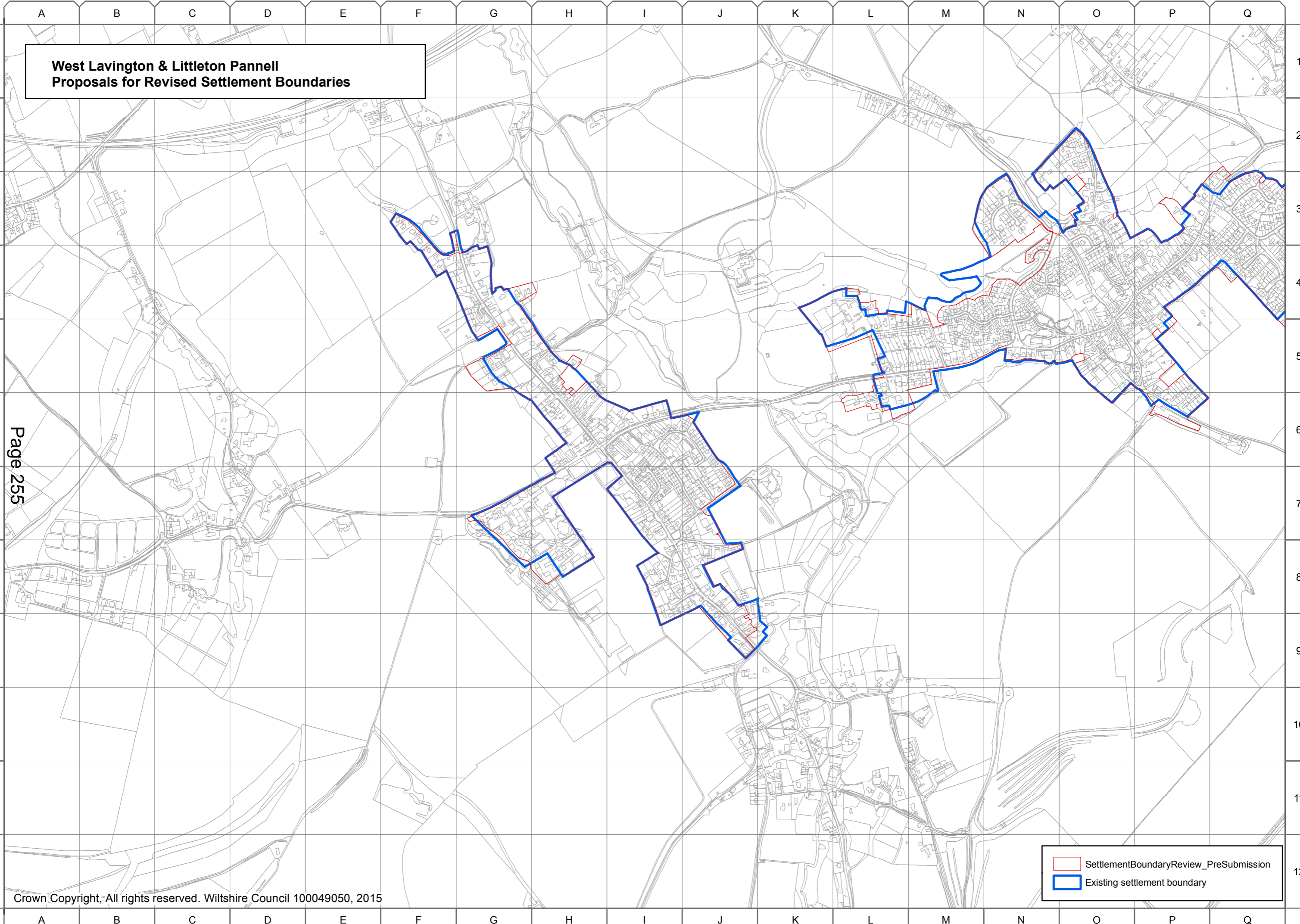
Page 254





	SettlementBoundaryReview_PreSubmission
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**West Lavington & Littleton Pannell  
Proposals for Revised Settlement Boundaries**



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**Worton  
Proposals for Revised Settlement Boundaries**

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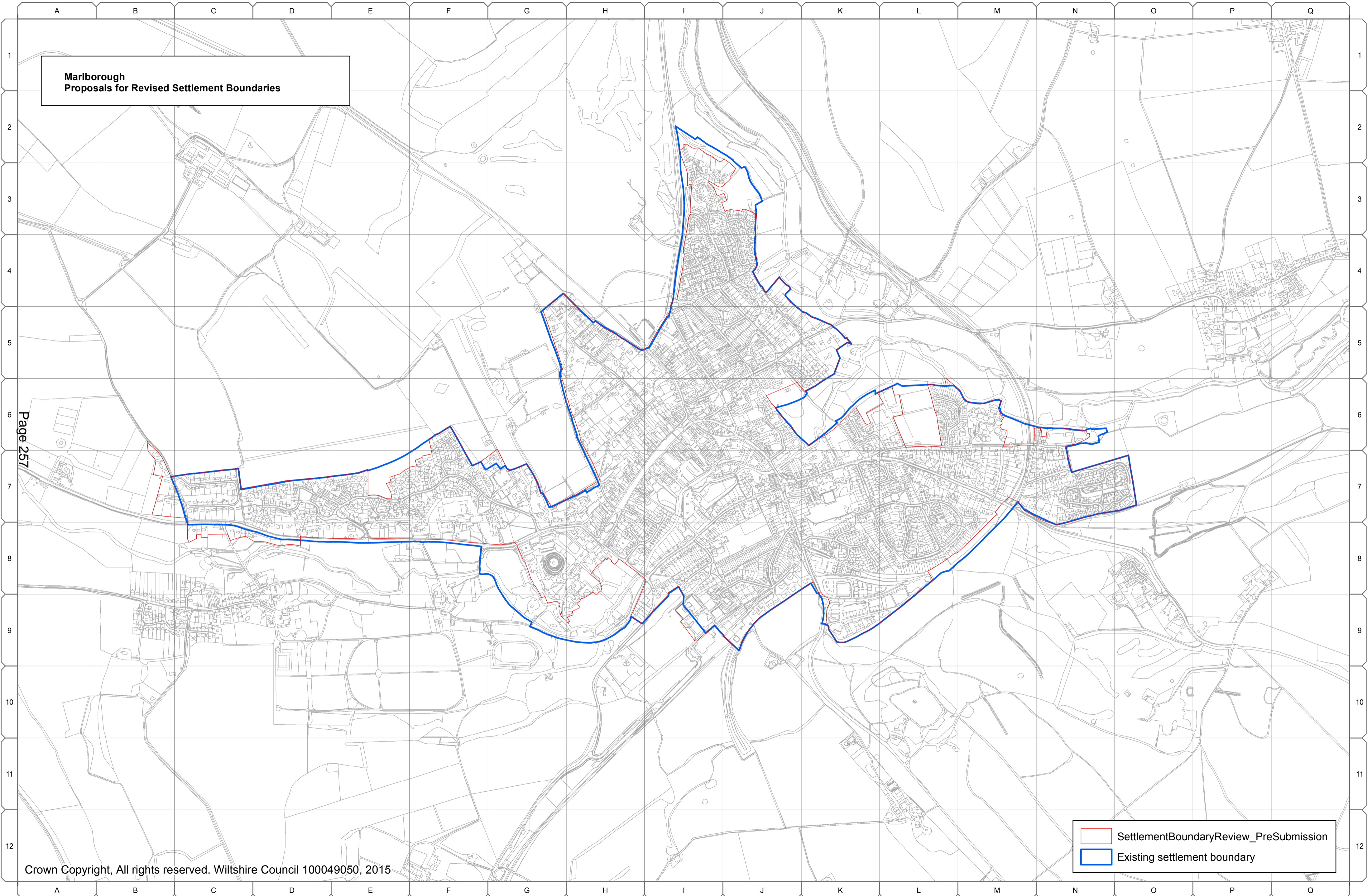




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Proposals for Revised Settlement Boundaries**



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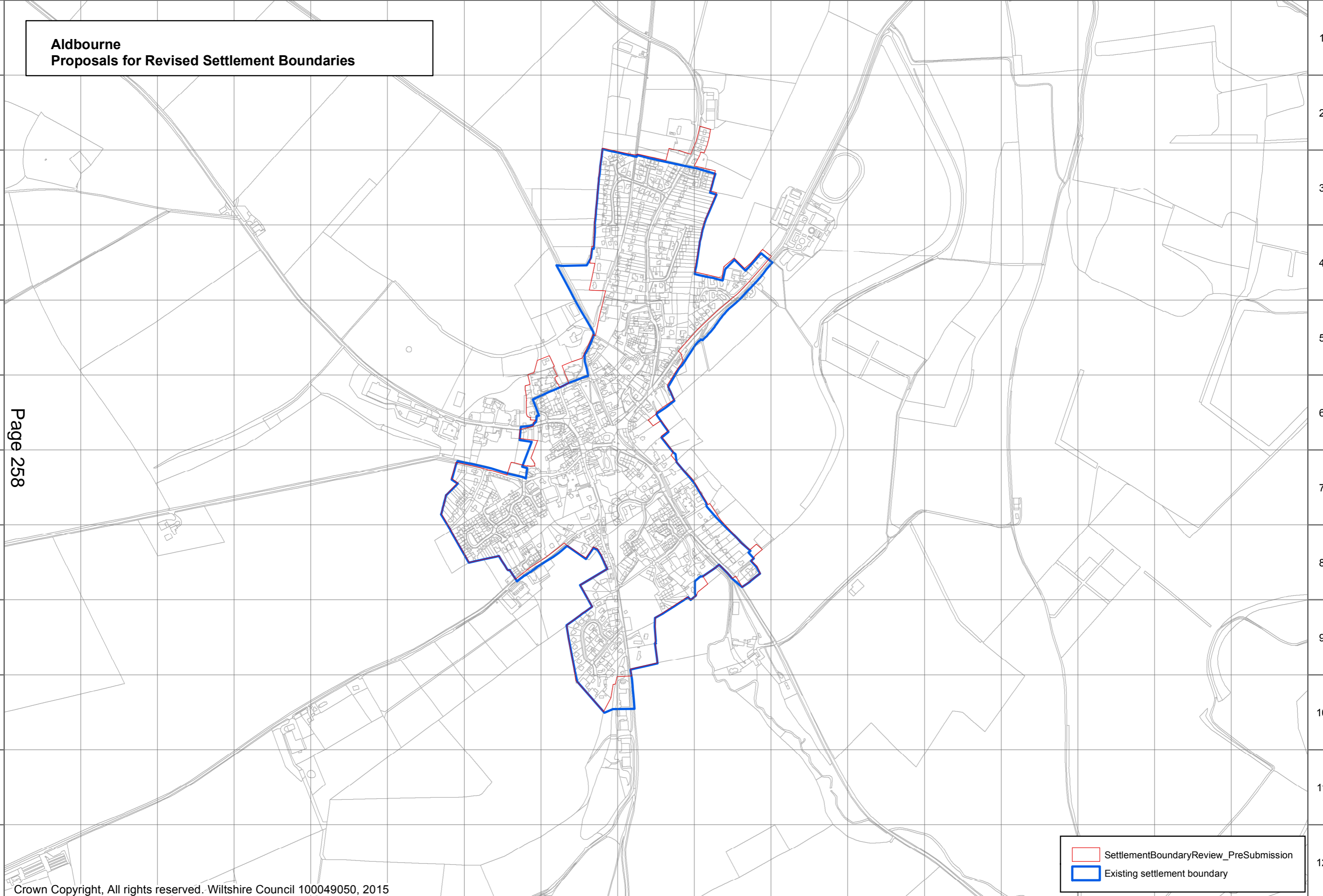
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Proposals for Revised Settlement Boundaries**

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Page 258



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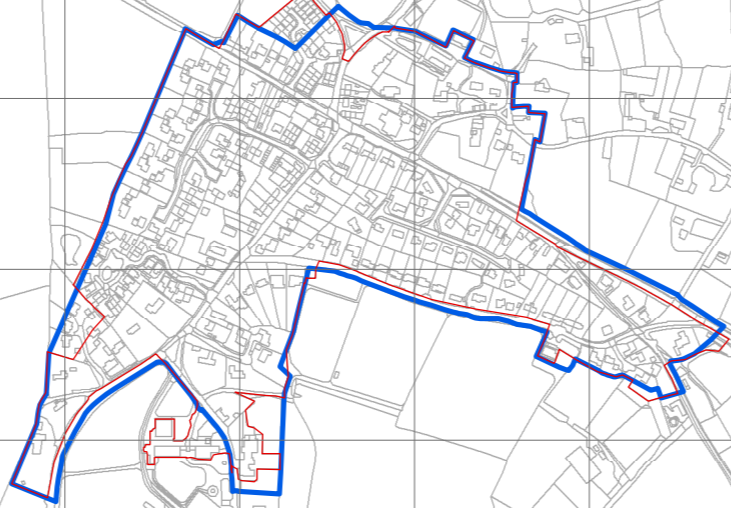
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Proposals for Revised Settlement Boundaries**

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**Broad Hinton  
Proposals for Revised Settlement Boundaries**

Page 260

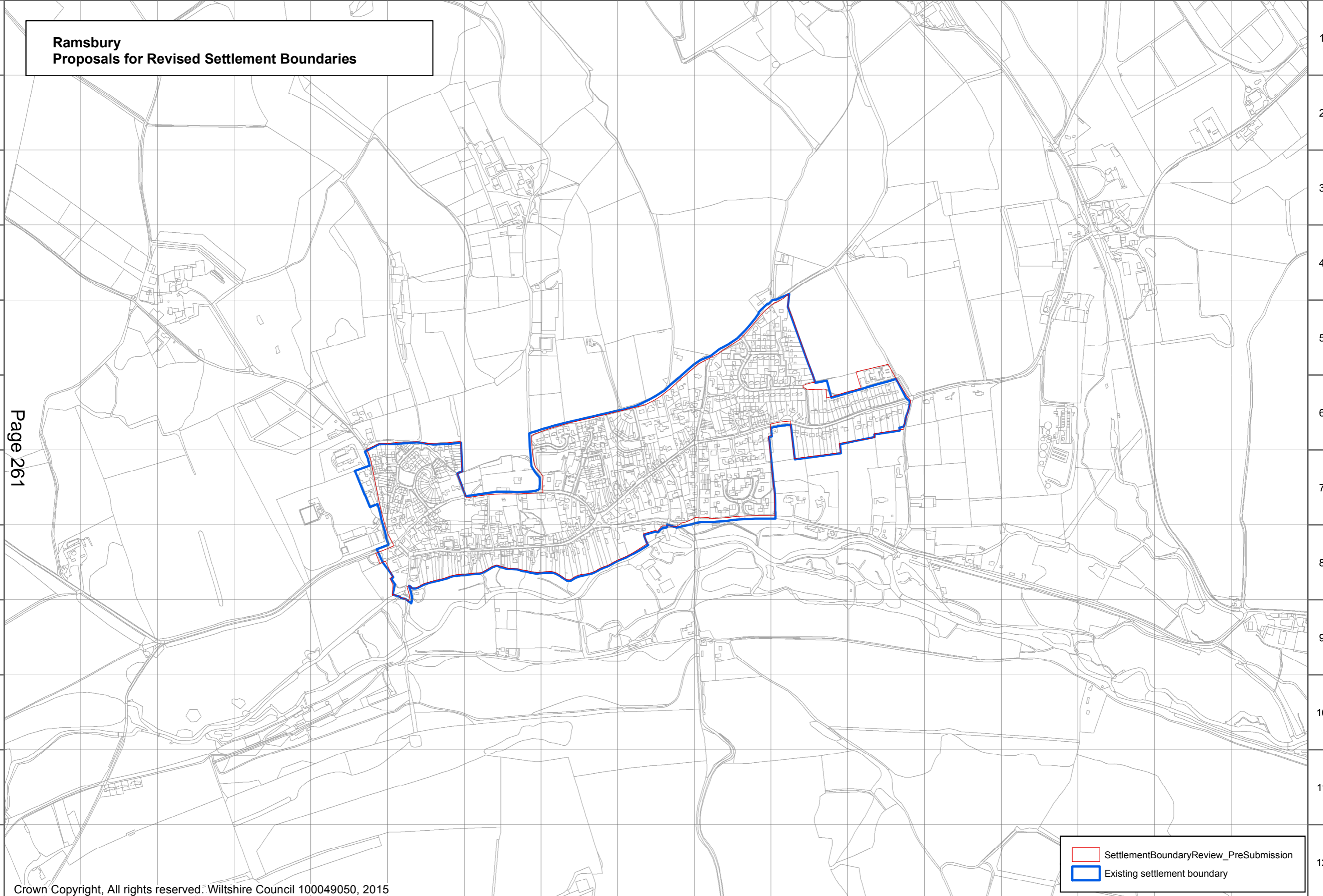
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**Ramsbury  
Proposals for Revised Settlement Boundaries**

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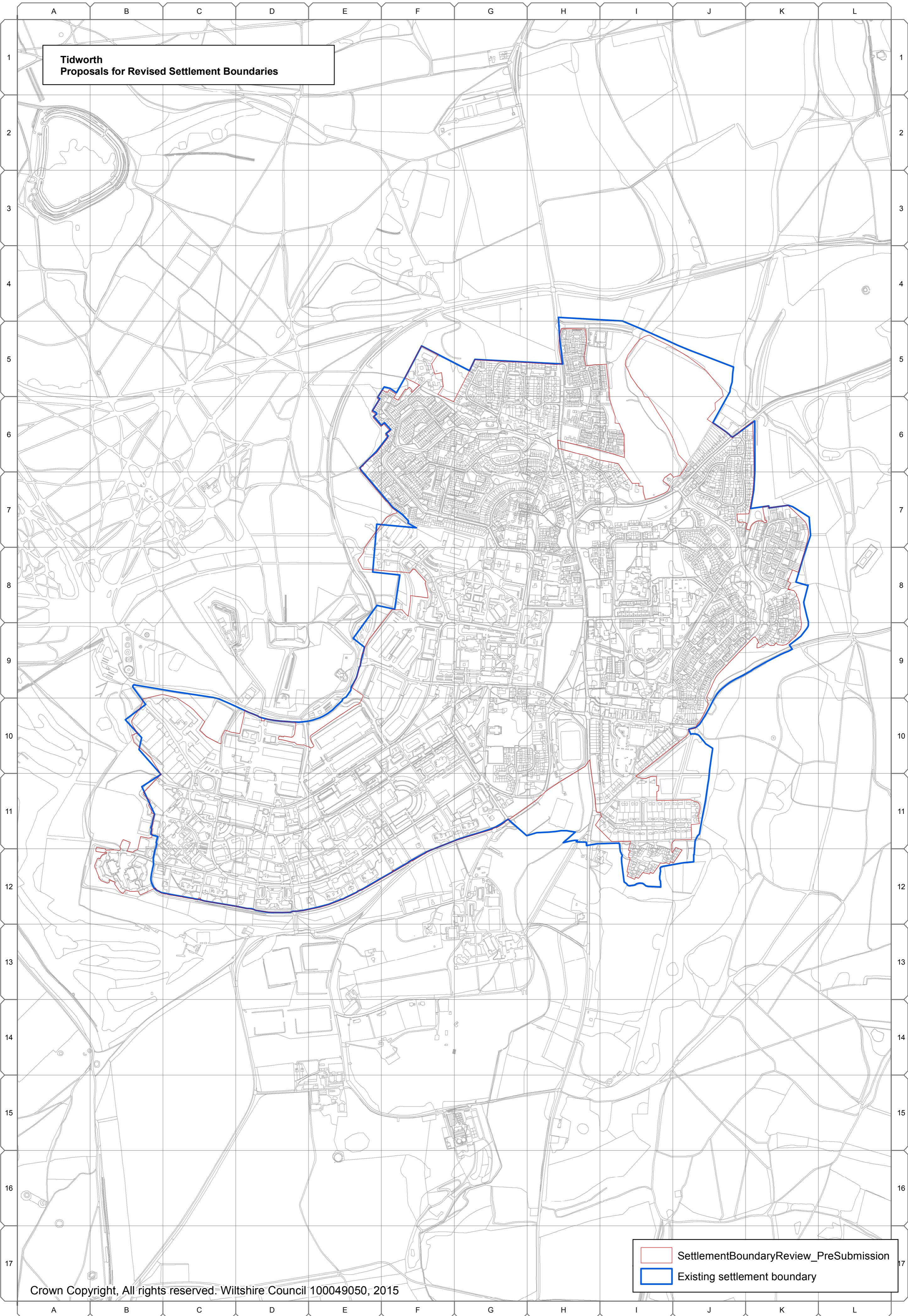


Page 261

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**Tidworth  
Proposals for Revised Settlement Boundaries**

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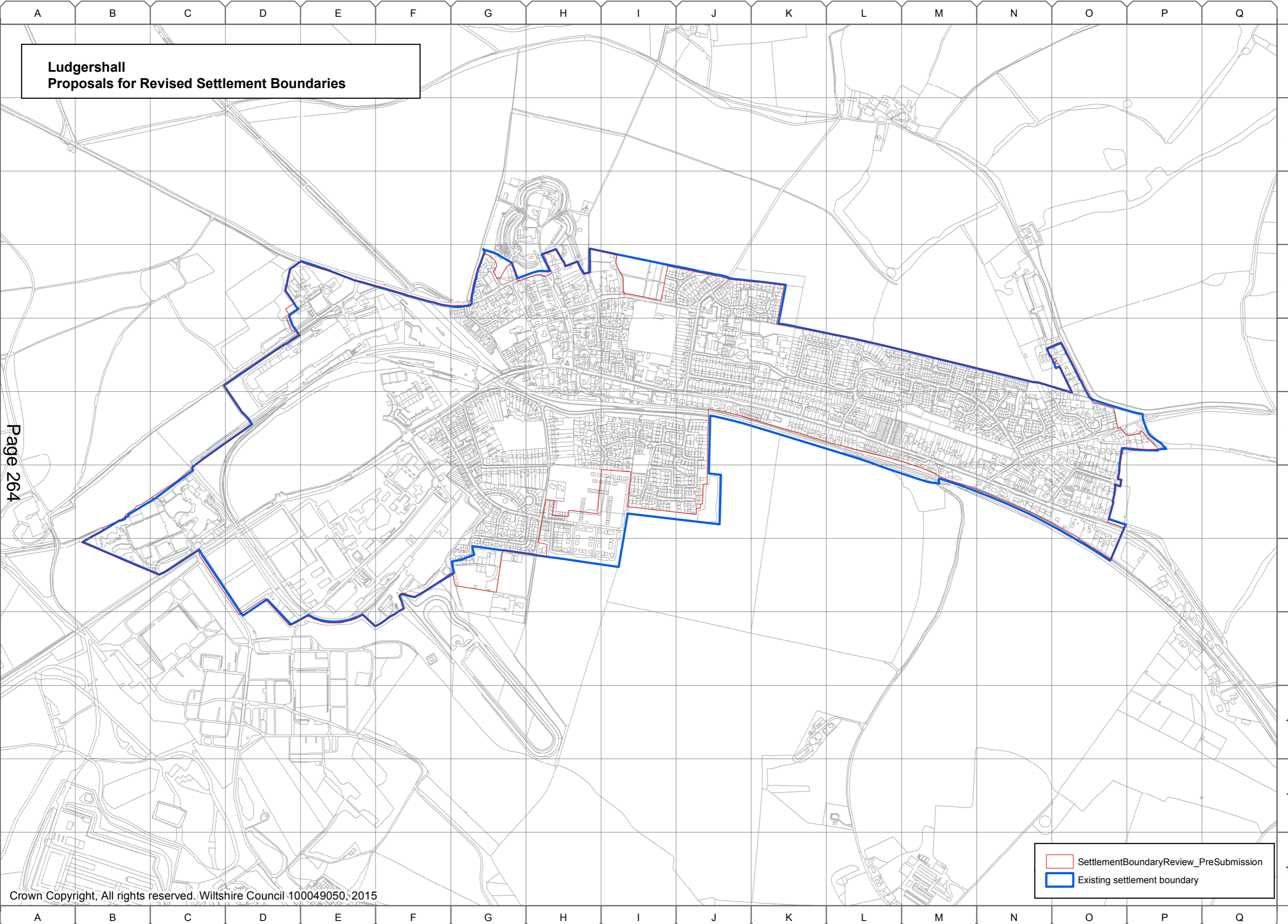
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Proposals for Revised Settlement Boundaries**

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Page 264

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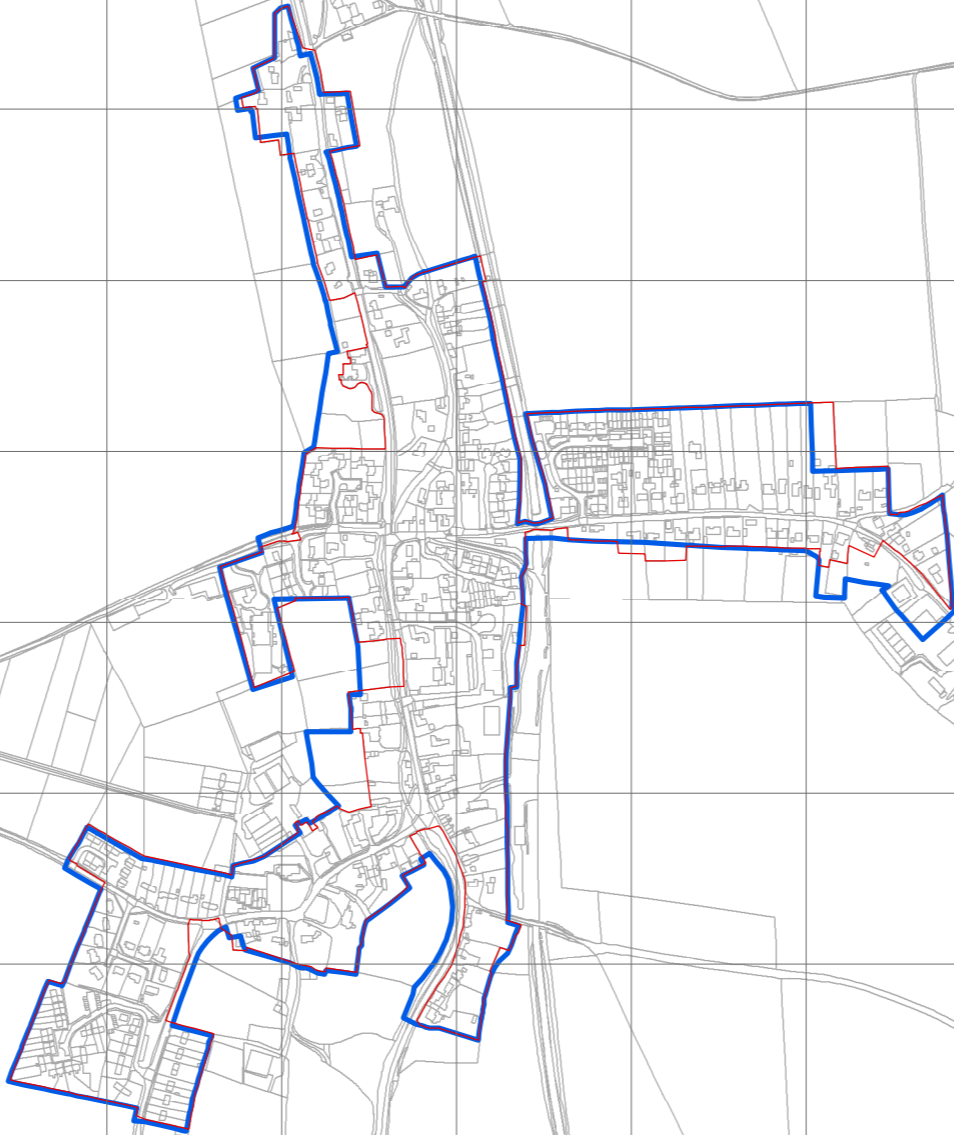




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**Collingbourne Ducis  
Proposals for Revised Settlement Boundaries**

Page 265



	SettlementBoundaryReview_PreSubmission
	Existing settlement boundary

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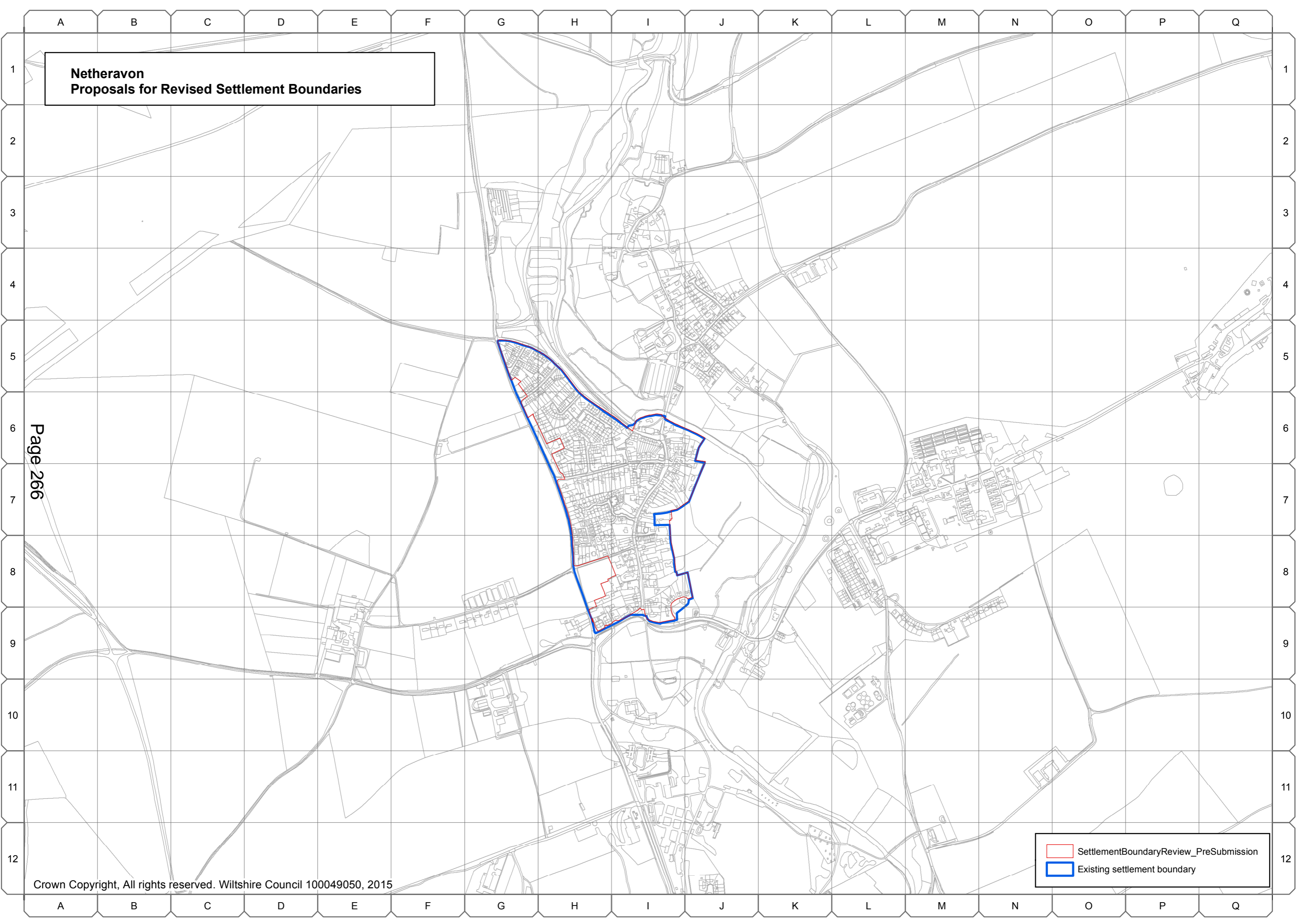
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Proposals for Revised Settlement Boundaries**

Page 266

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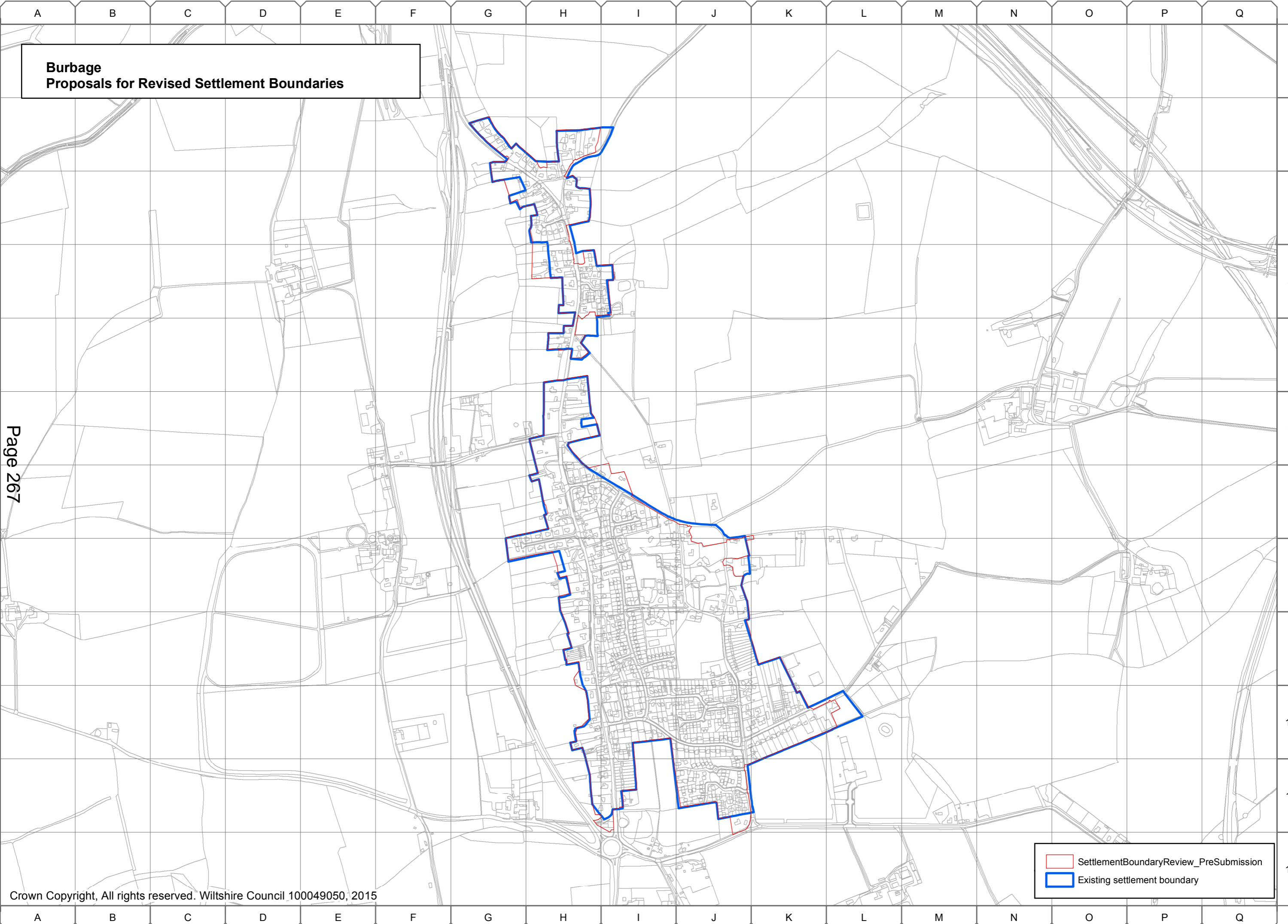
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**Burbage  
Proposals for Revised Settlement Boundaries**

Page 267

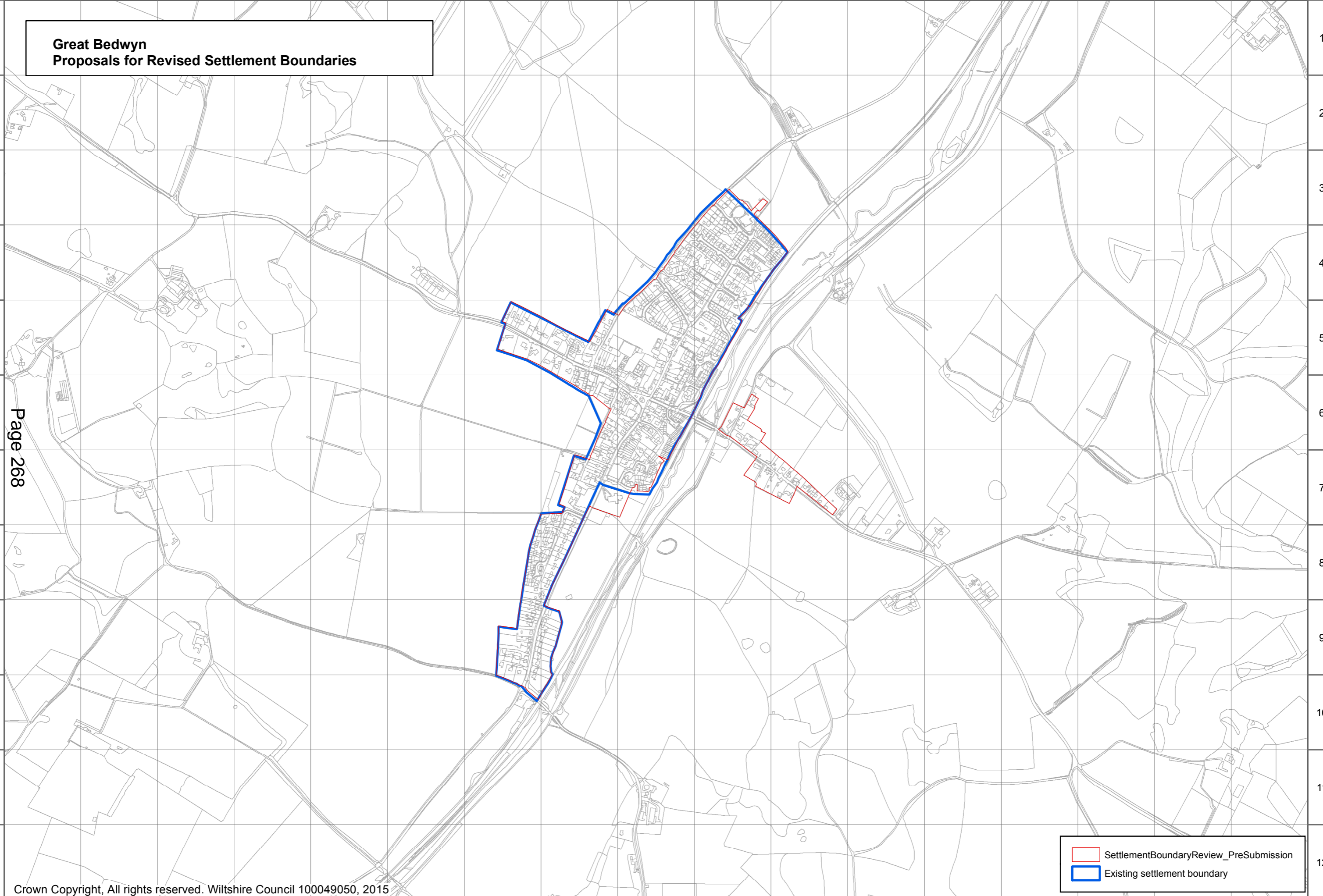
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**Great Bedwyn  
Proposals for Revised Settlement Boundaries**



Page 268

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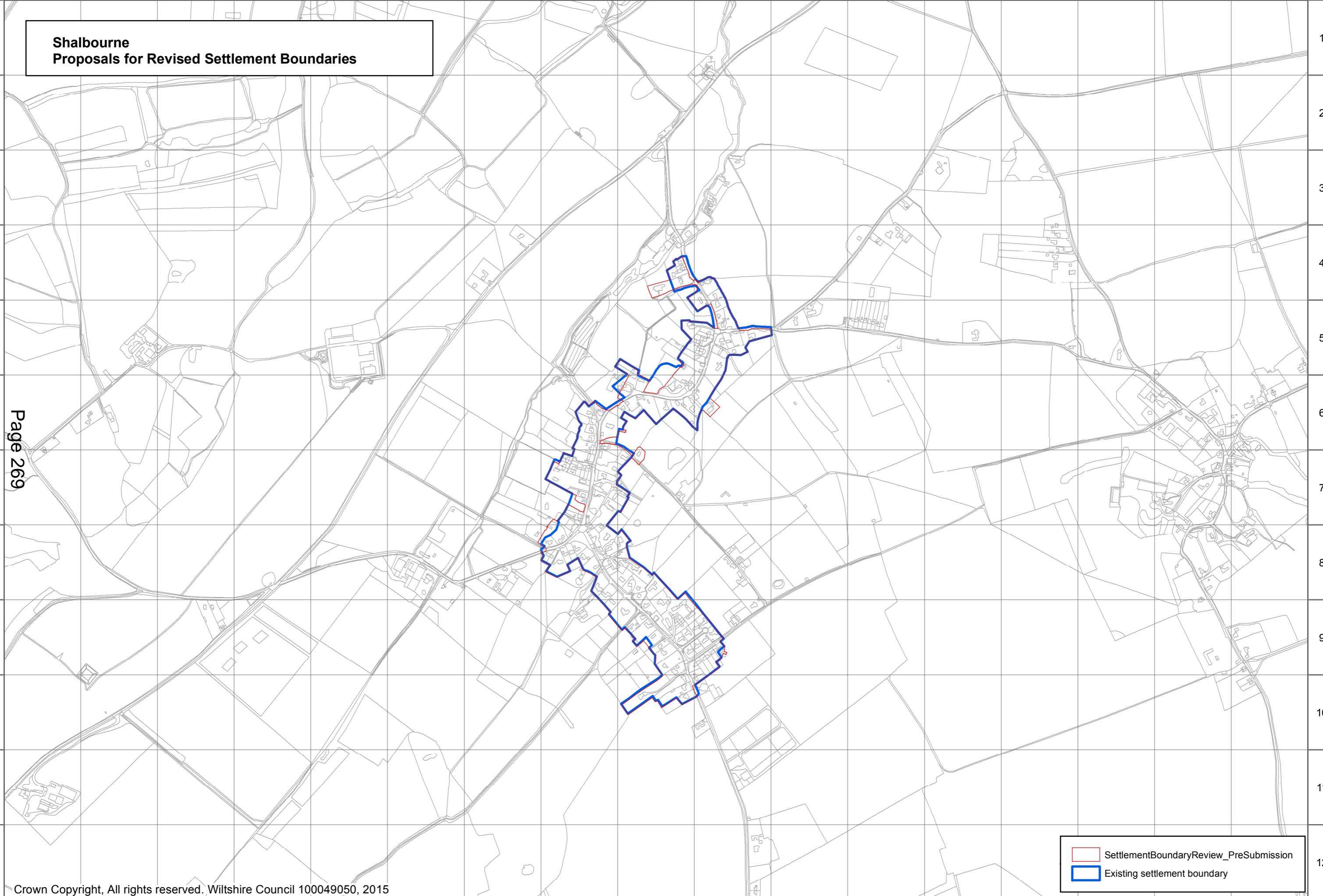
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Proposals for Revised Settlement Boundaries**

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Page 269



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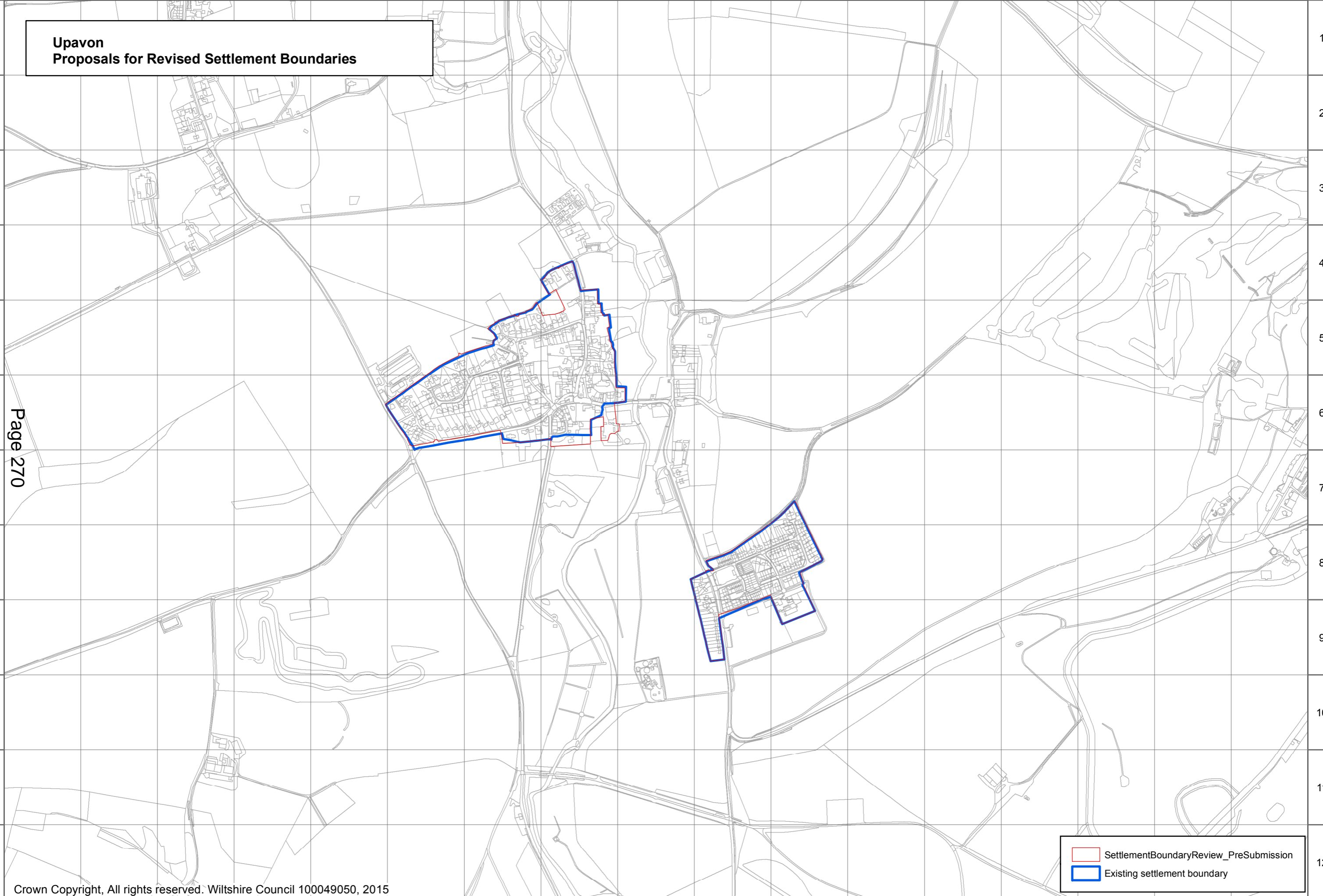
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Proposals for Revised Settlement Boundaries**

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Page 270



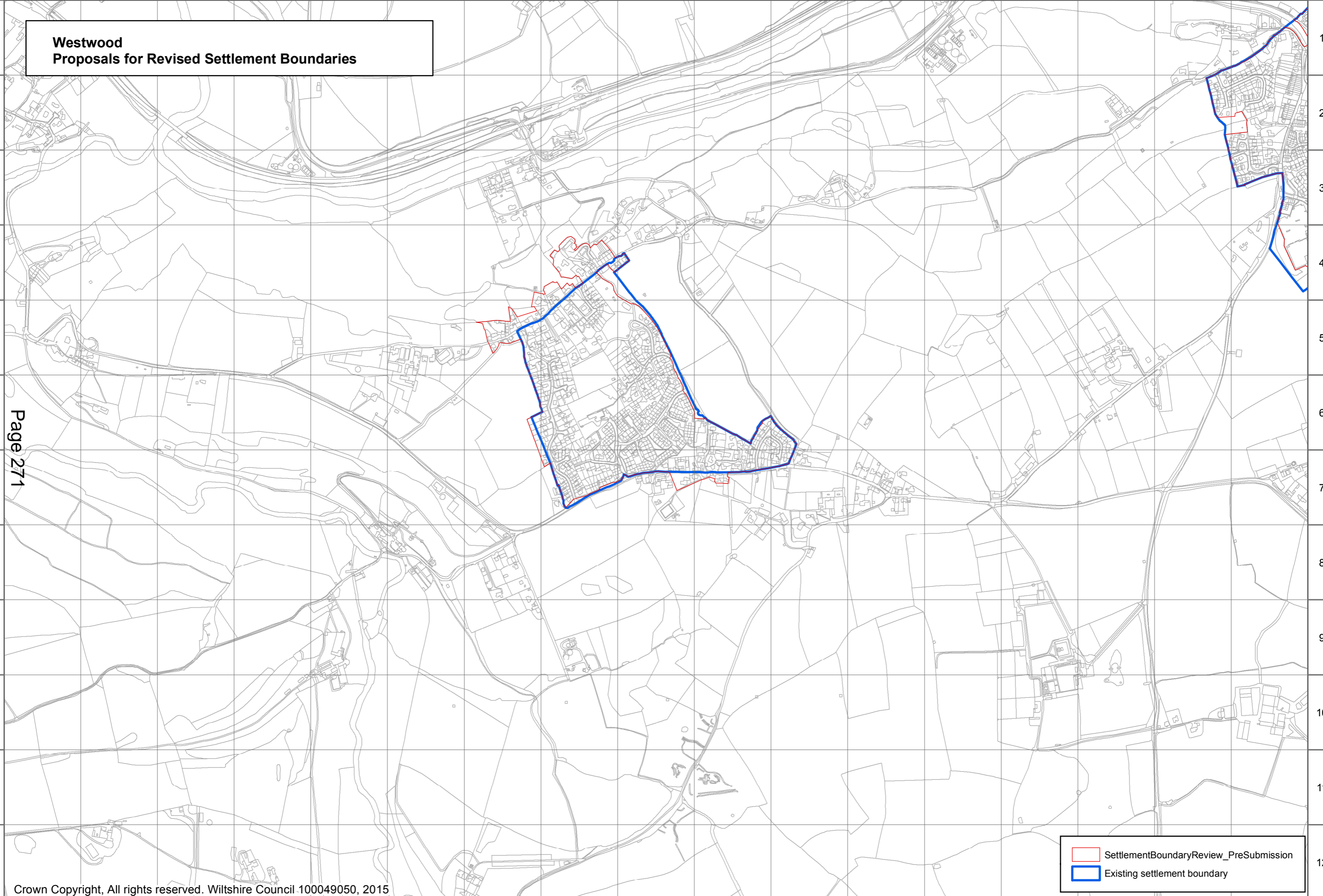
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**Westwood  
Proposals for Revised Settlement Boundaries**



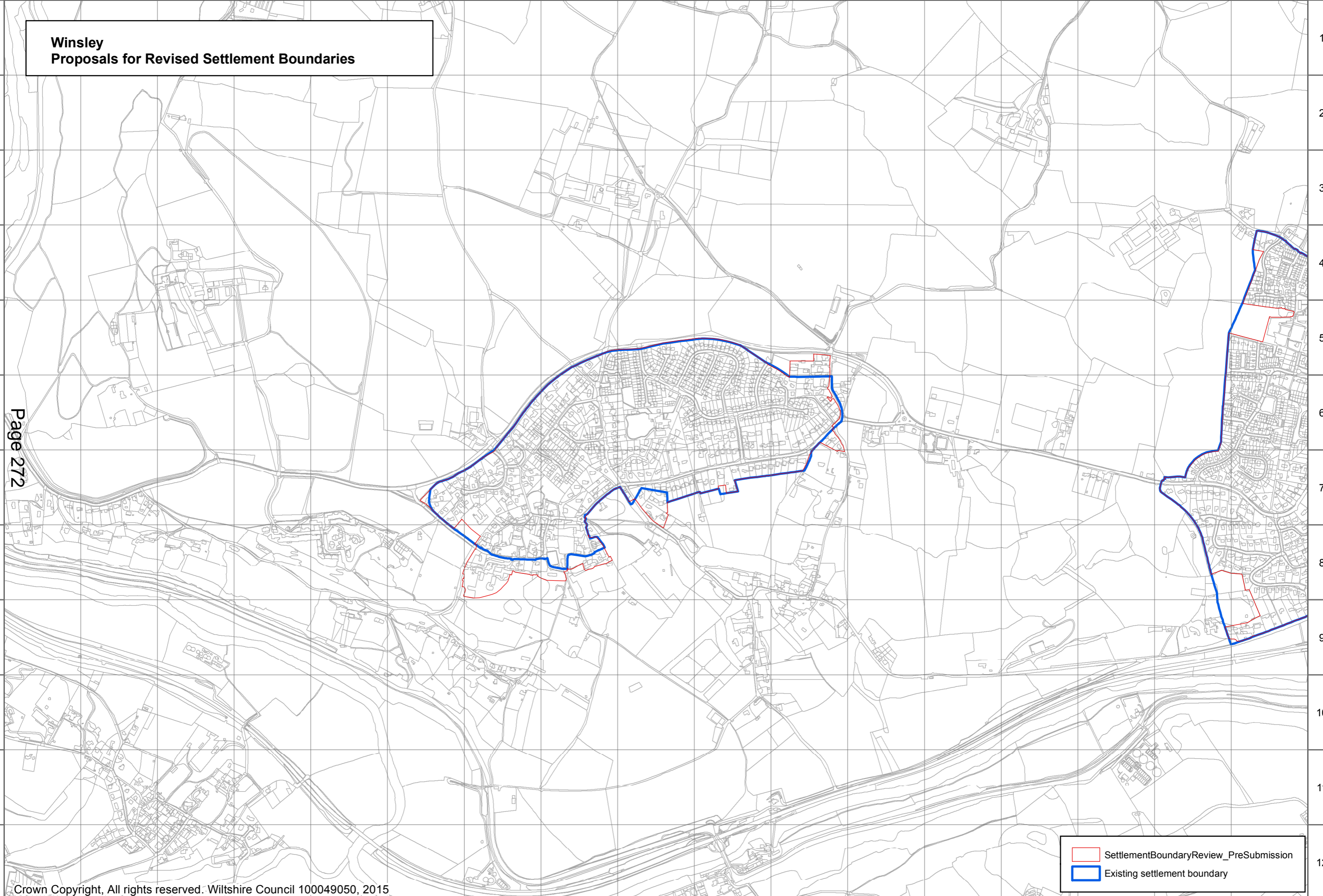
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**Winsley  
Proposals for Revised Settlement Boundaries**

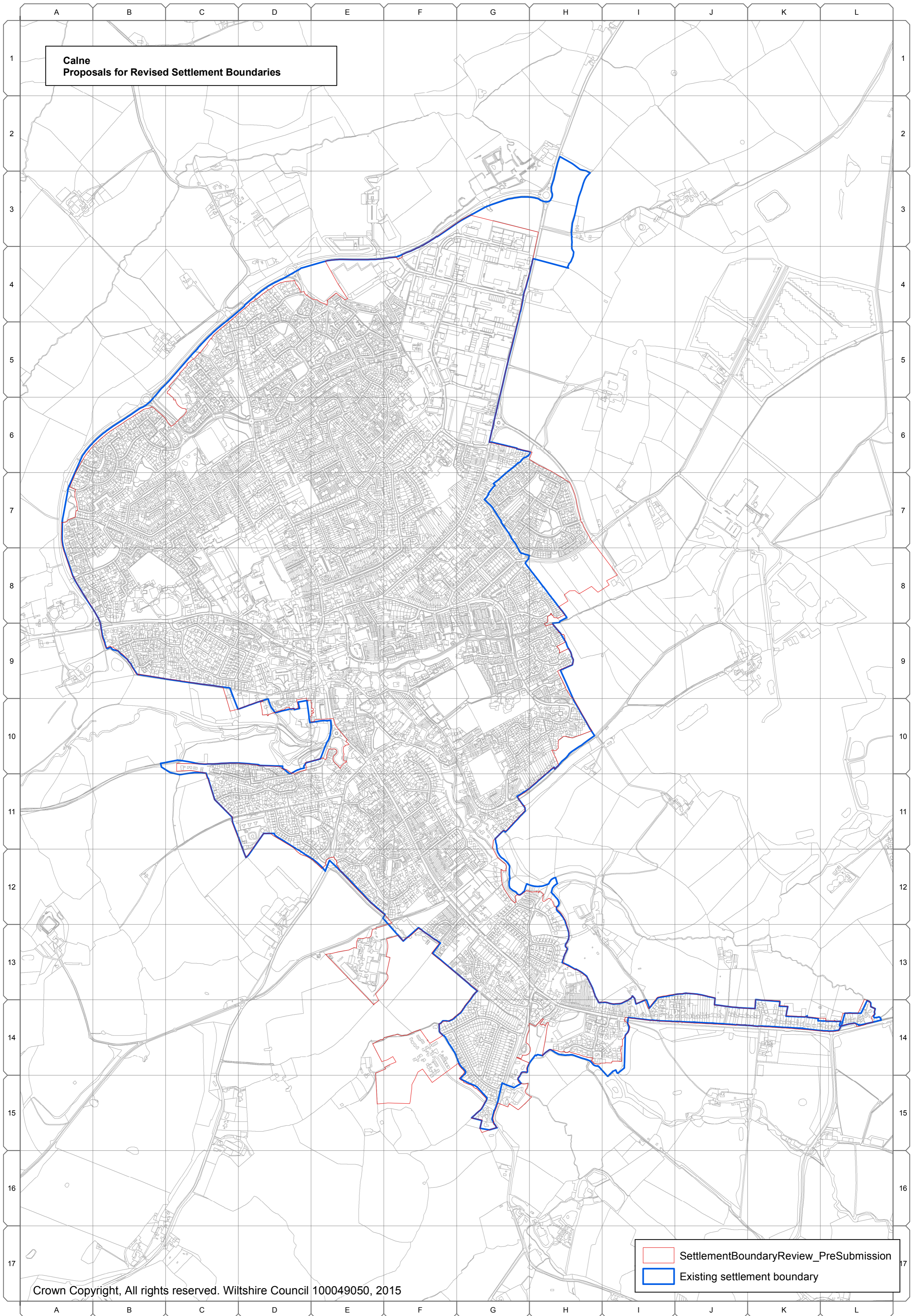


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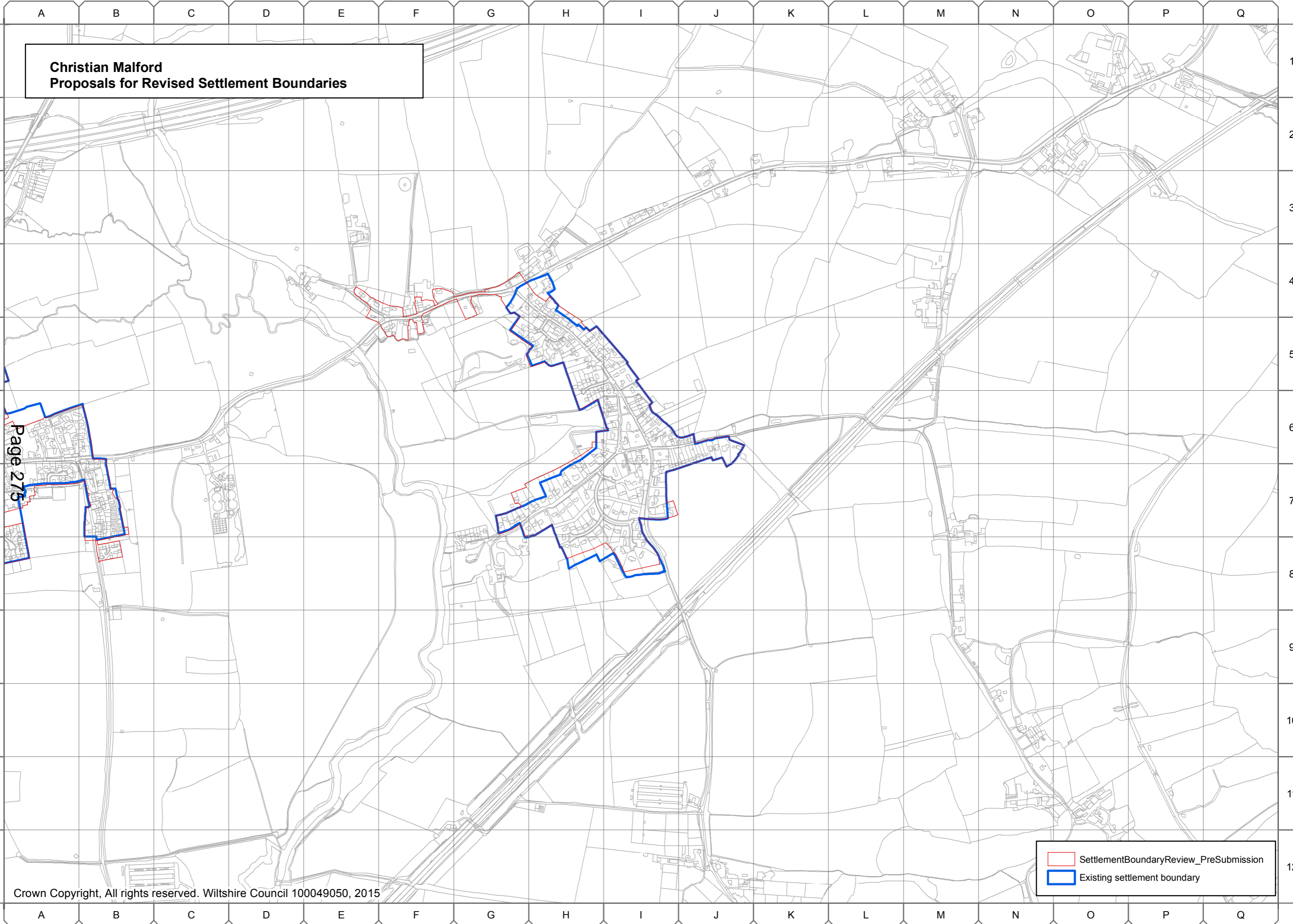
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**Derry Hill & Studley  
Proposals for Revised Settlement Boundaries**

SettlementBoundaryReview\_PreSubmission  
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**Christian Malford  
Proposals for Revised Settlement Boundaries**



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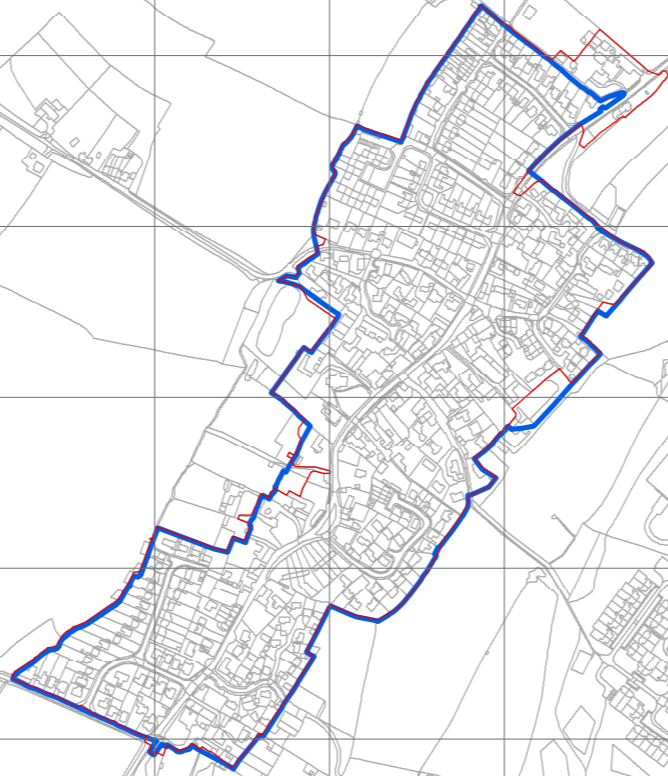
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**Hullavington  
Proposals for Revised Settlement Boundaries**

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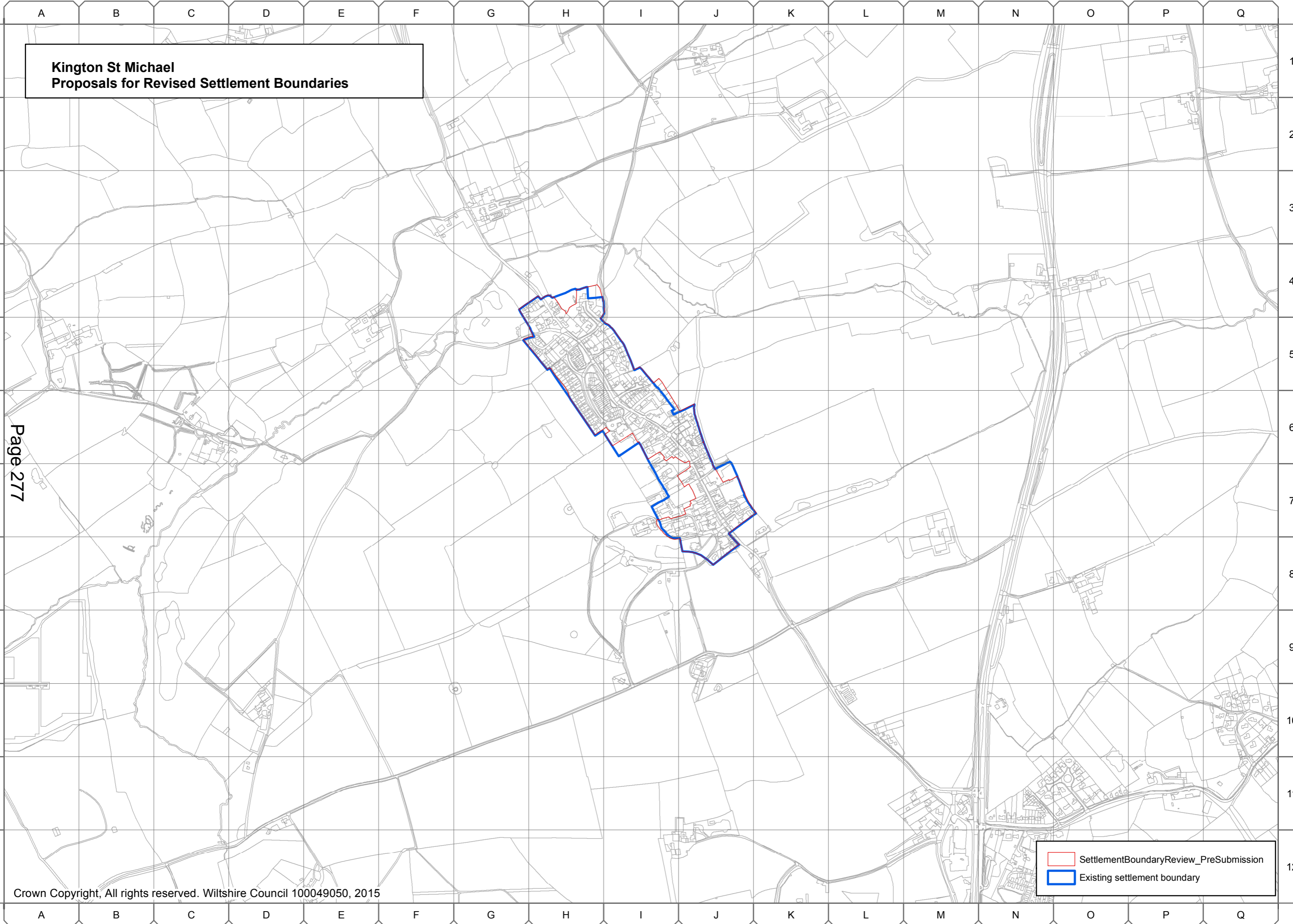
Page 276



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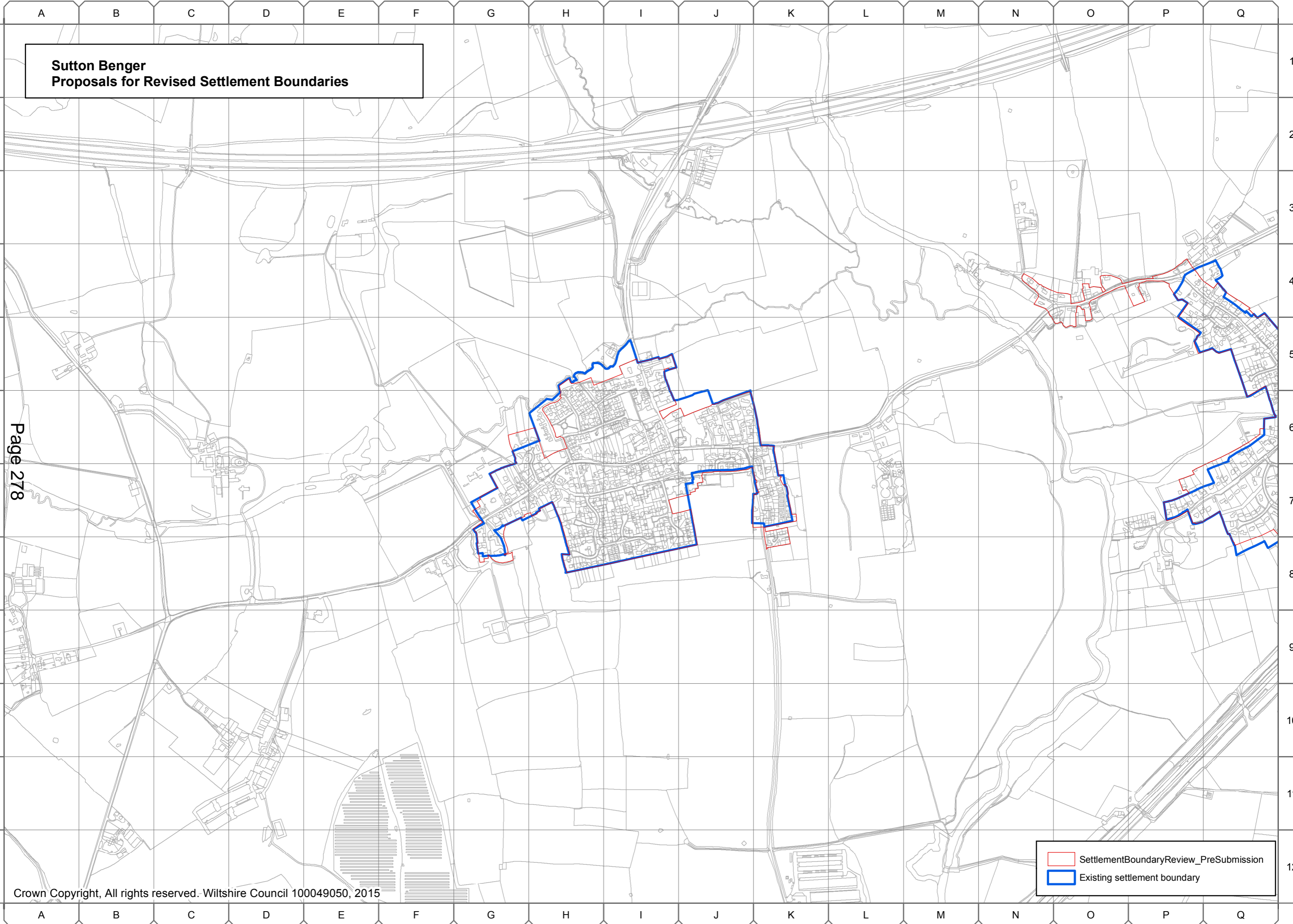
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Proposals for Revised Settlement Boundaries**



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**Sutton Benger  
Proposals for Revised Settlement Boundaries**





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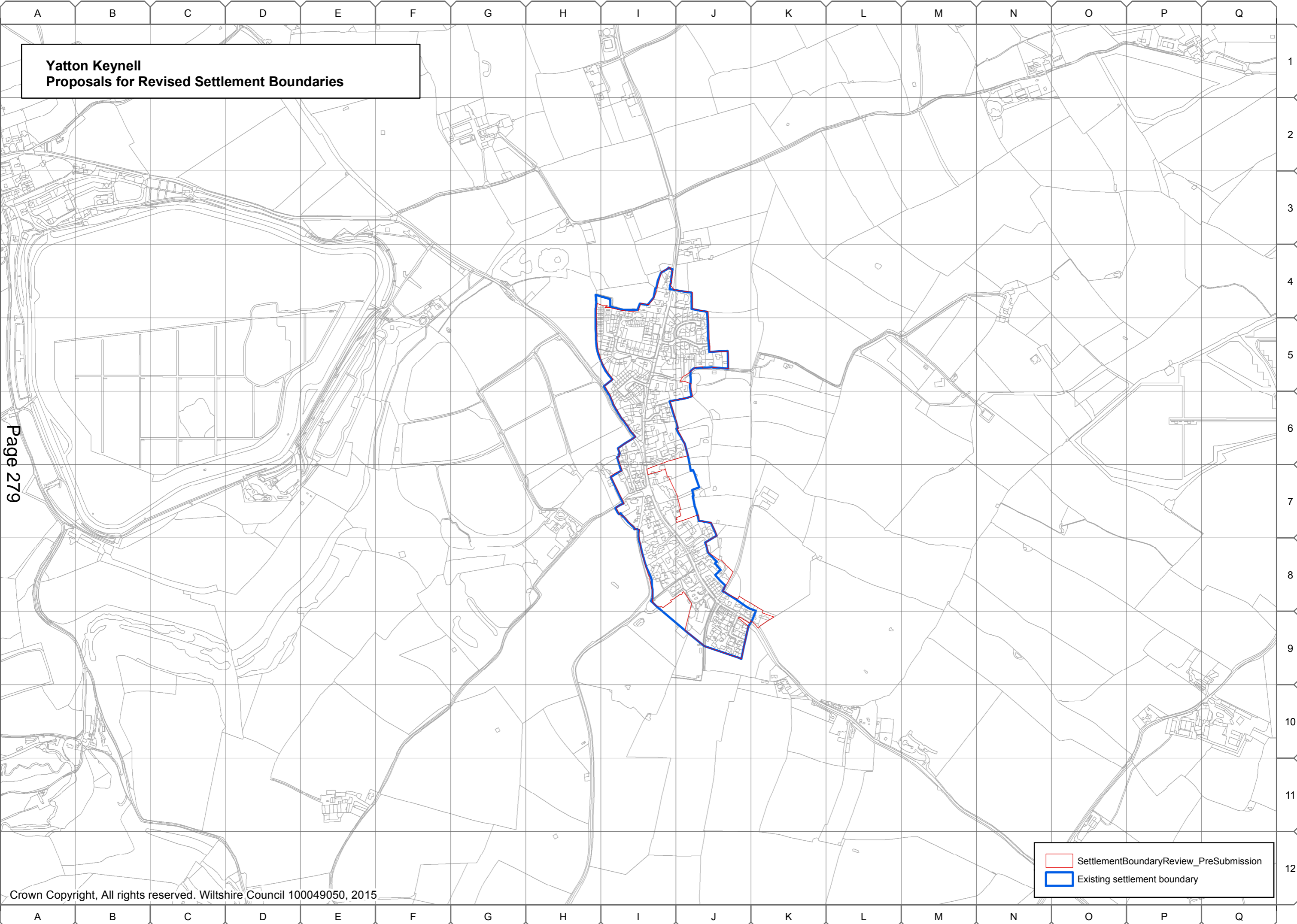
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**Yatton Keynell  
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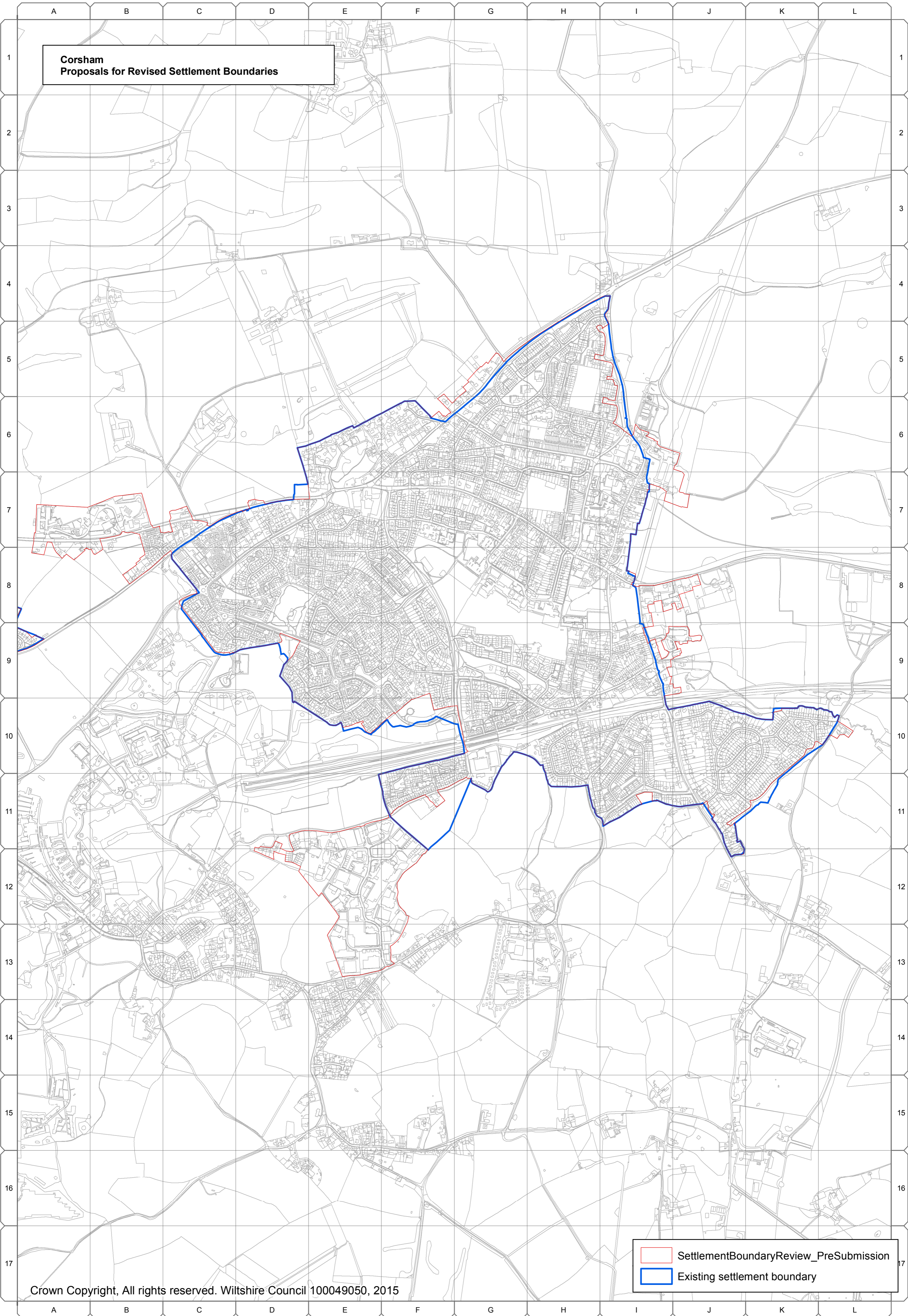
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**Corsham  
Proposals for Revised Settlement Boundaries**



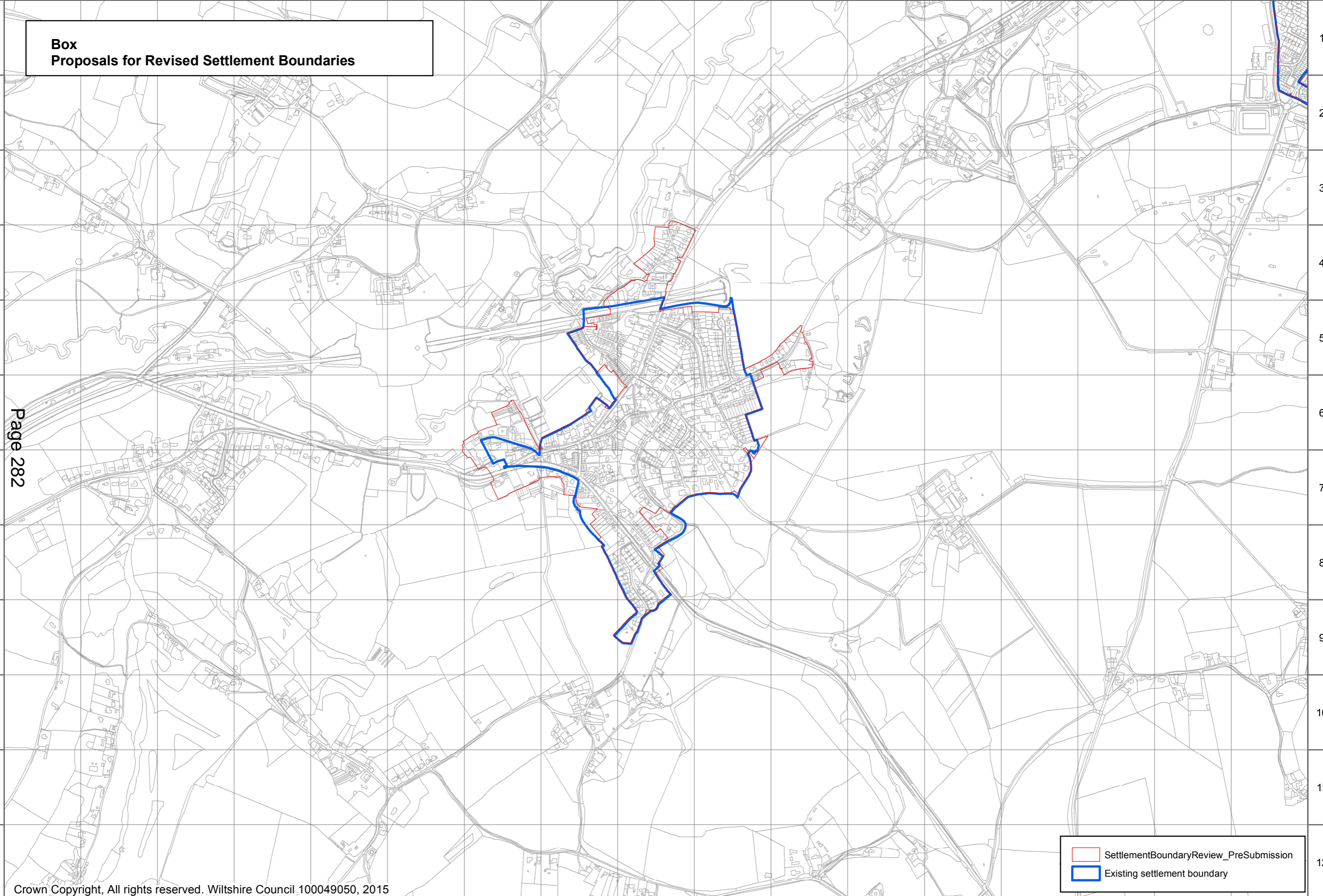
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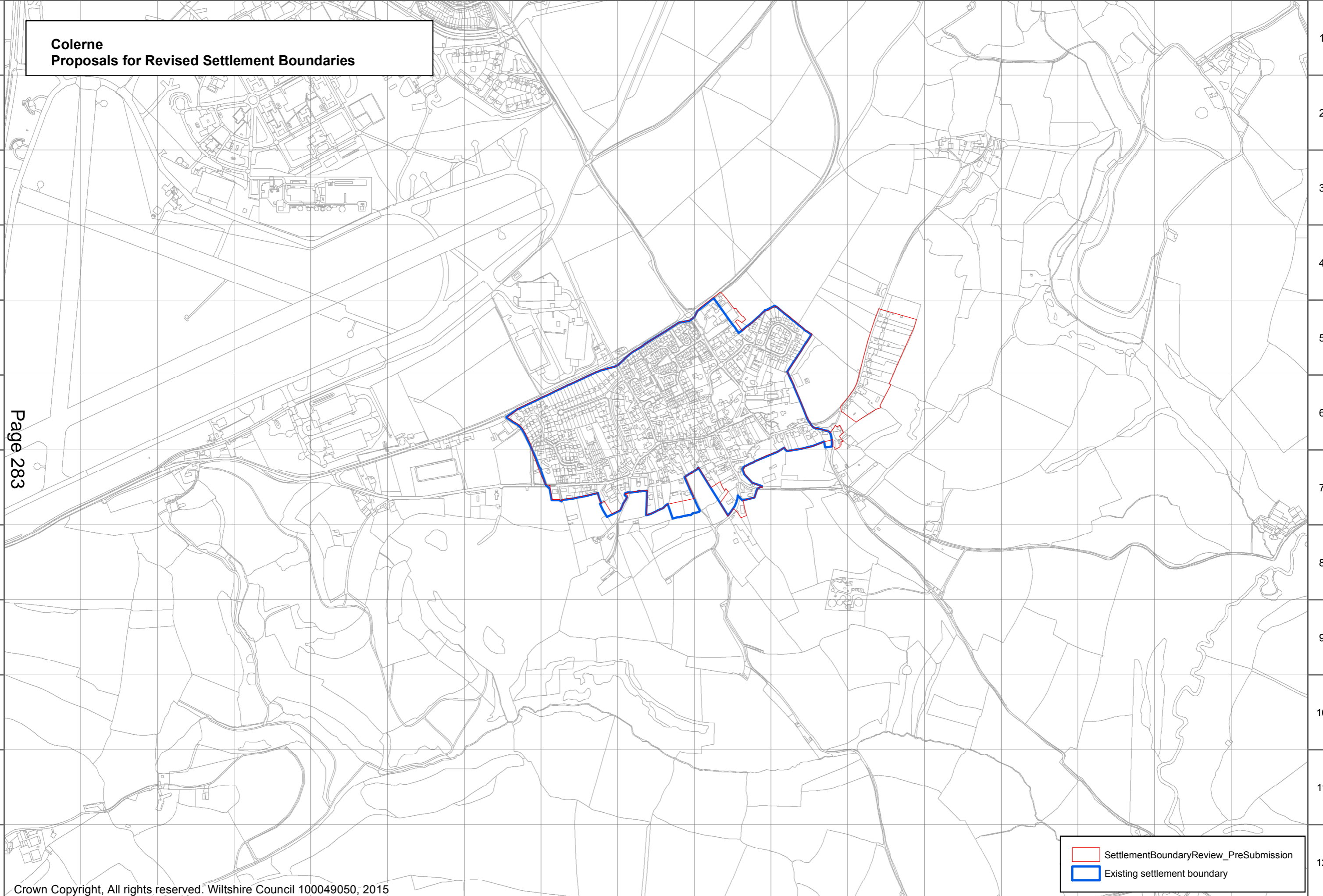
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**Colerne  
Proposals for Revised Settlement Boundaries**



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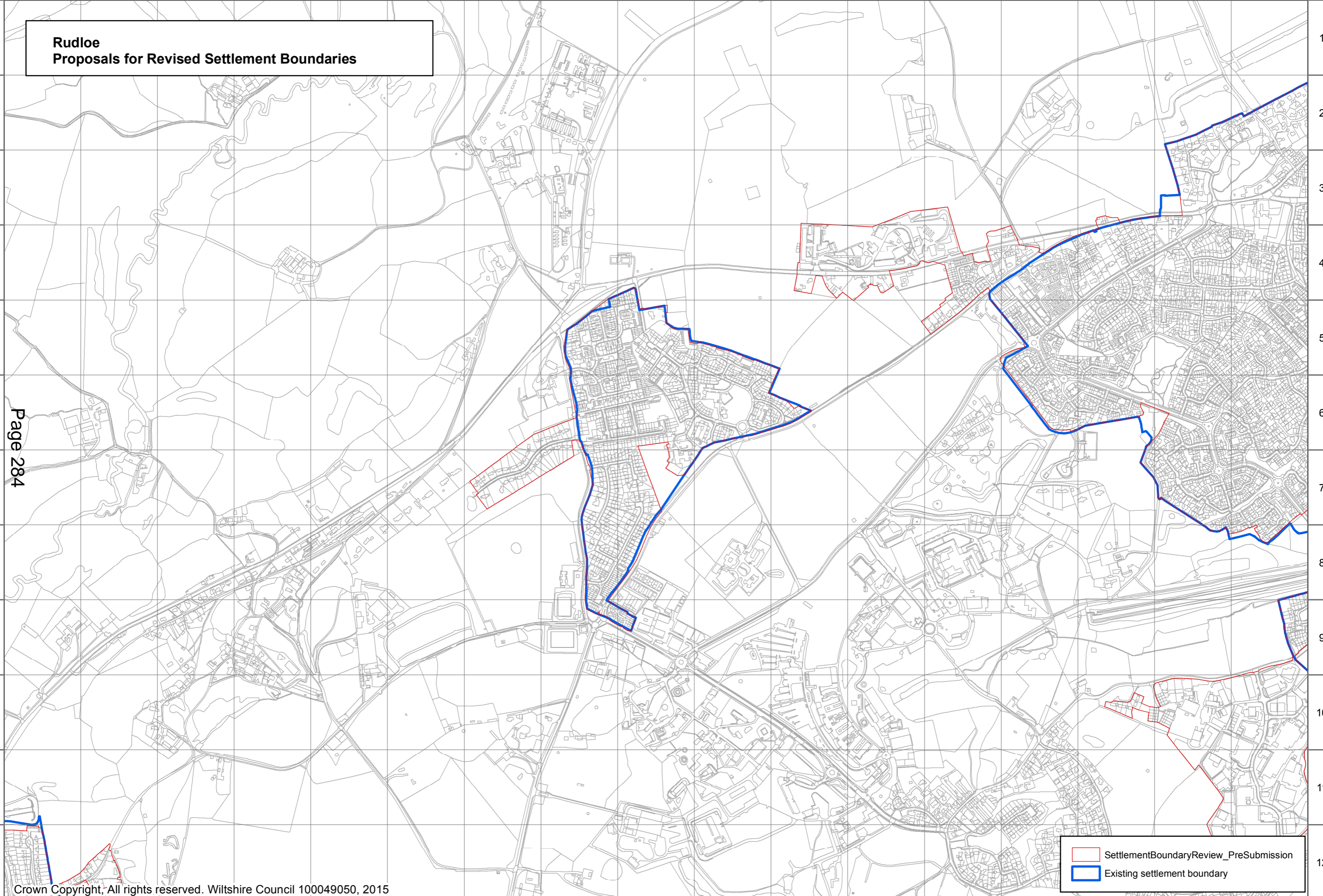
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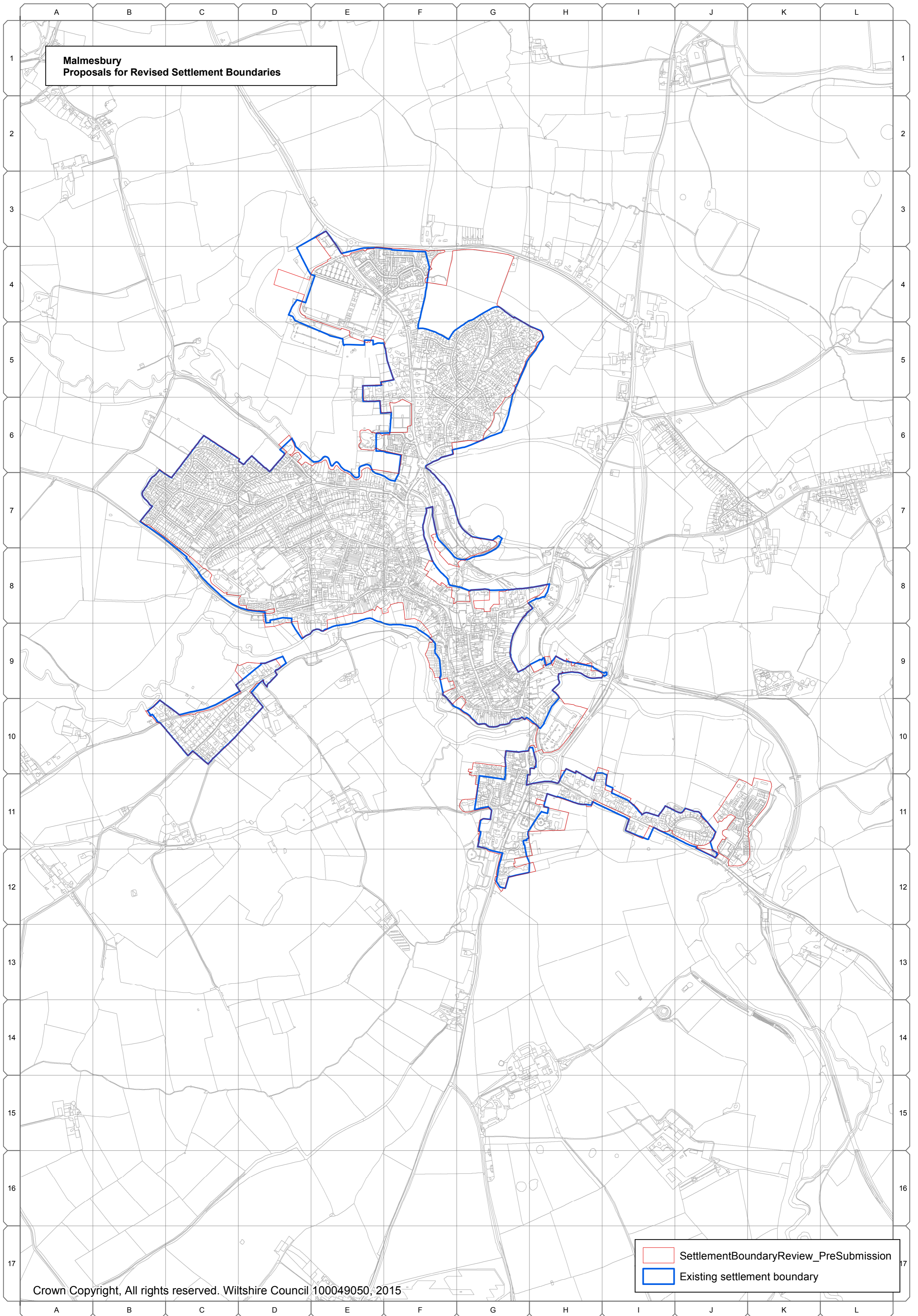
**Rudloe  
Proposals for Revised Settlement Boundaries**



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SettlementBoundaryReview\_PreSubmission  
Existing settlement boundary

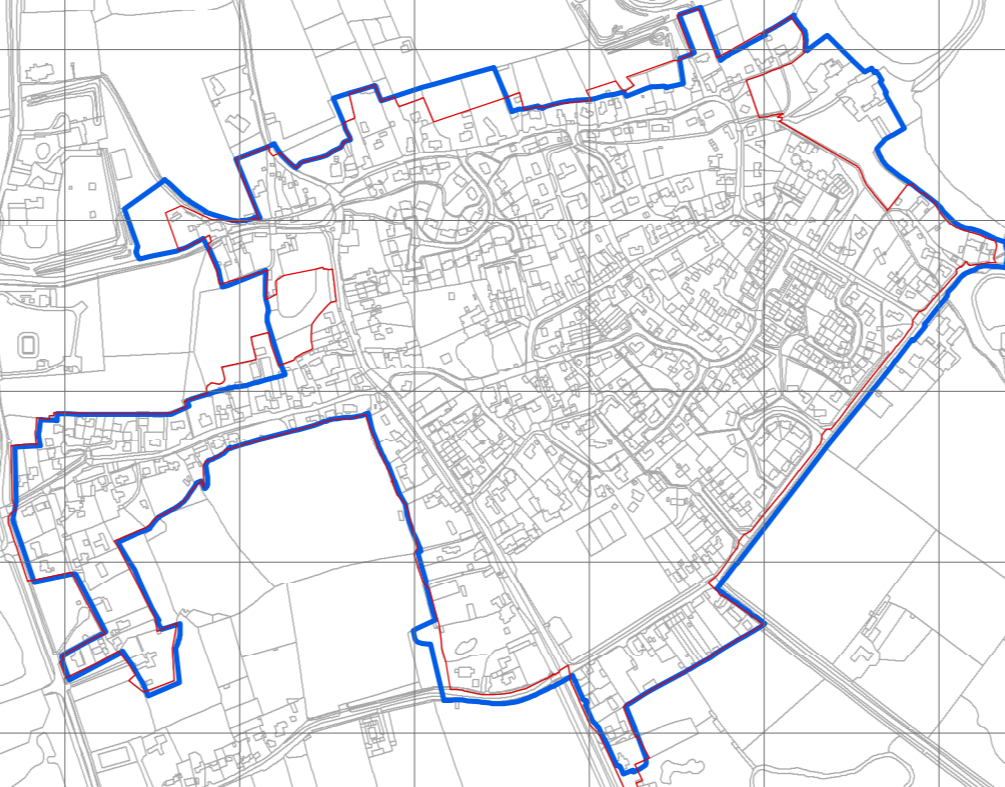
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**Malmesbury  
Proposals for Revised Settlement Boundaries**

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- Existing settlement boundary

**Ashton Keynes  
Proposals for Revised Settlement Boundaries**



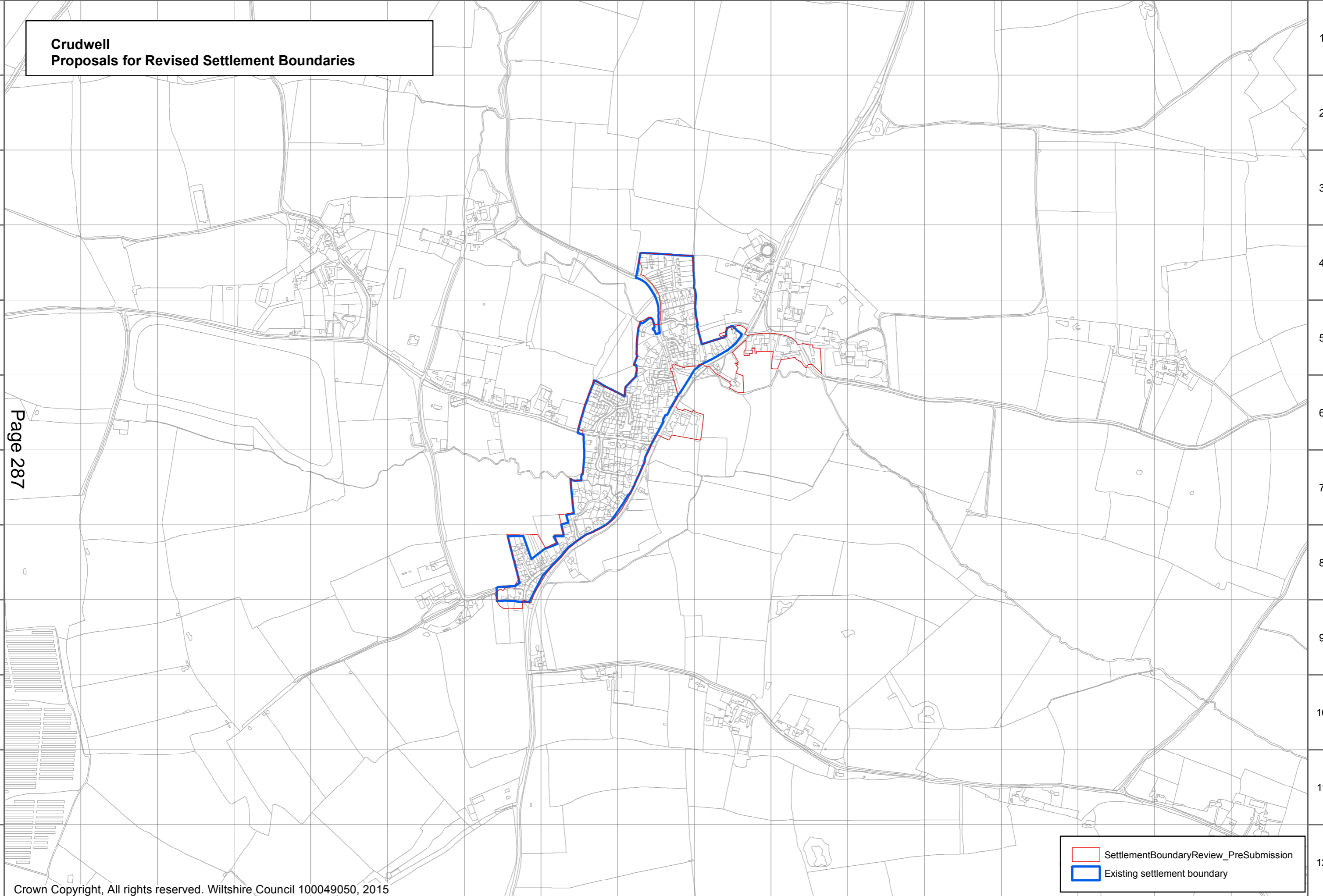
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**Crudwell  
Proposals for Revised Settlement Boundaries**

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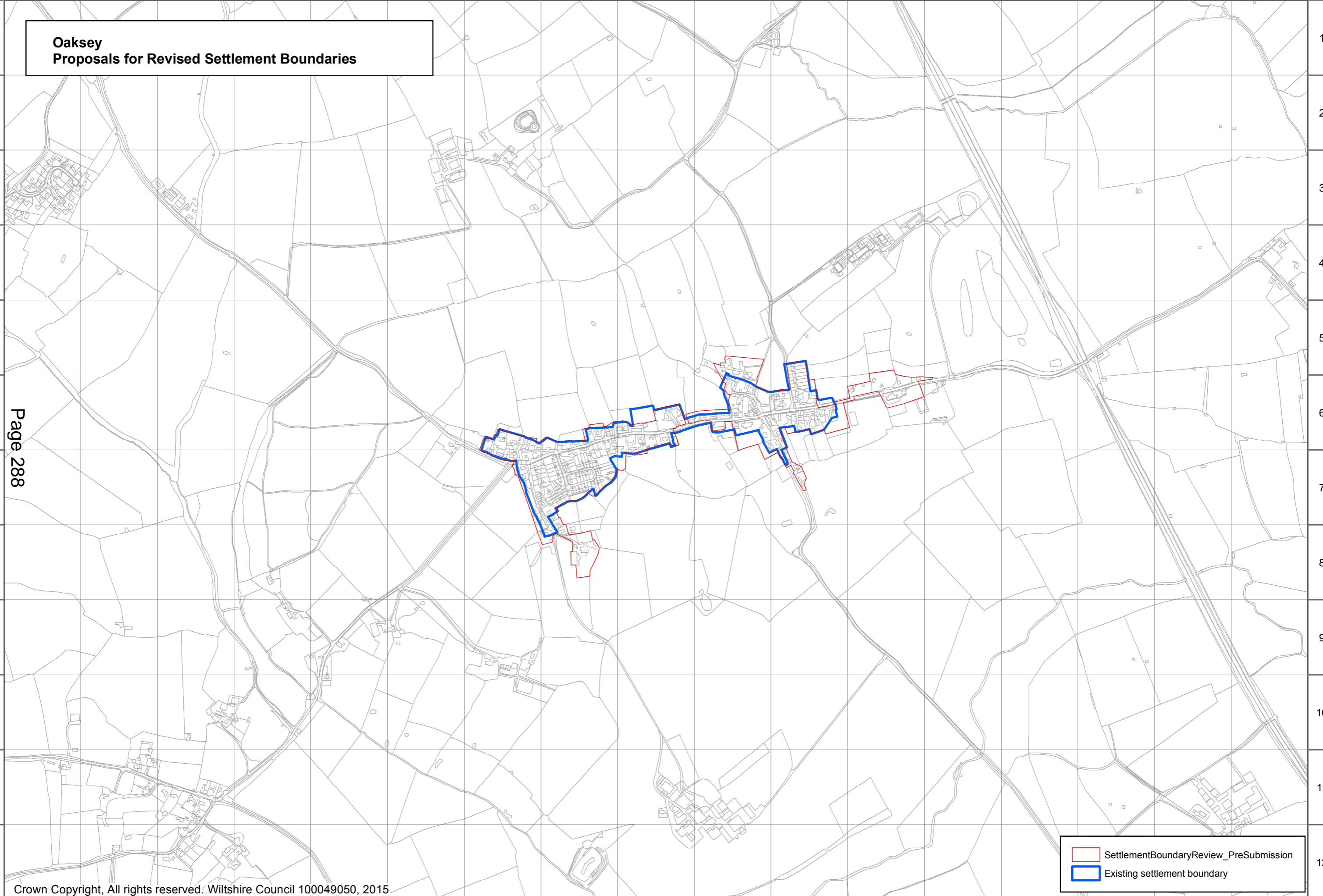
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**Oaksey  
Proposals for Revised Settlement Boundaries**



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SettlementBoundaryReview\_PreSubmission  
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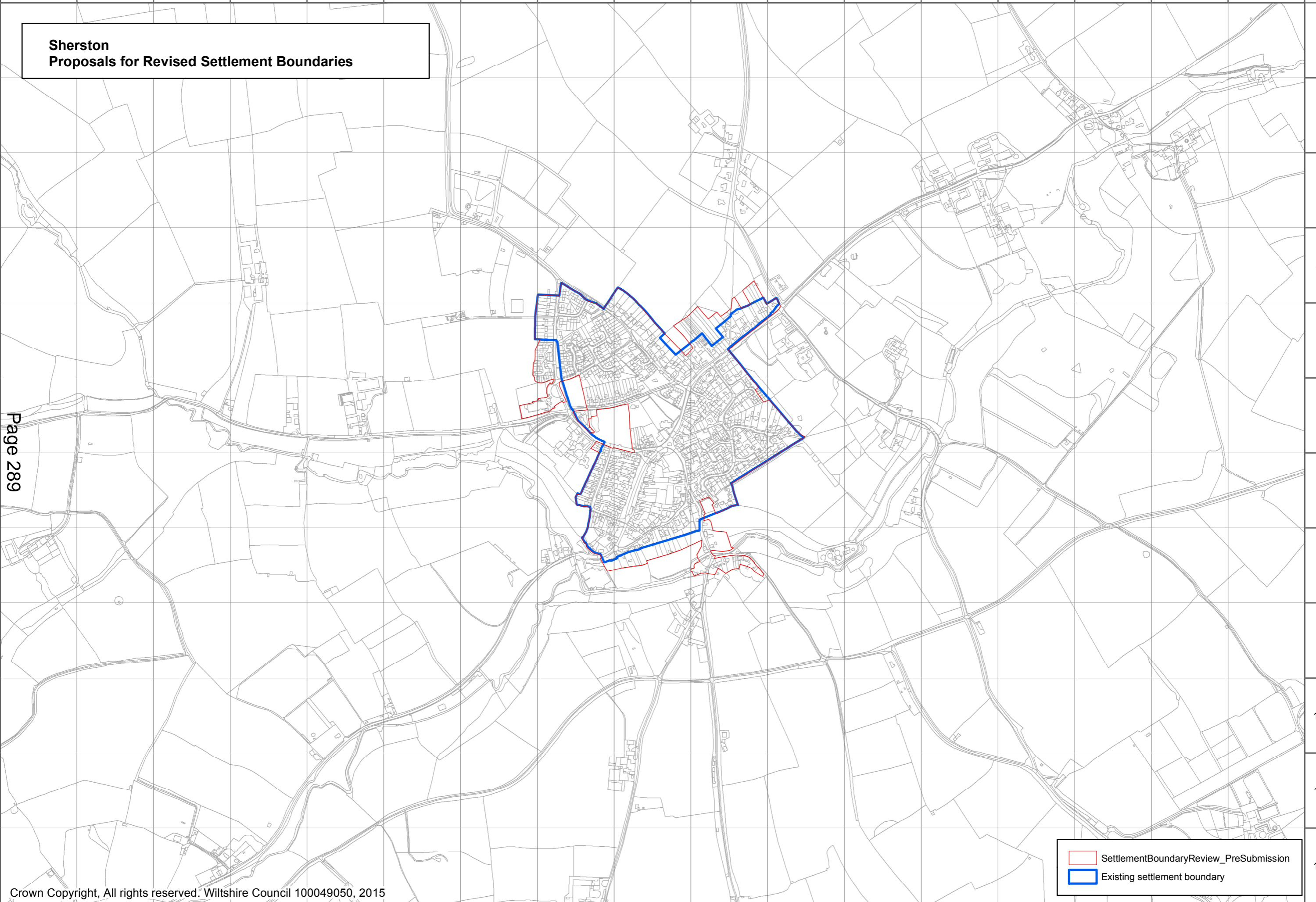
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Proposals for Revised Settlement Boundaries**

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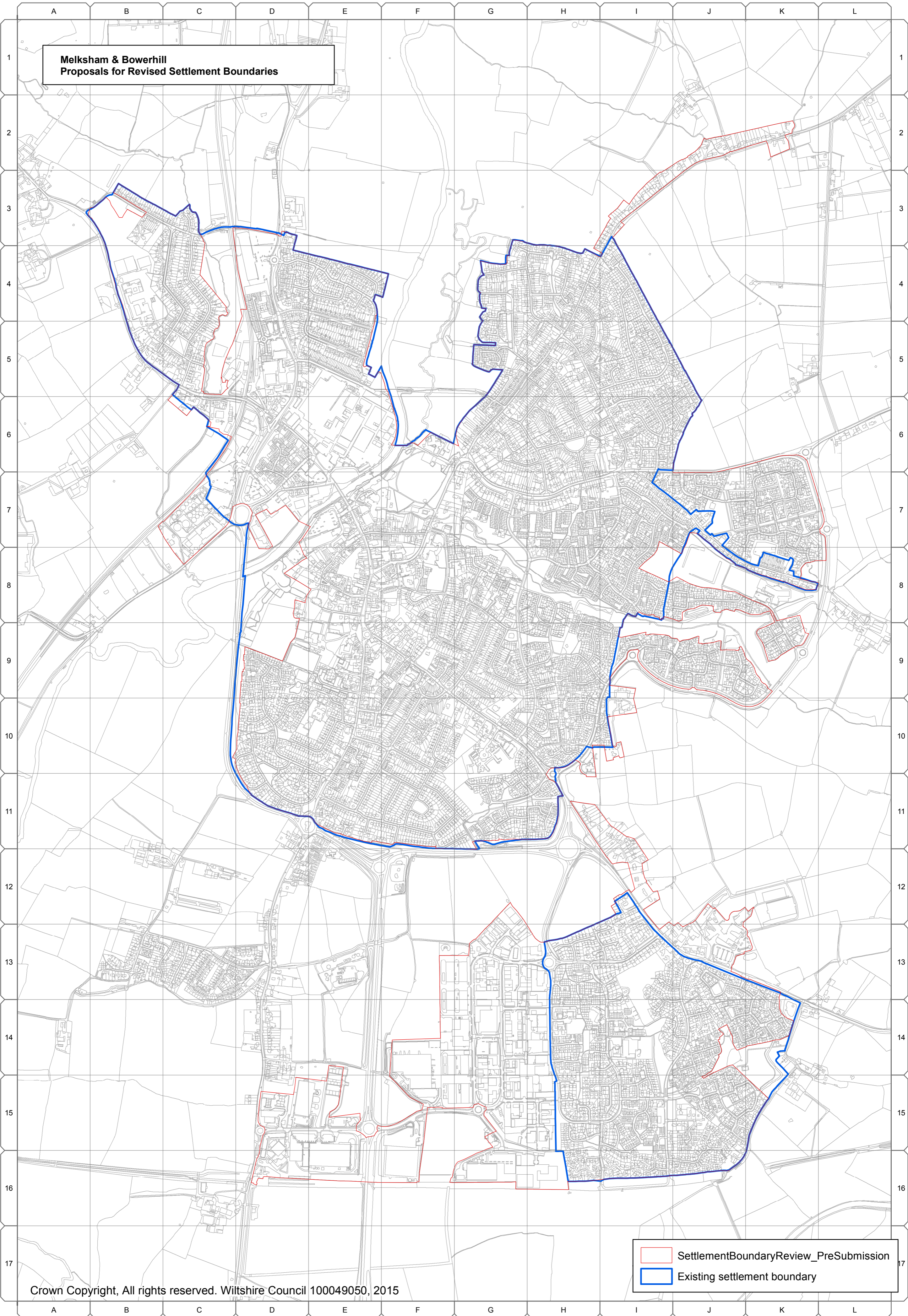


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**Melksham & Bowerhill  
Proposals for Revised Settlement Boundaries**

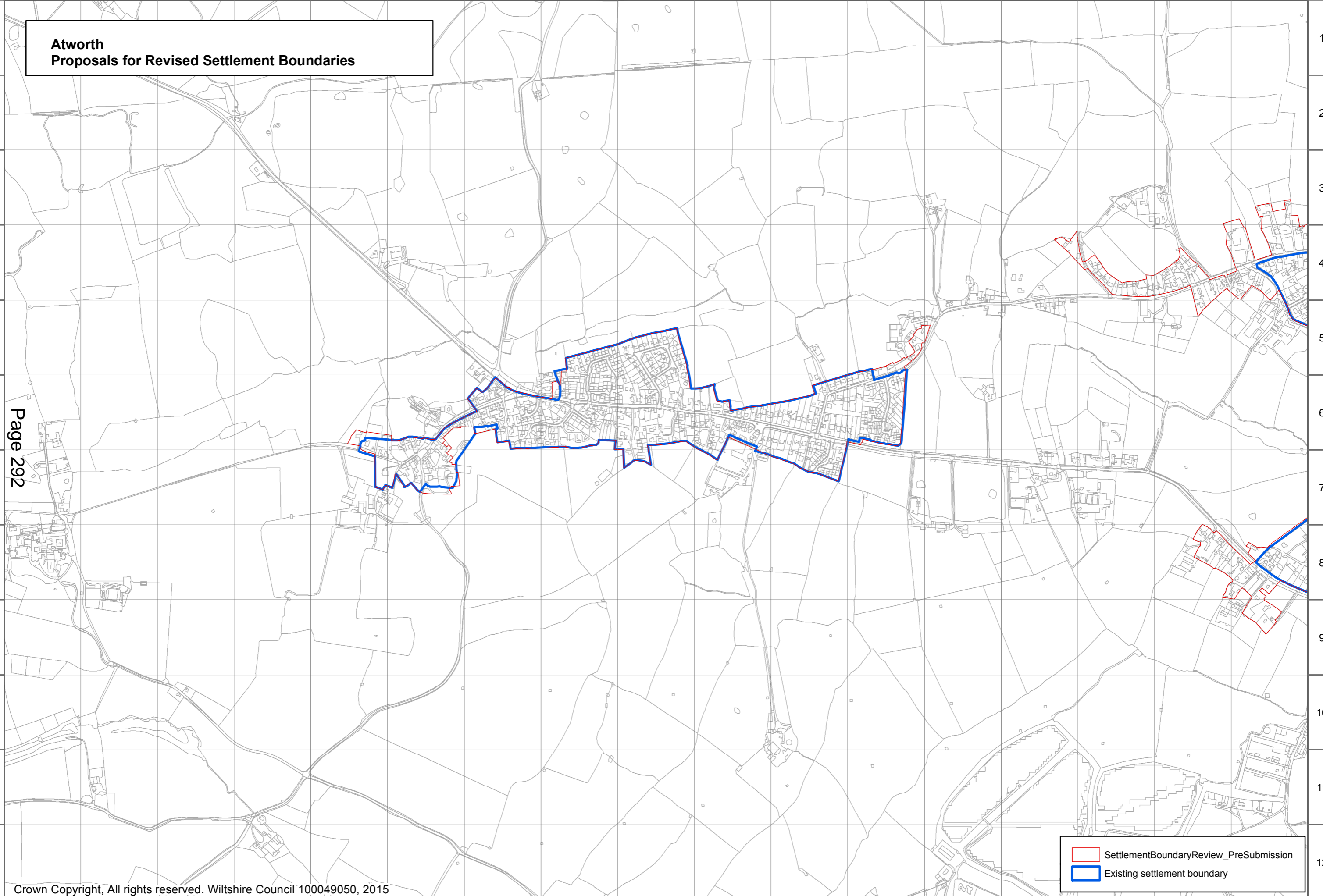


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**Atworth  
Proposals for Revised Settlement Boundaries**



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SettlementBoundaryReview\_PreSubmission  
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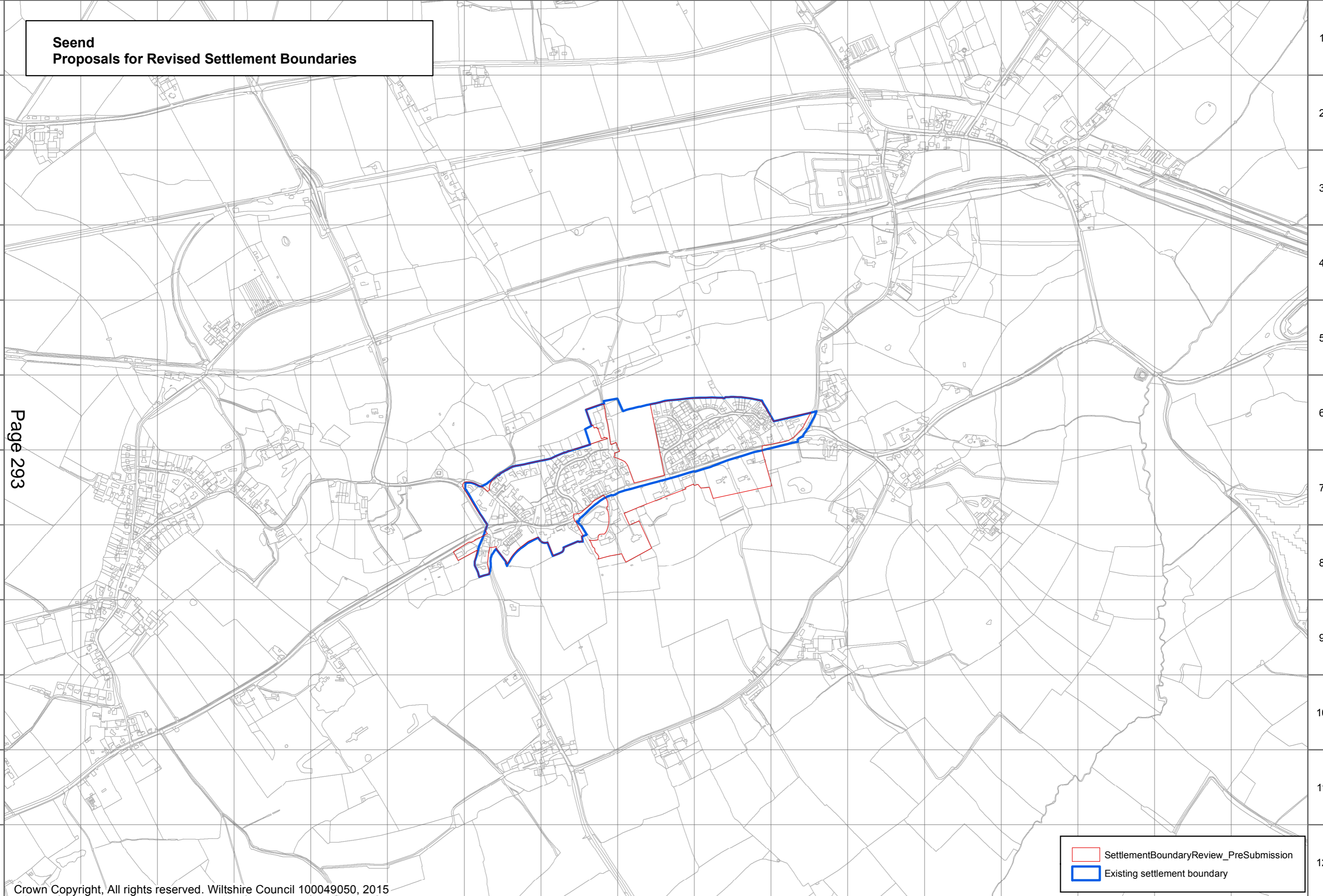
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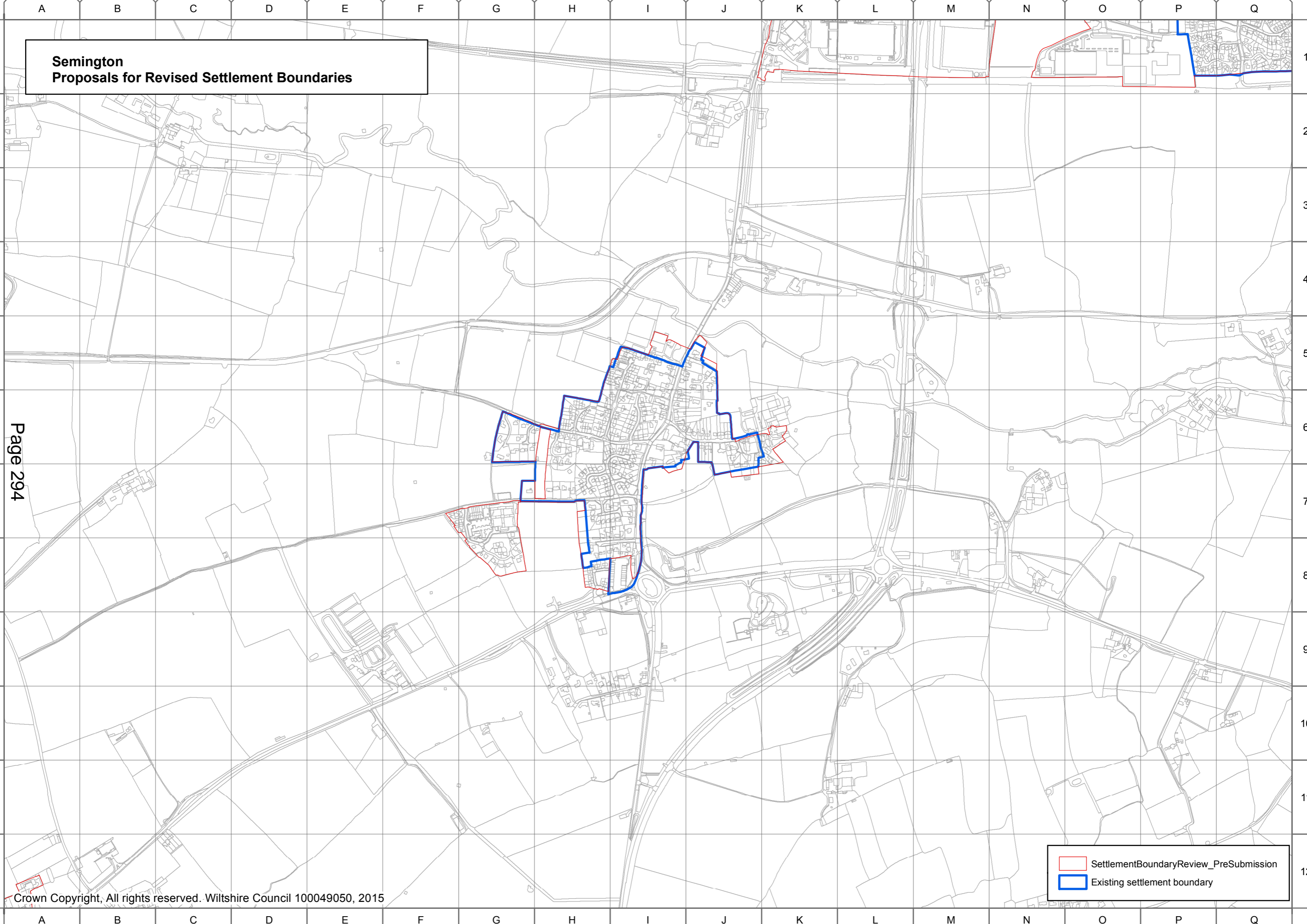
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	SettlementBoundaryReview_PreSubmission
	Existing settlement boundary

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**Semington  
Proposals for Revised Settlement Boundaries**





	SettlementBoundaryReview_PreSubmission
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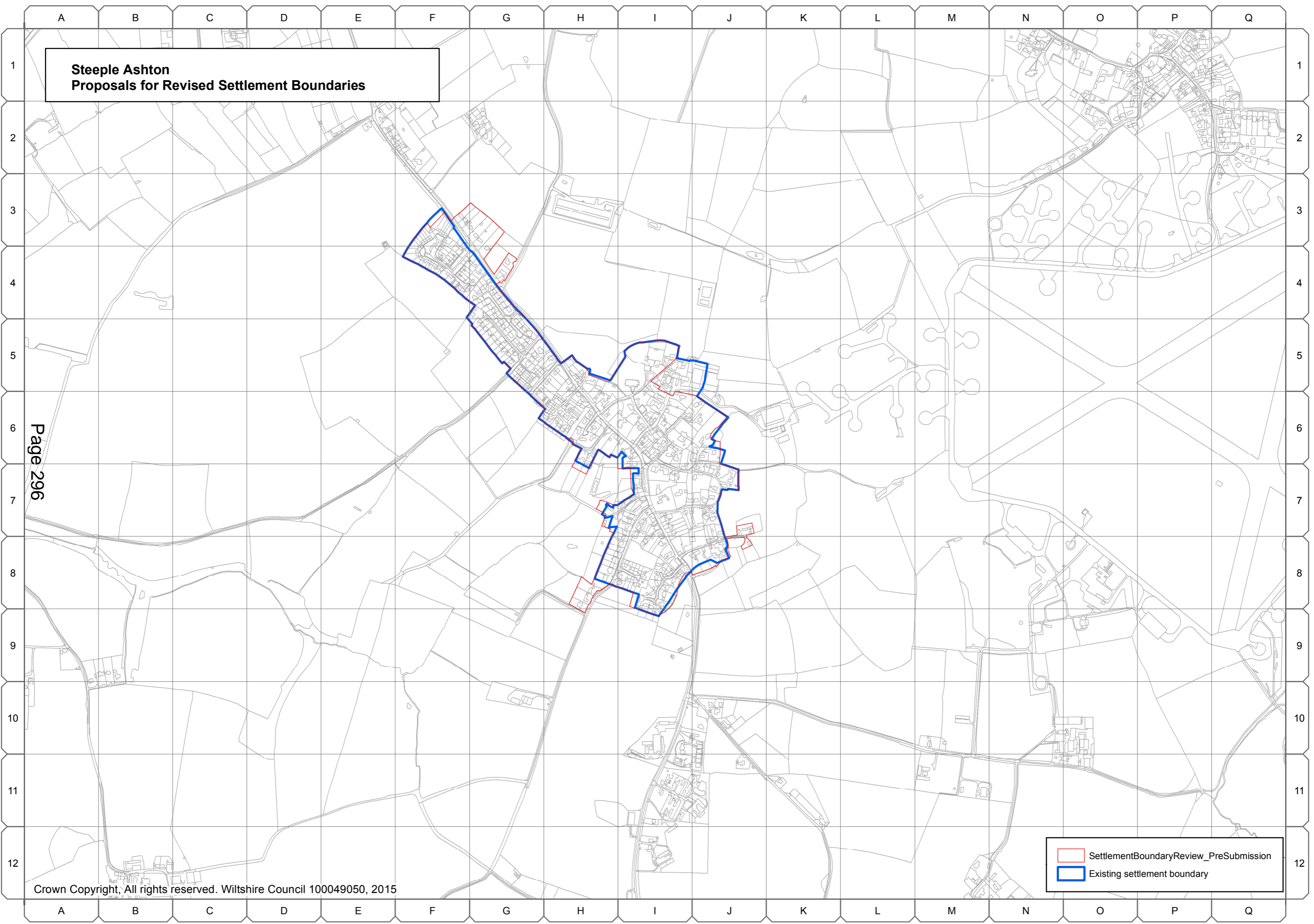
**Shaw & Whitley  
Proposals for Revised Settlement Boundaries**

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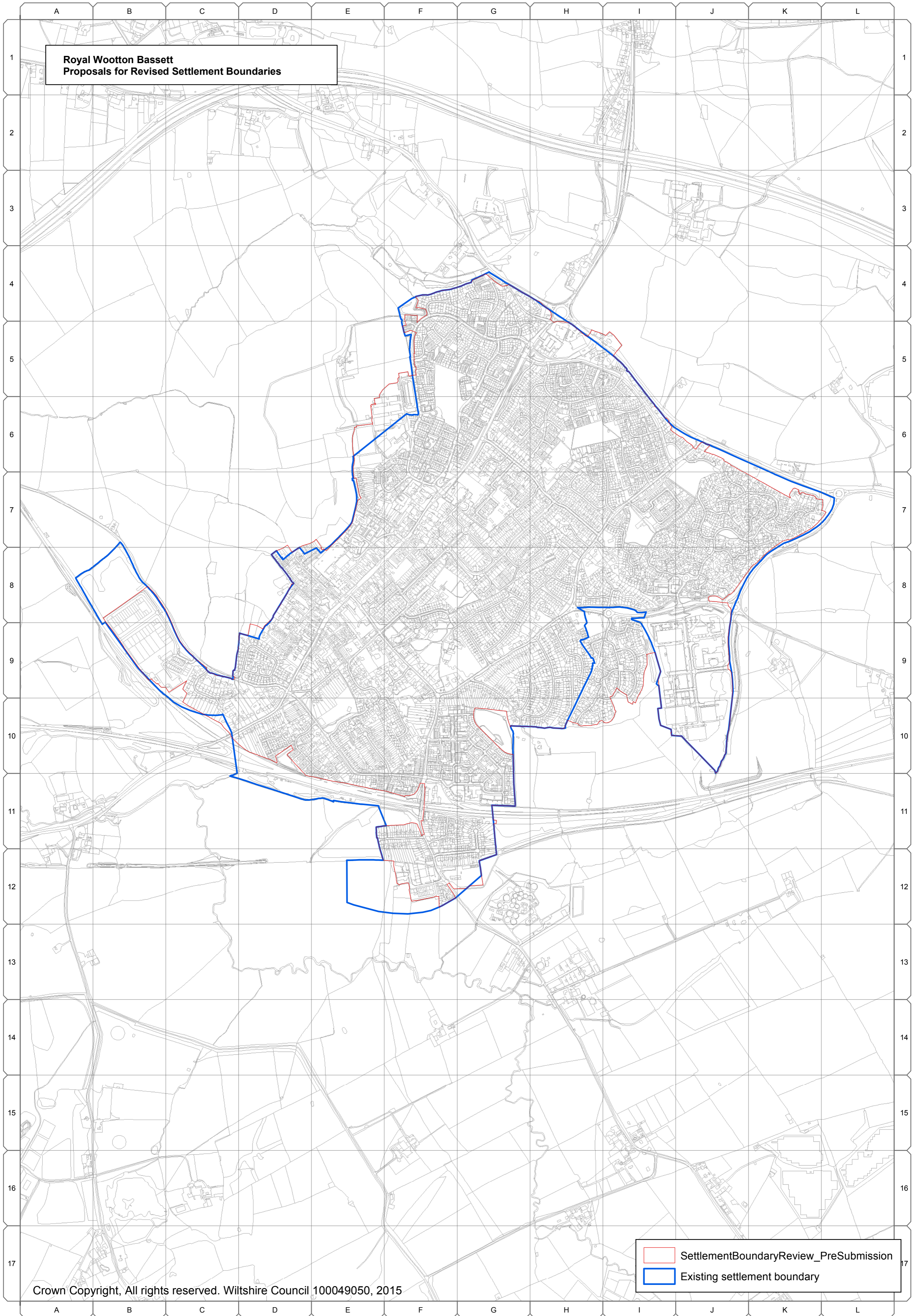
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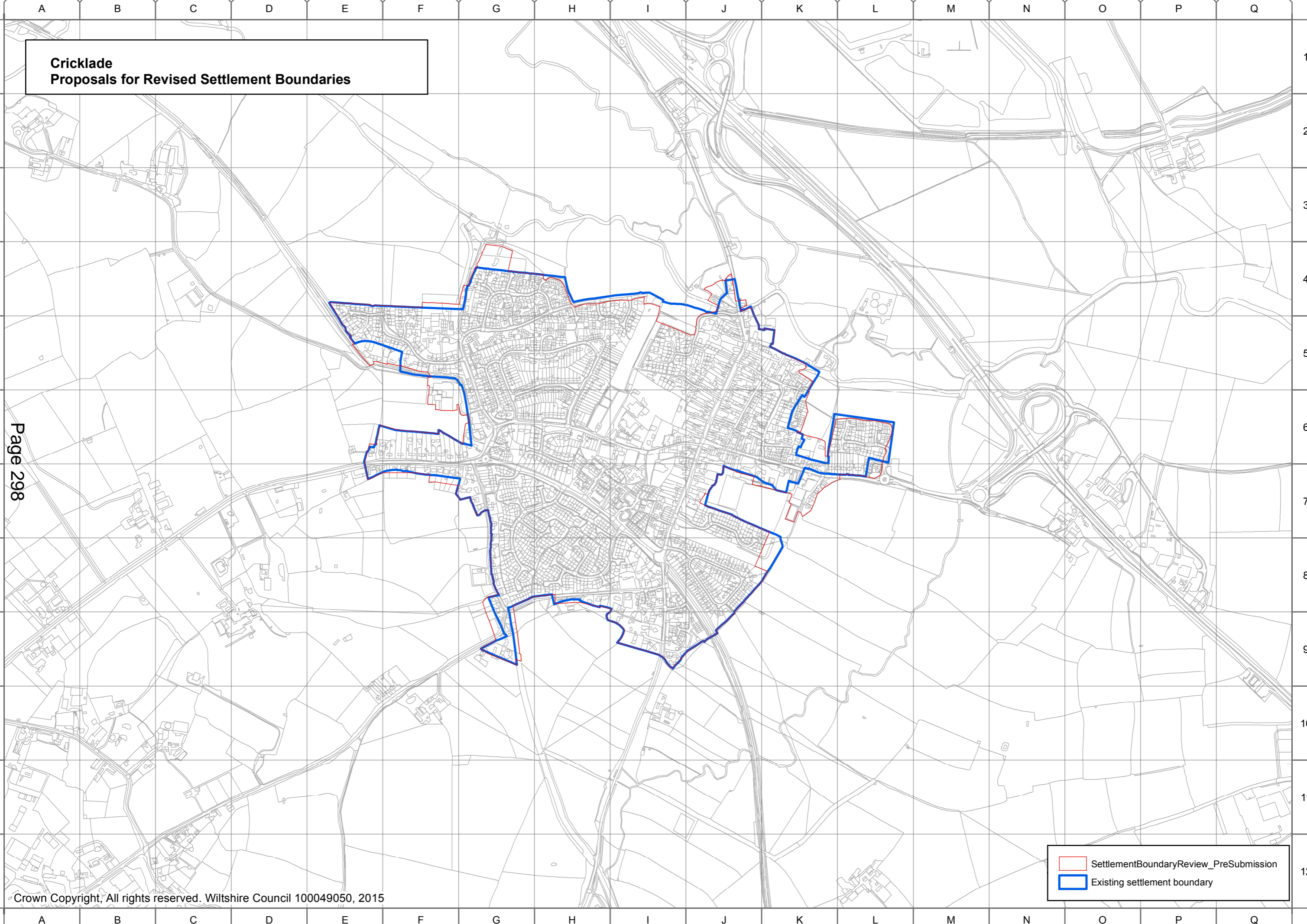
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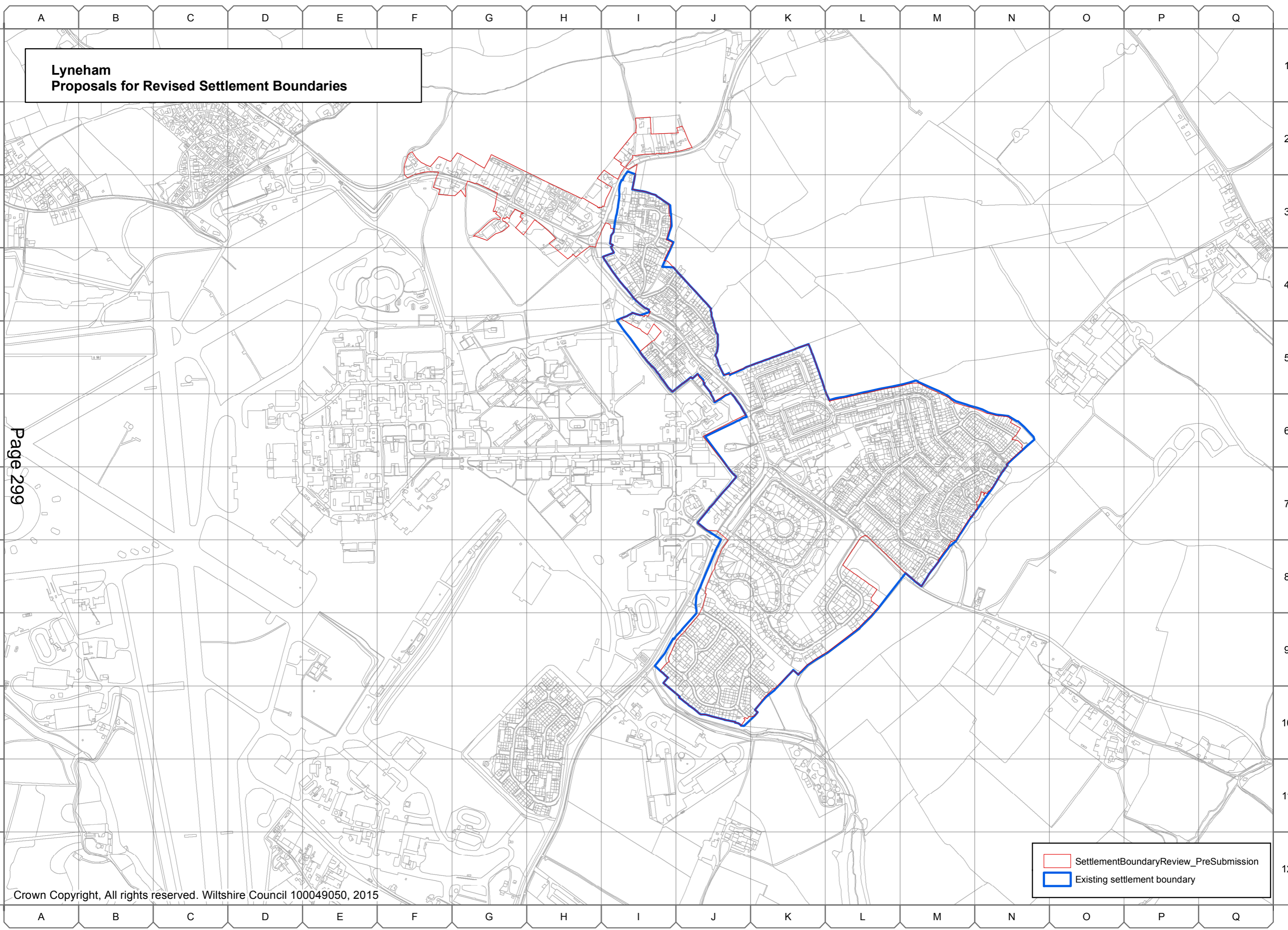
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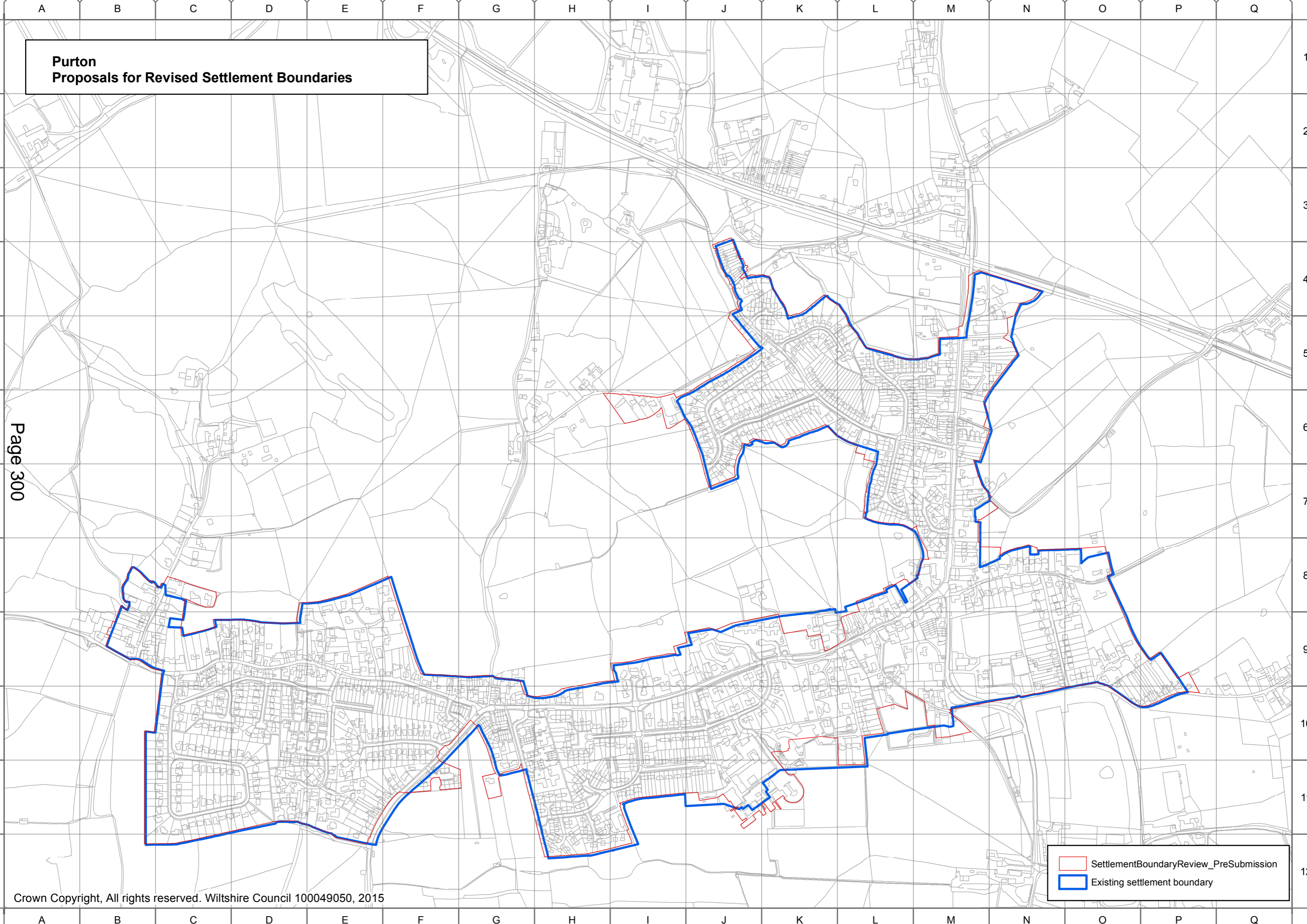
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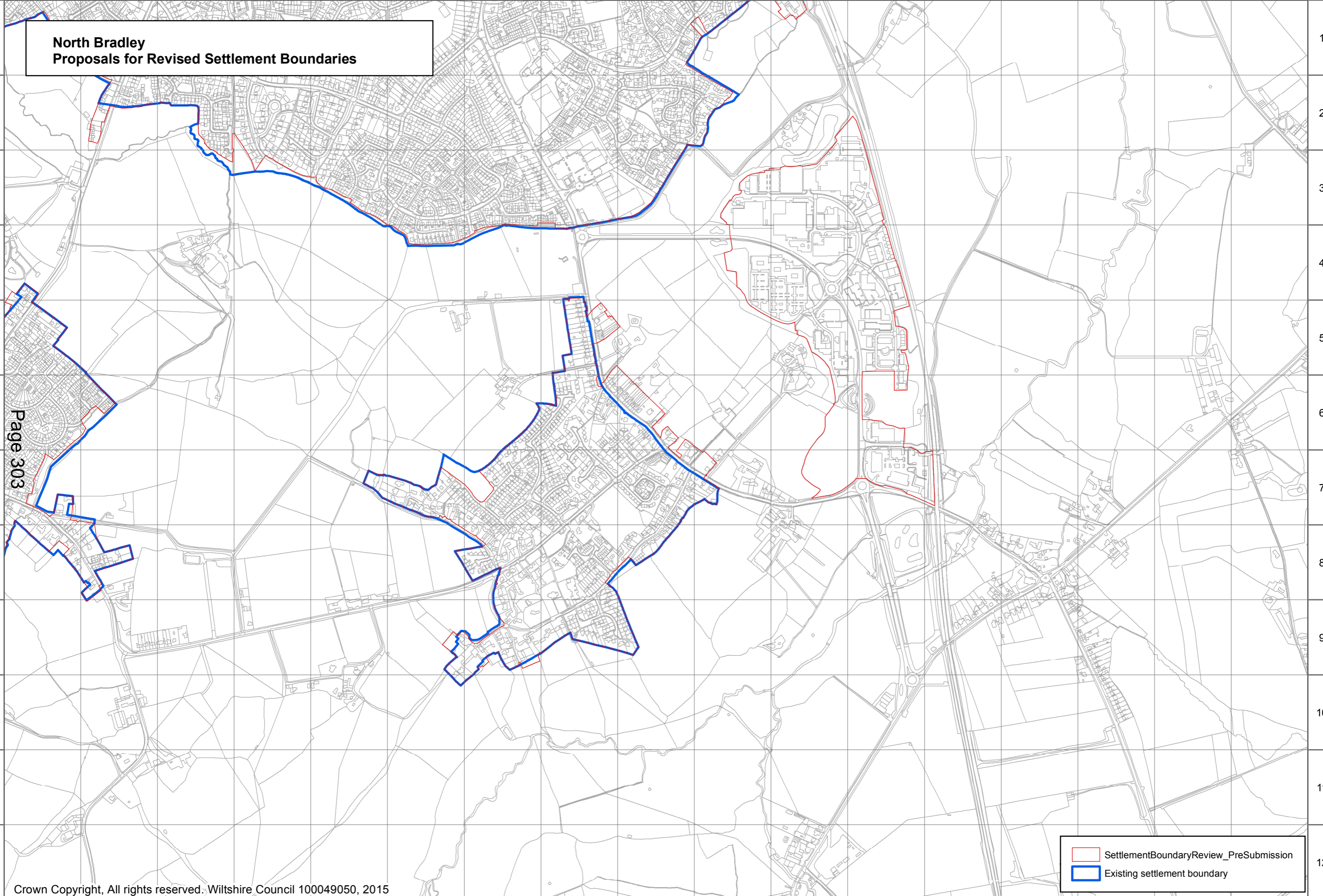
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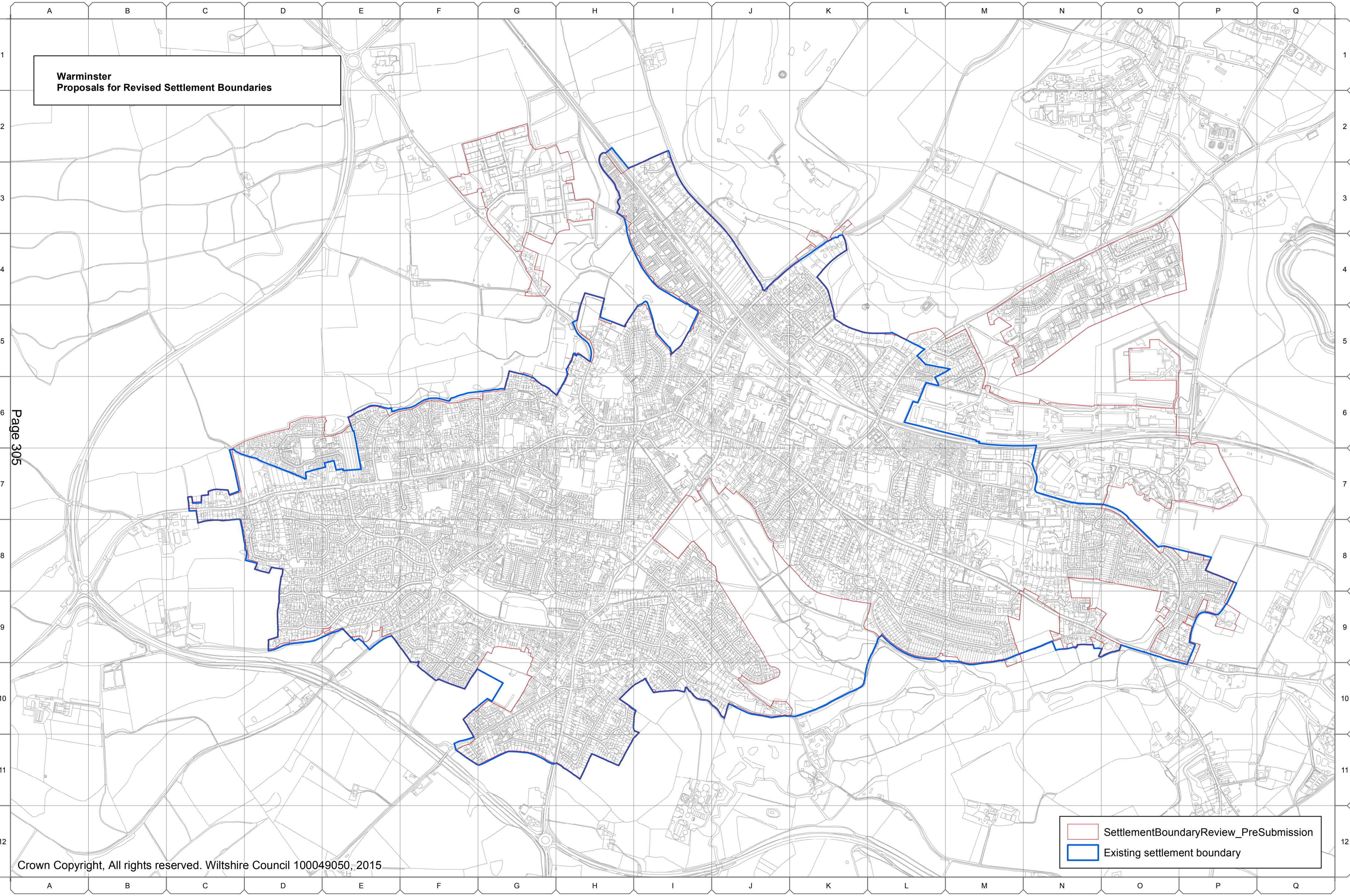
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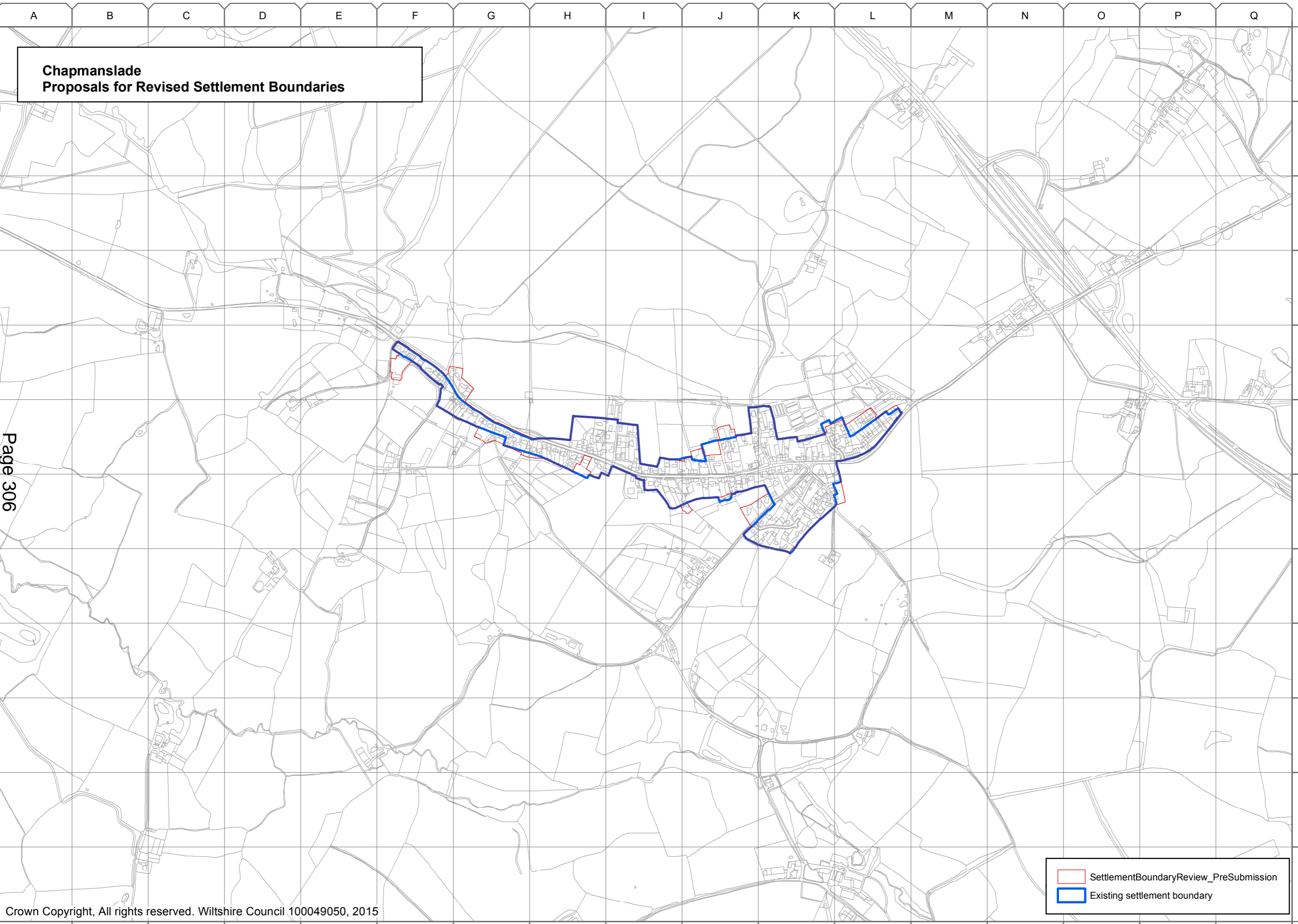
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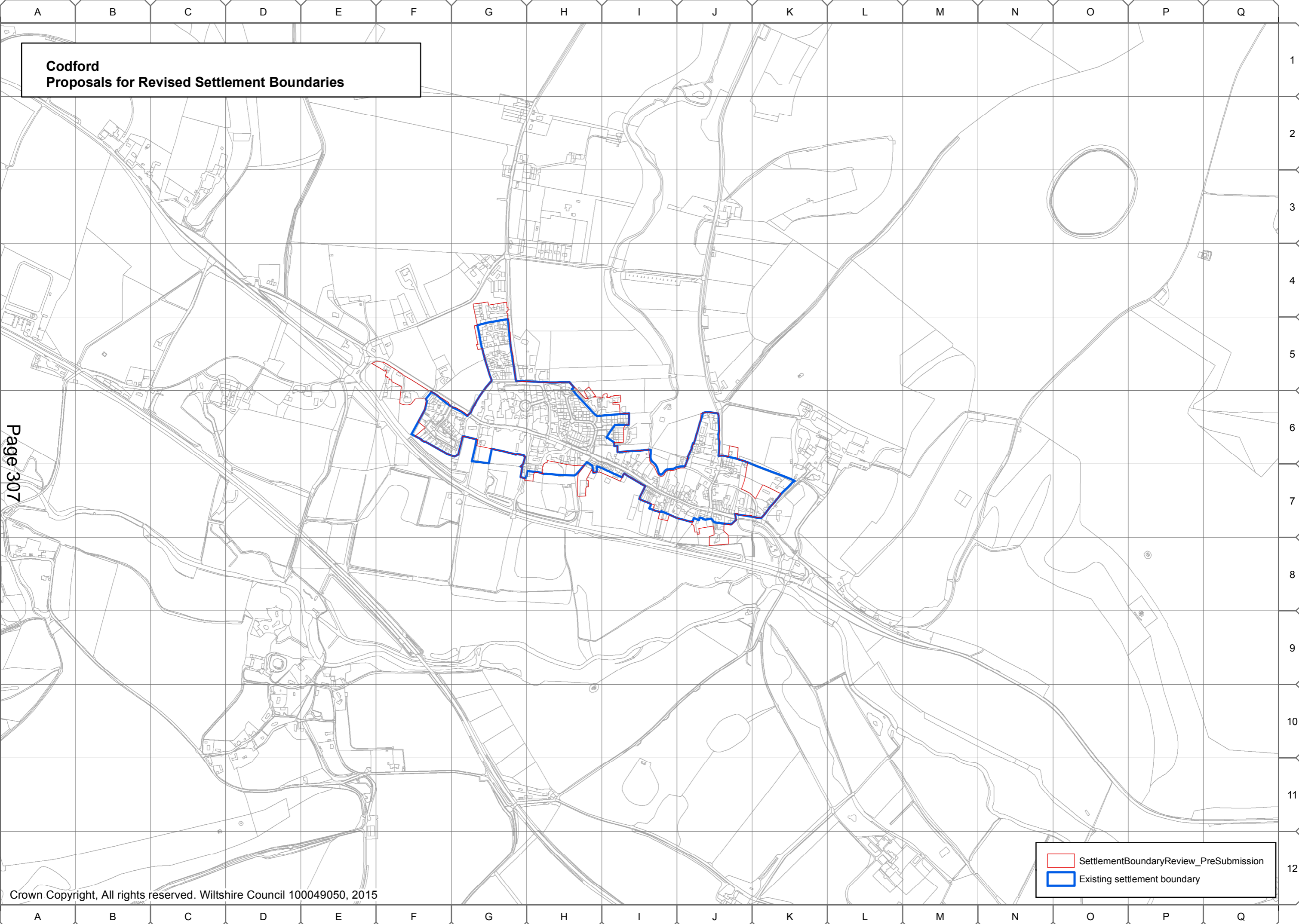
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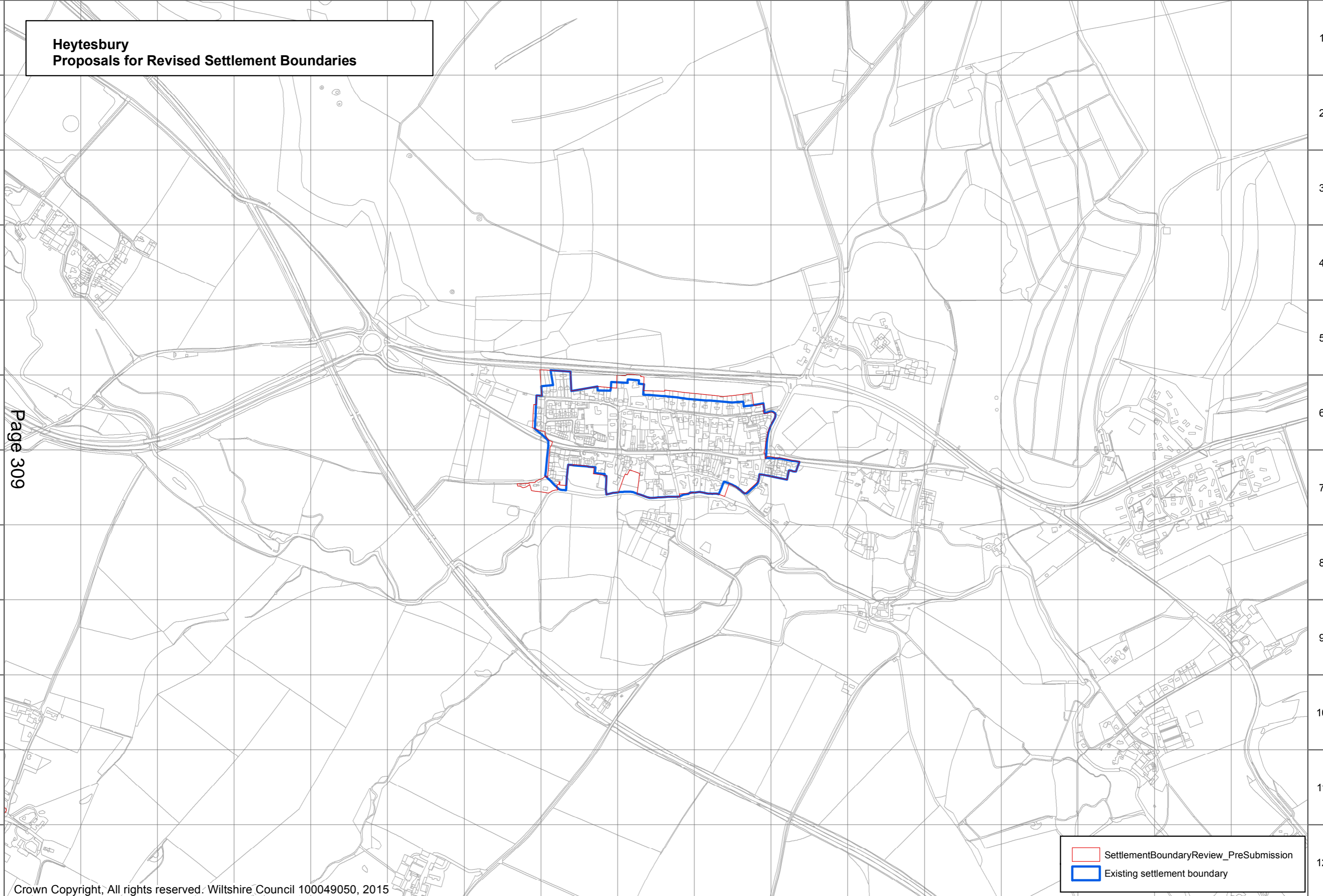
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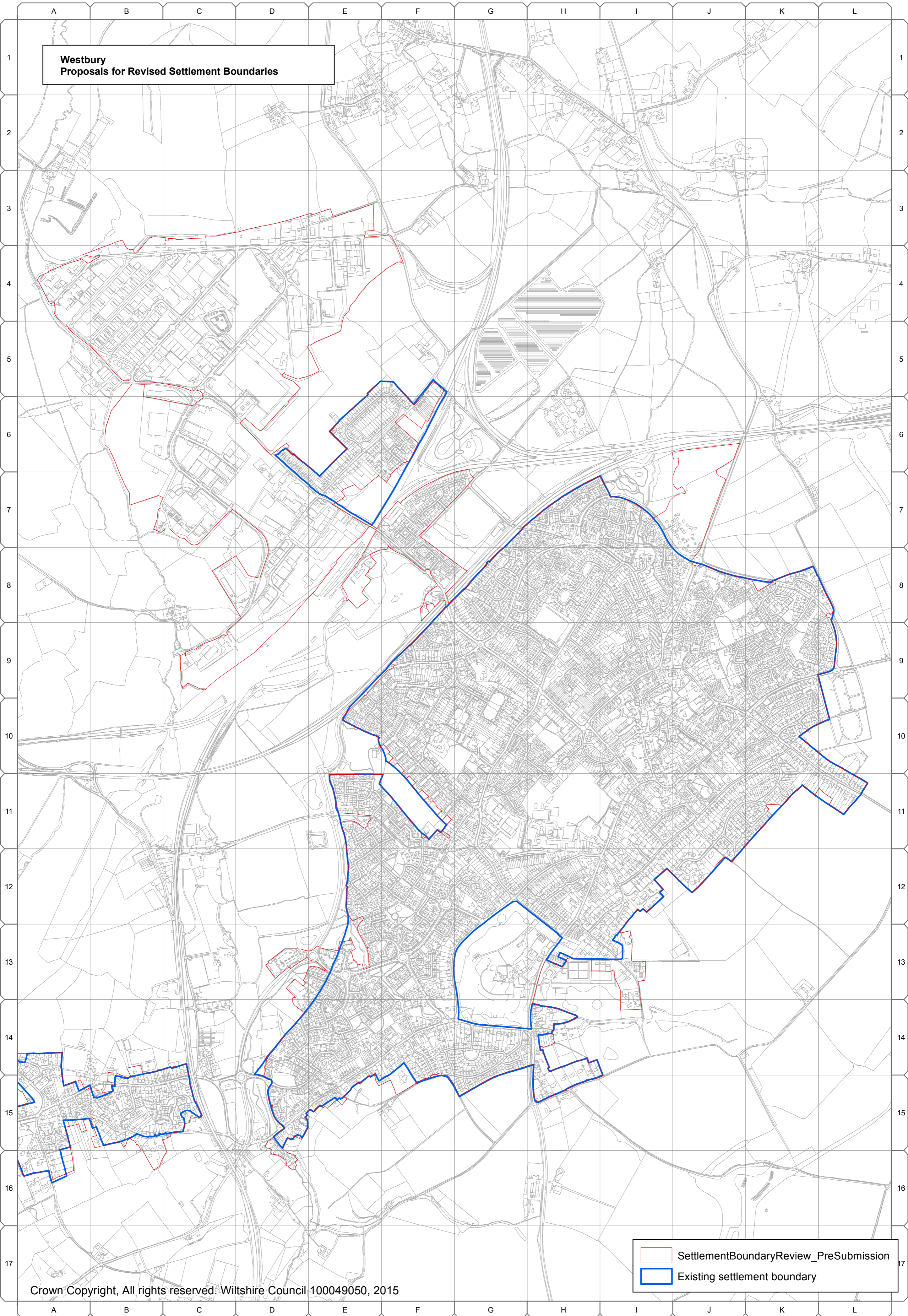
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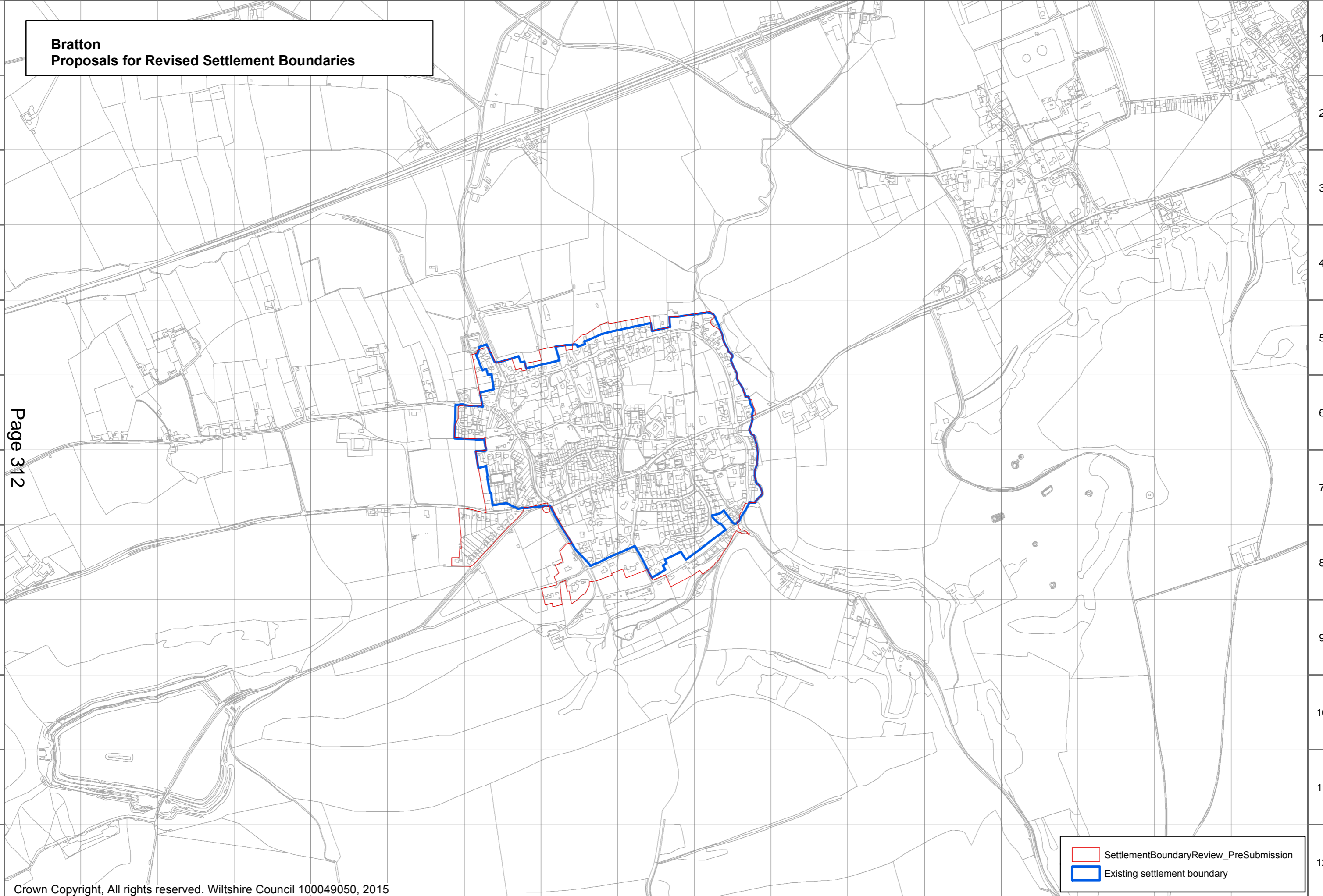
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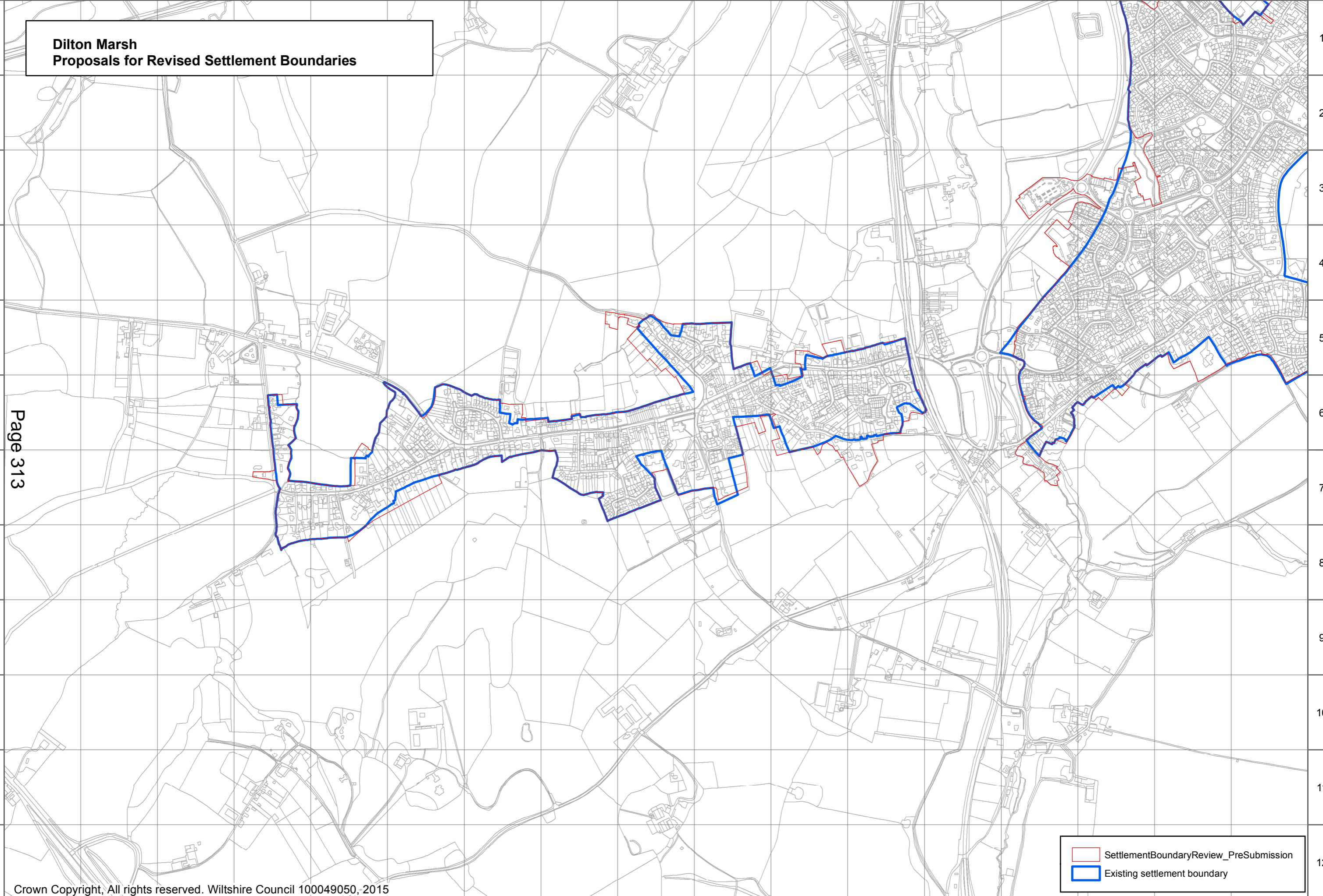
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**Dilton Marsh  
Proposals for Revised Settlement Boundaries**



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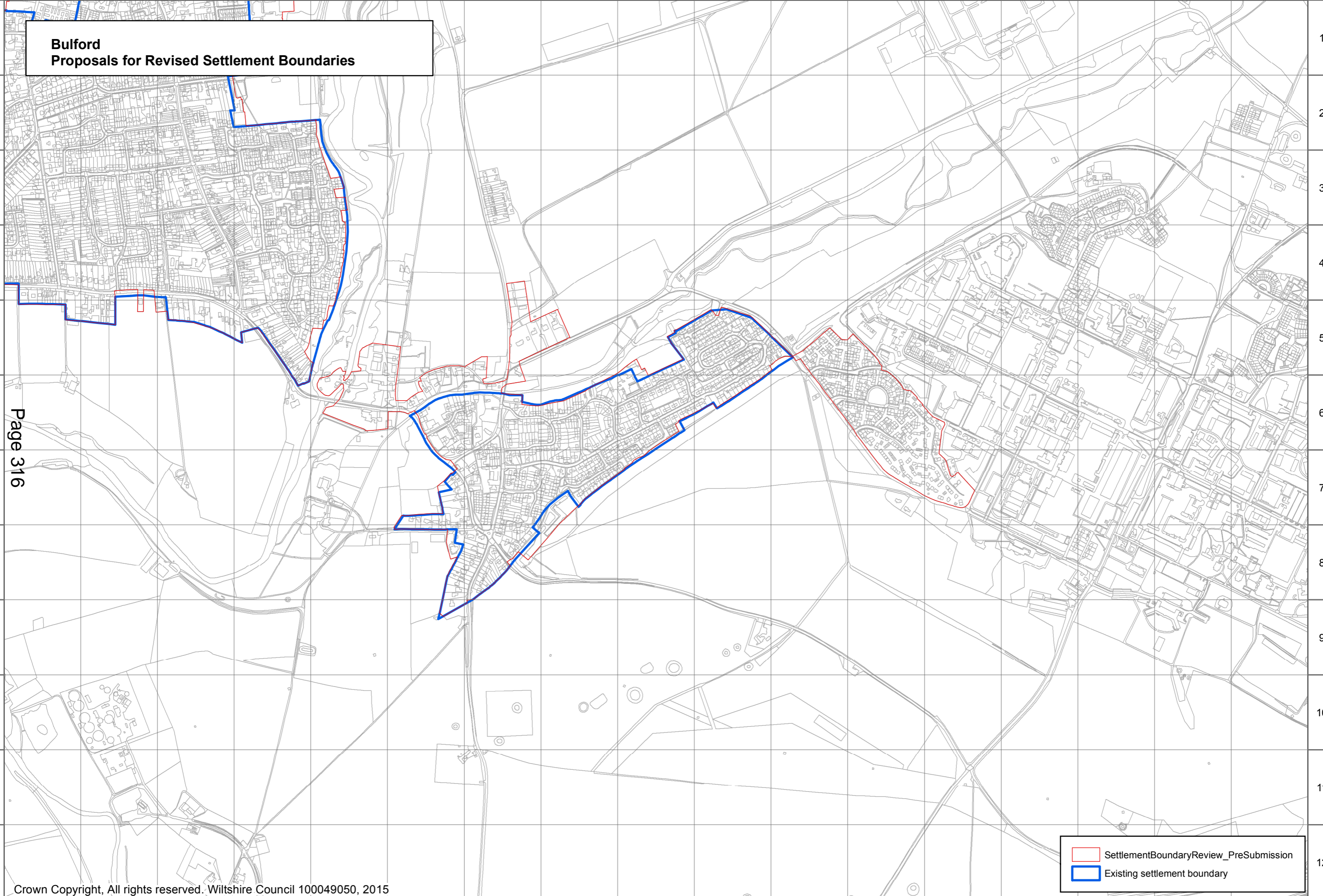


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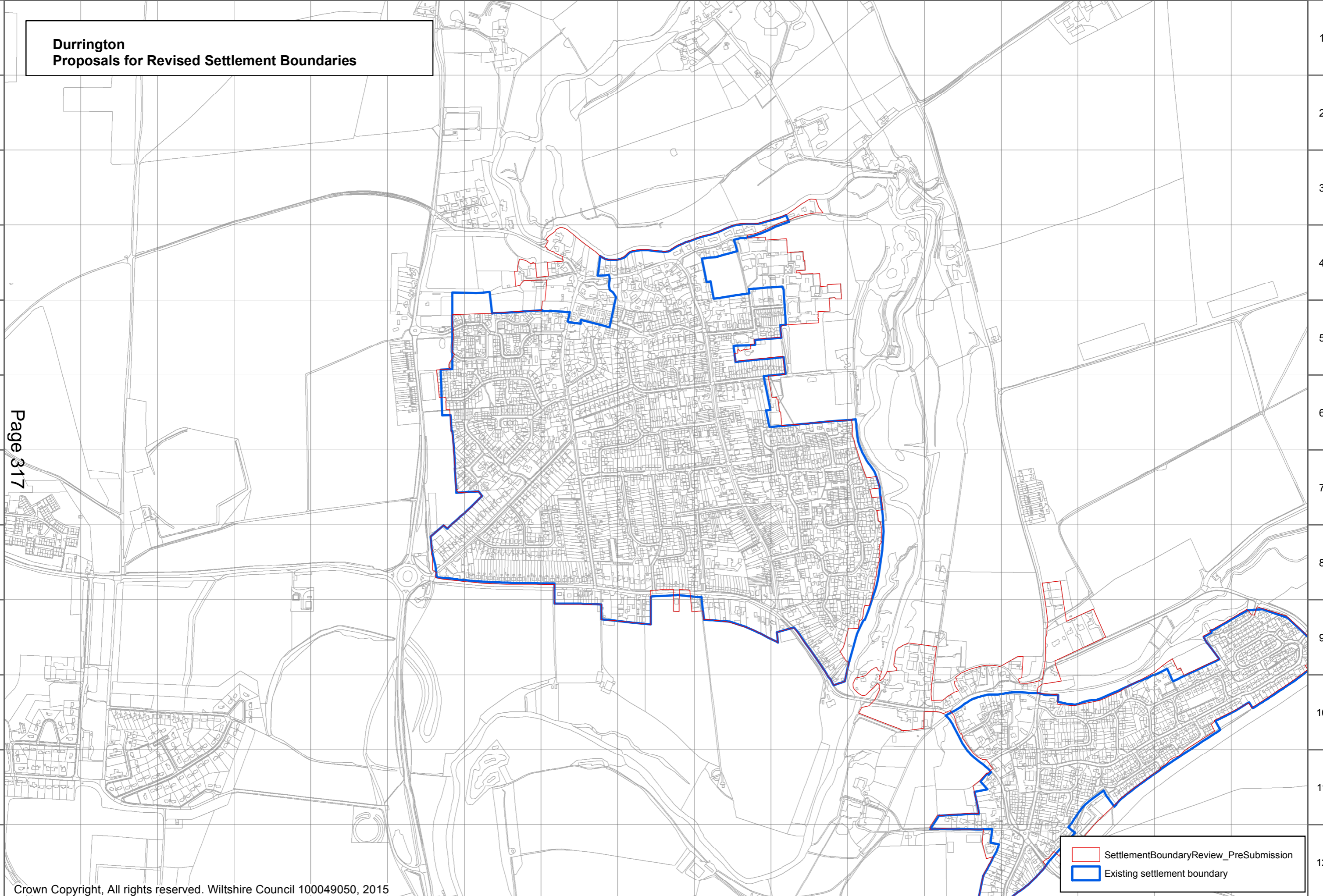
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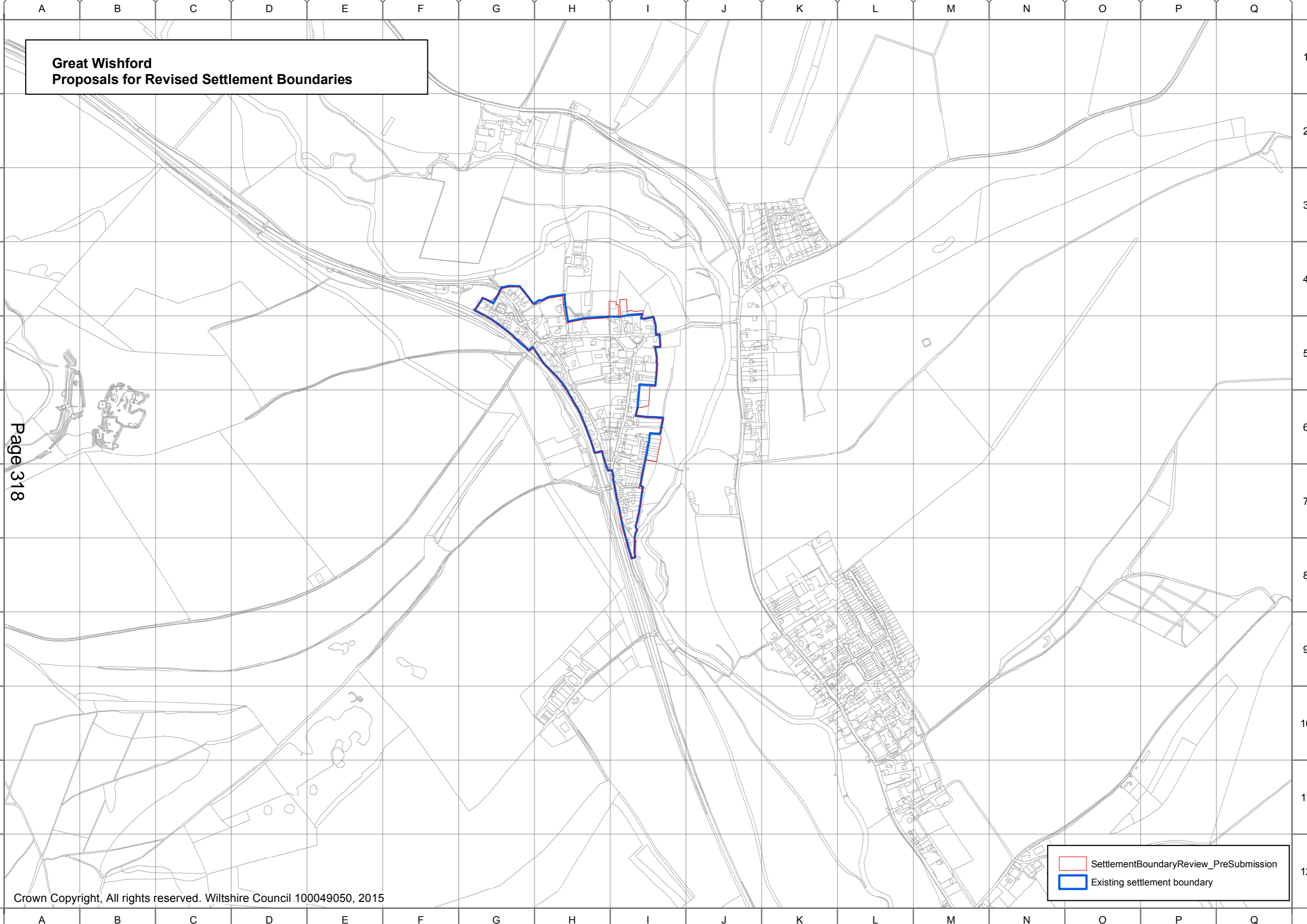
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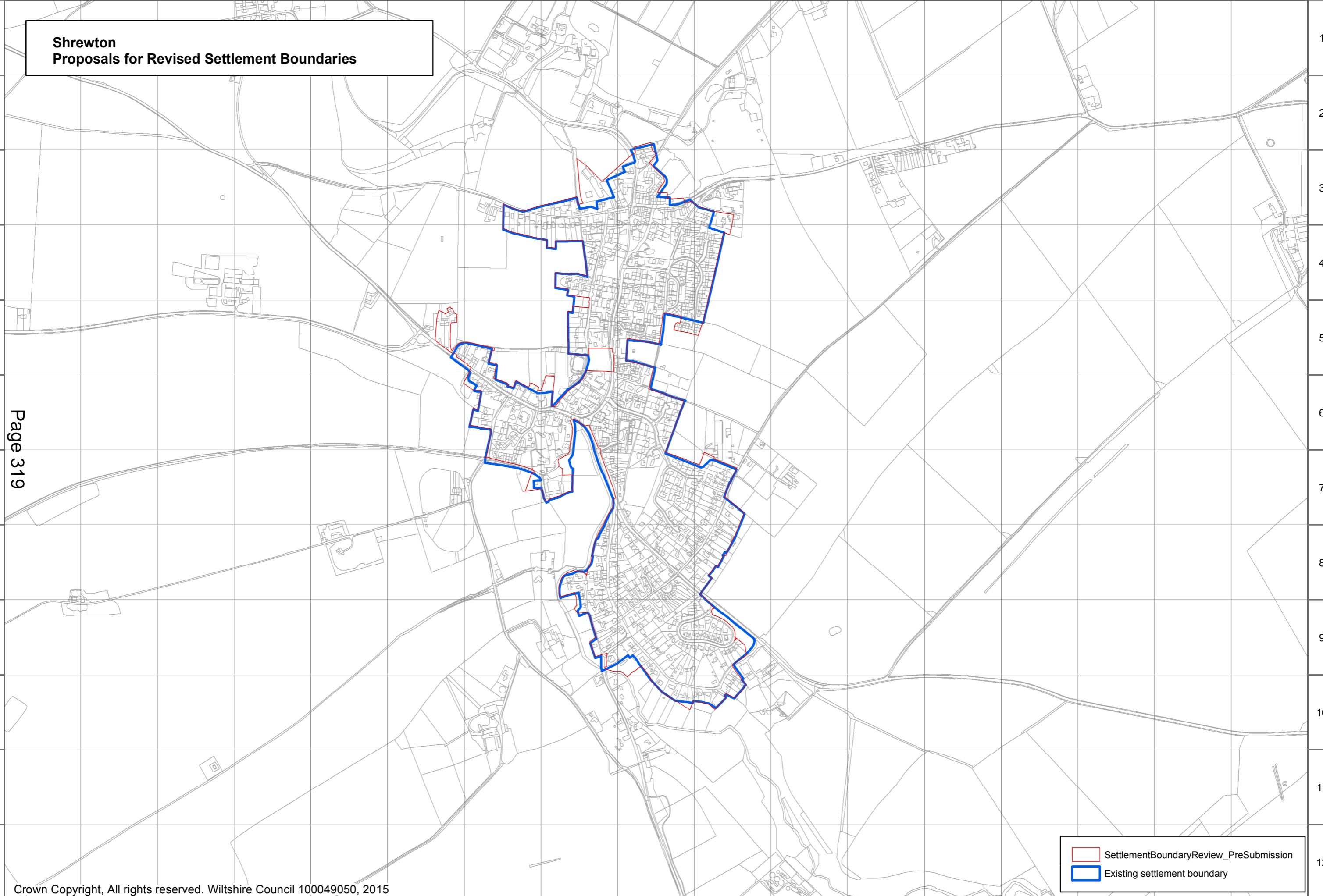
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**Shrewton  
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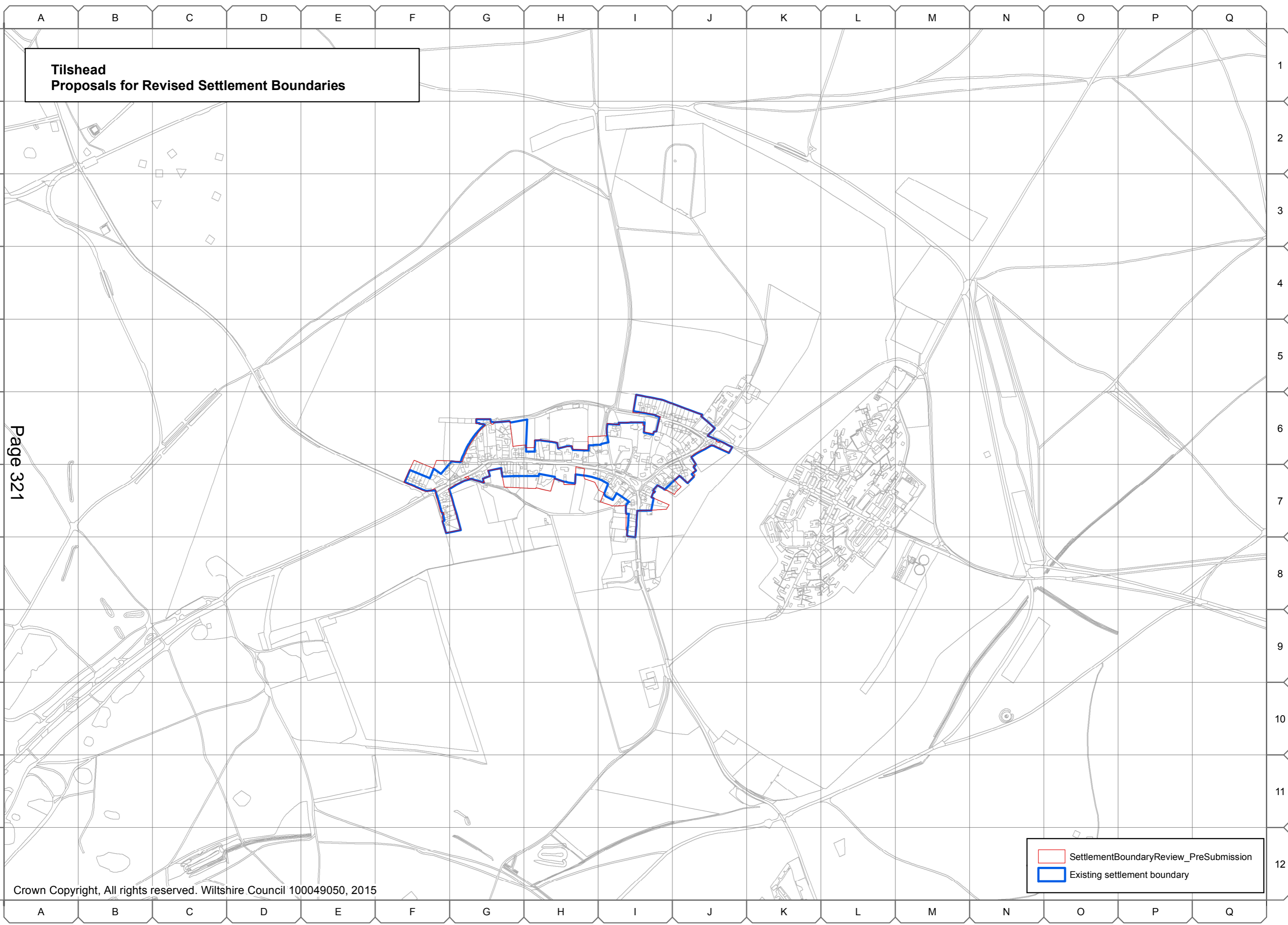
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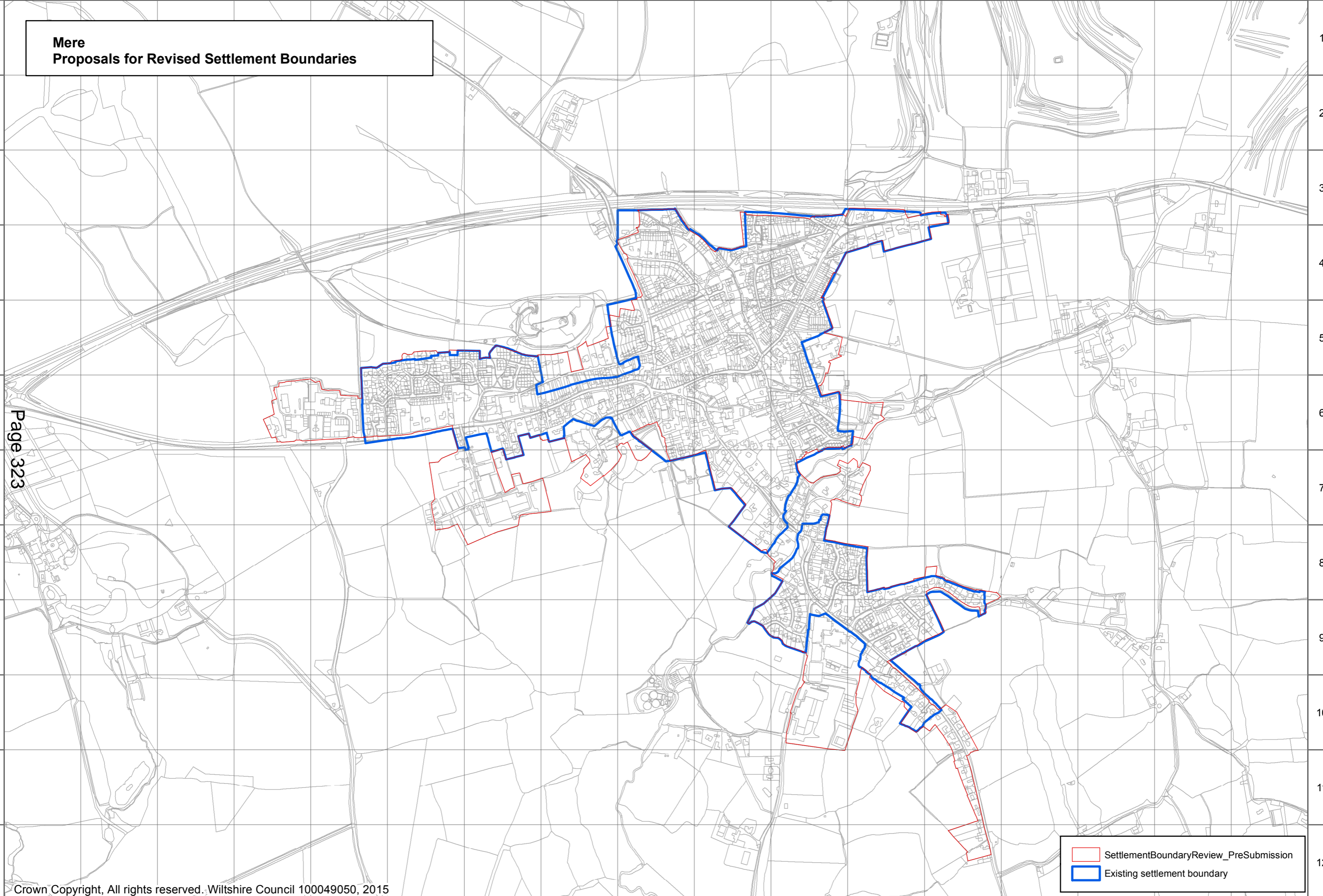
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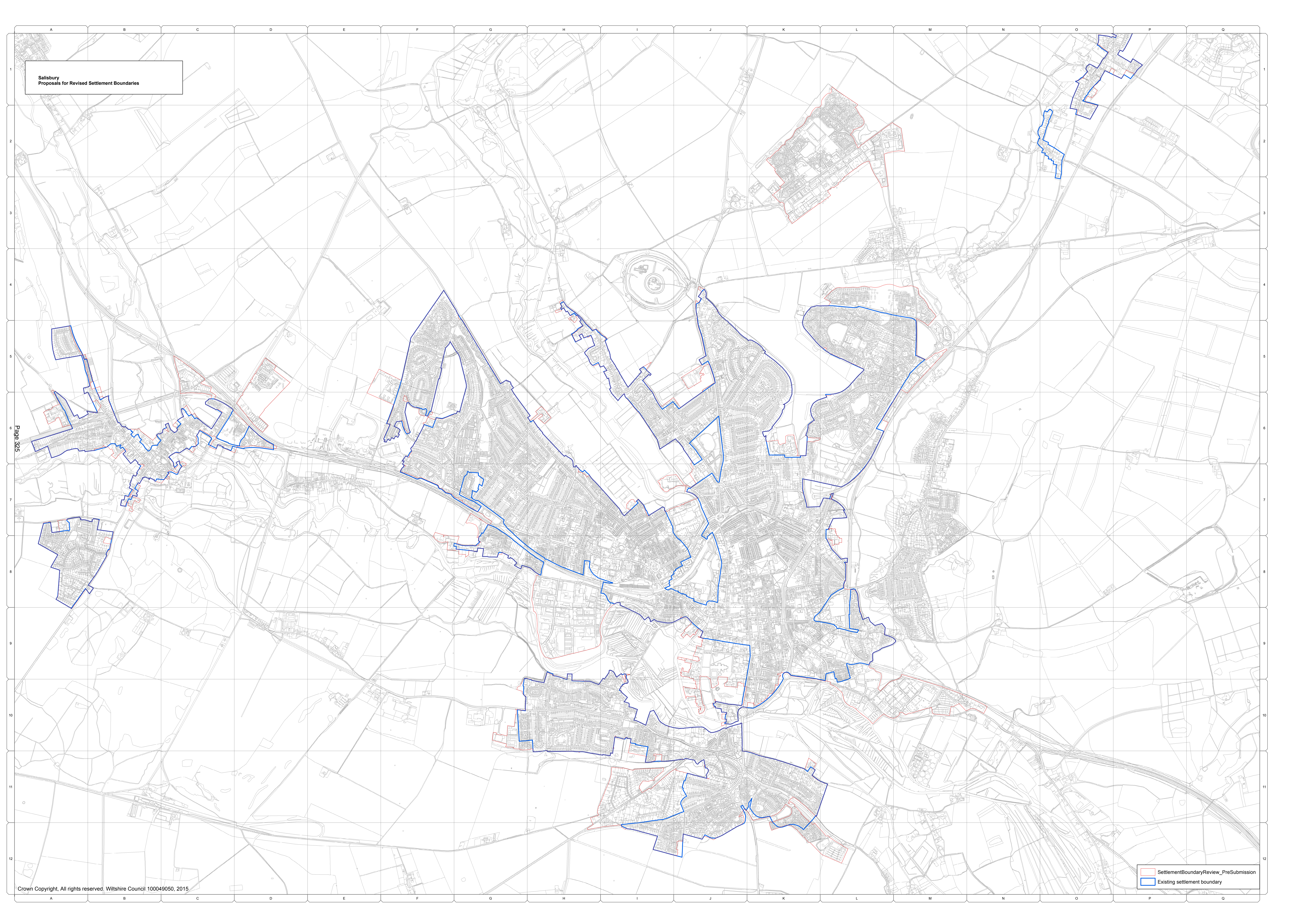


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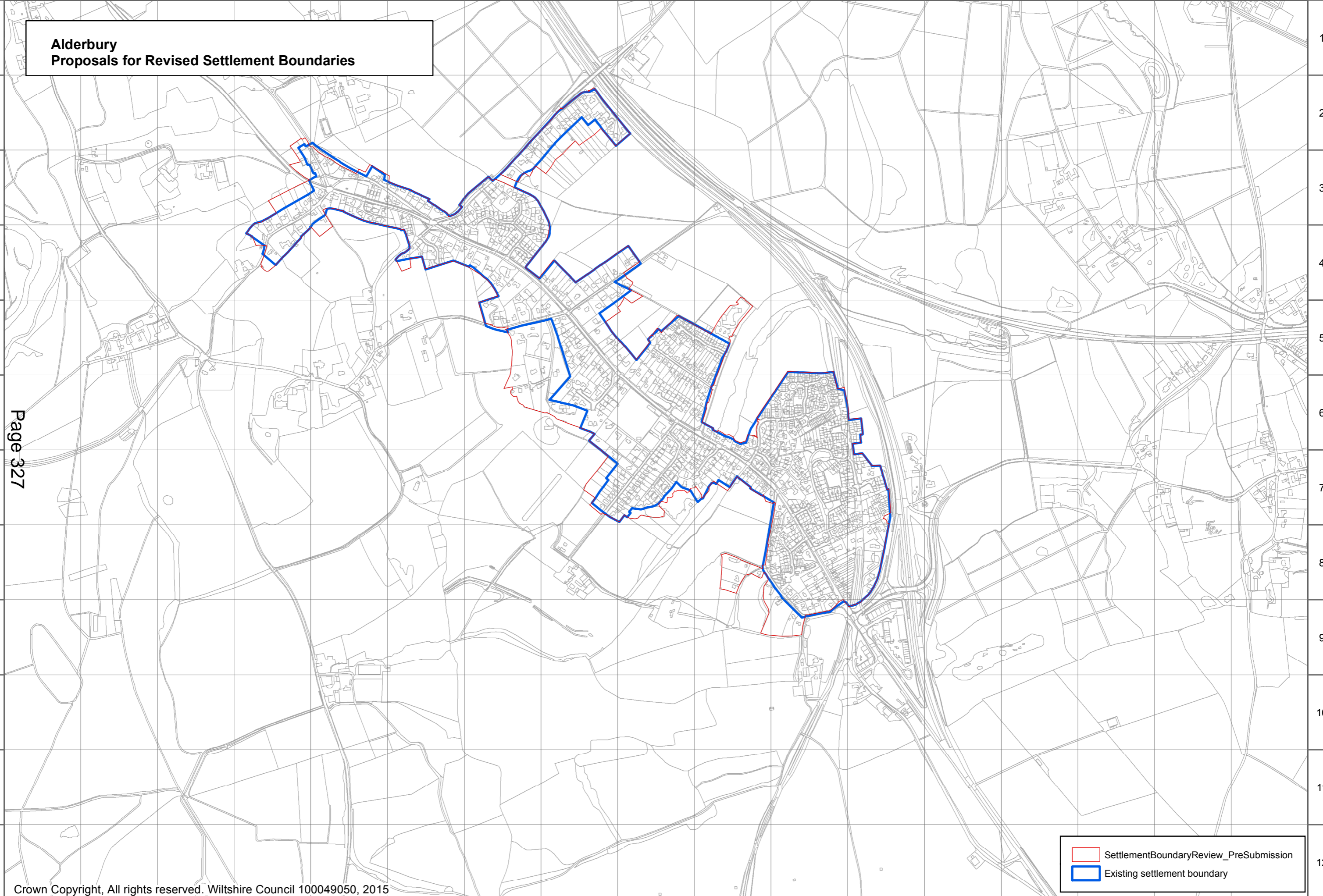


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**Alderbury  
Proposals for Revised Settlement Boundaries**



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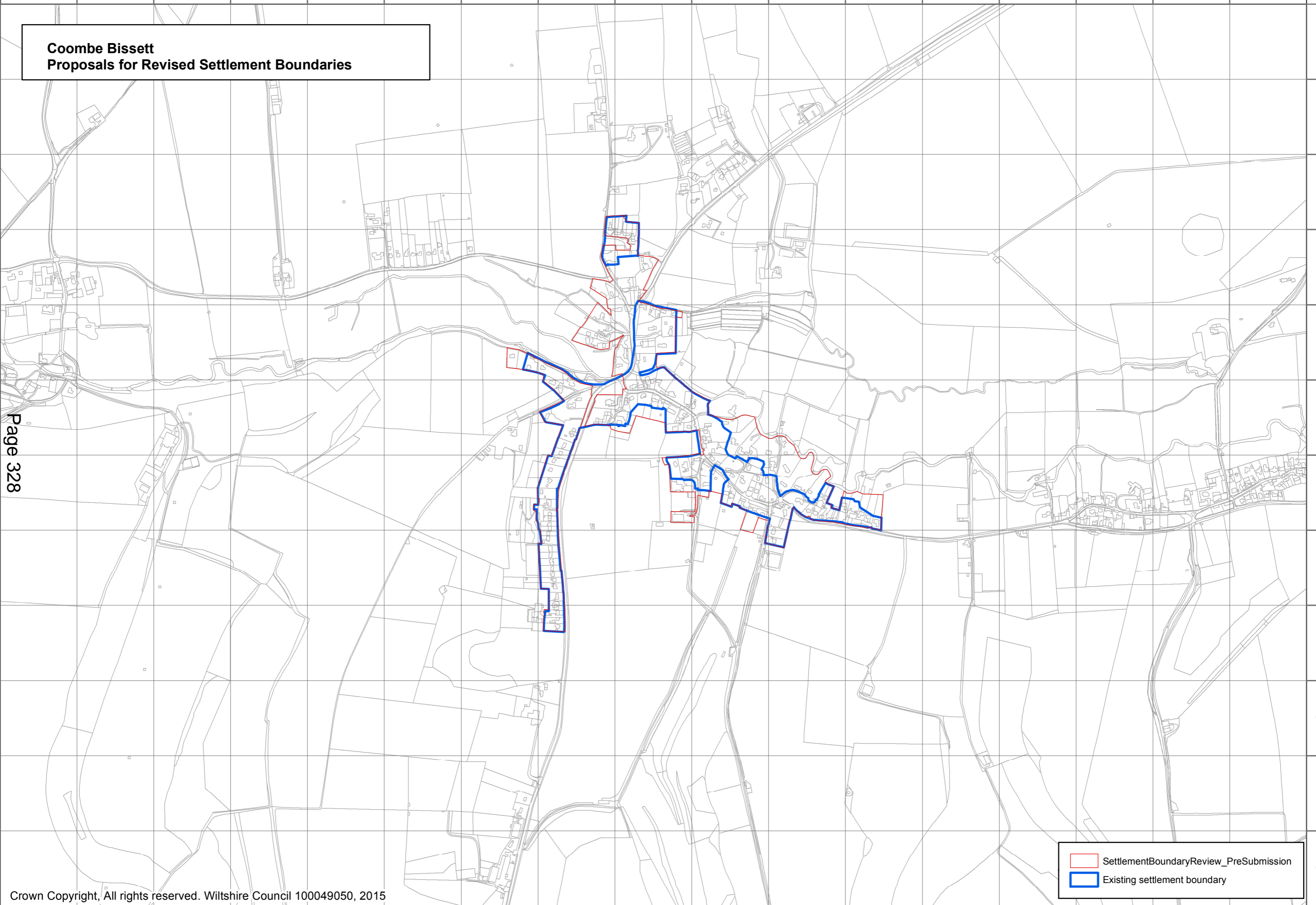
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**Coombe Bissett  
Proposals for Revised Settlement Boundaries**

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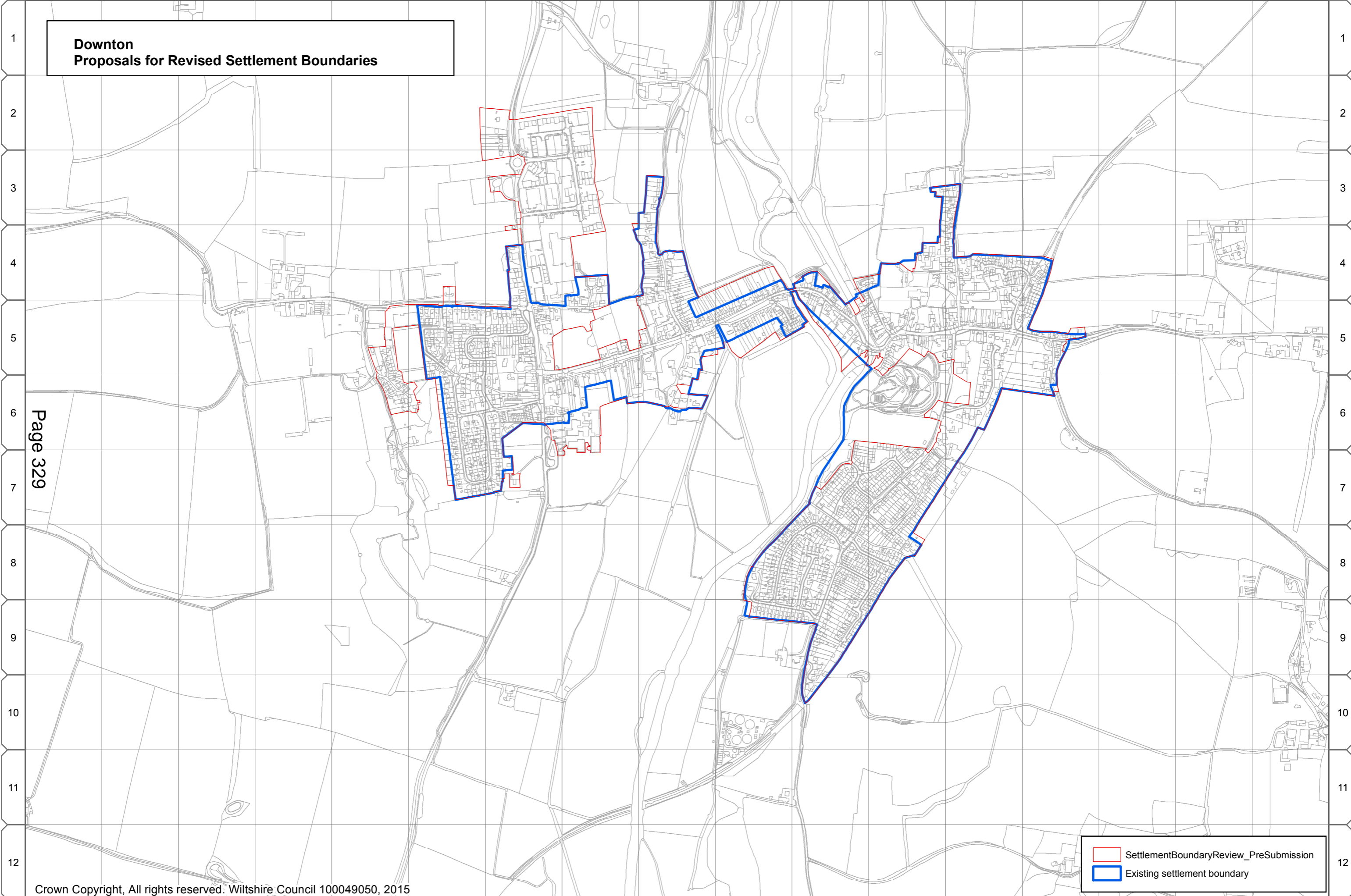
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Proposals for Revised Settlement Boundaries**

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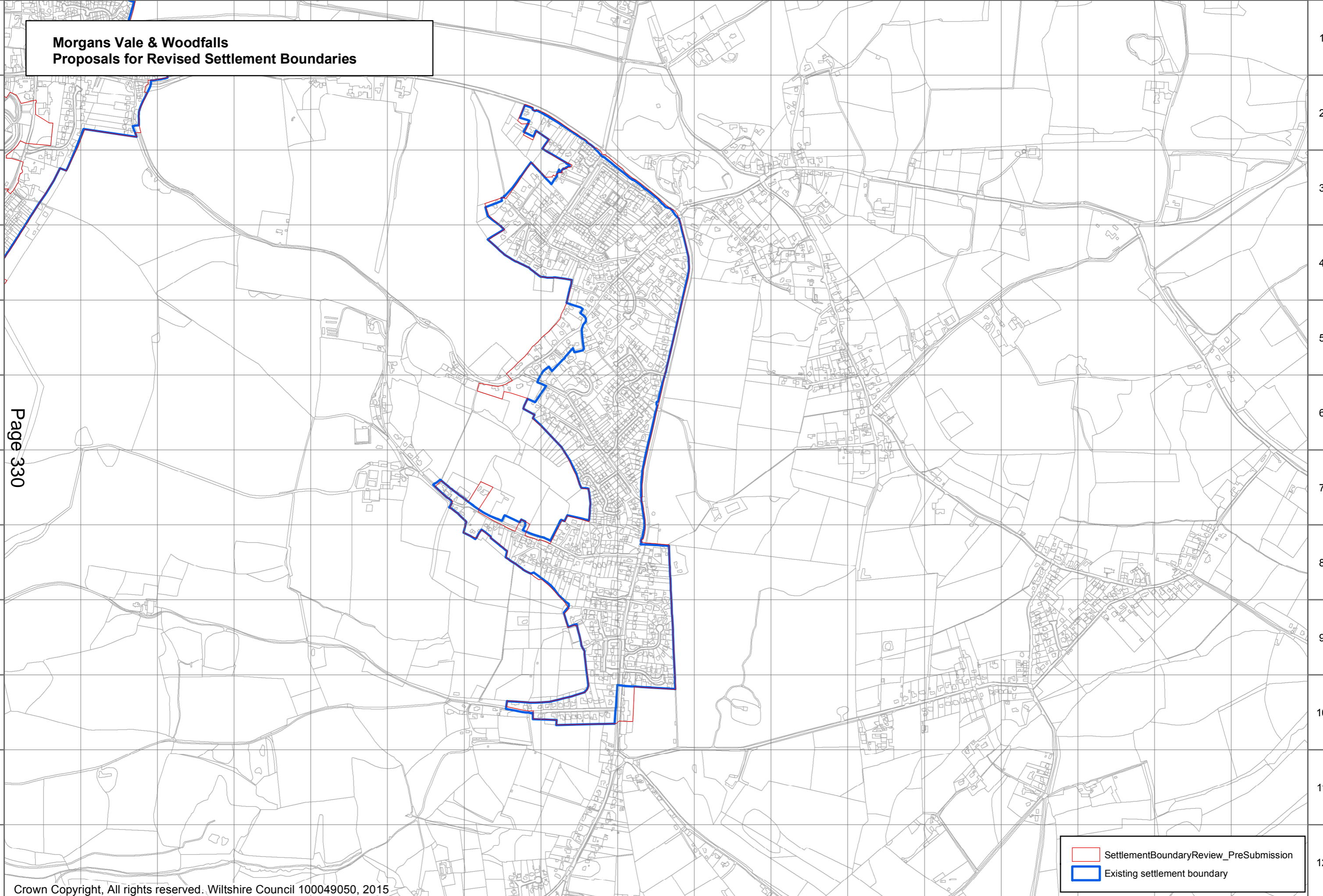
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**Morgans Vale & Woodfalls  
Proposals for Revised Settlement Boundaries**



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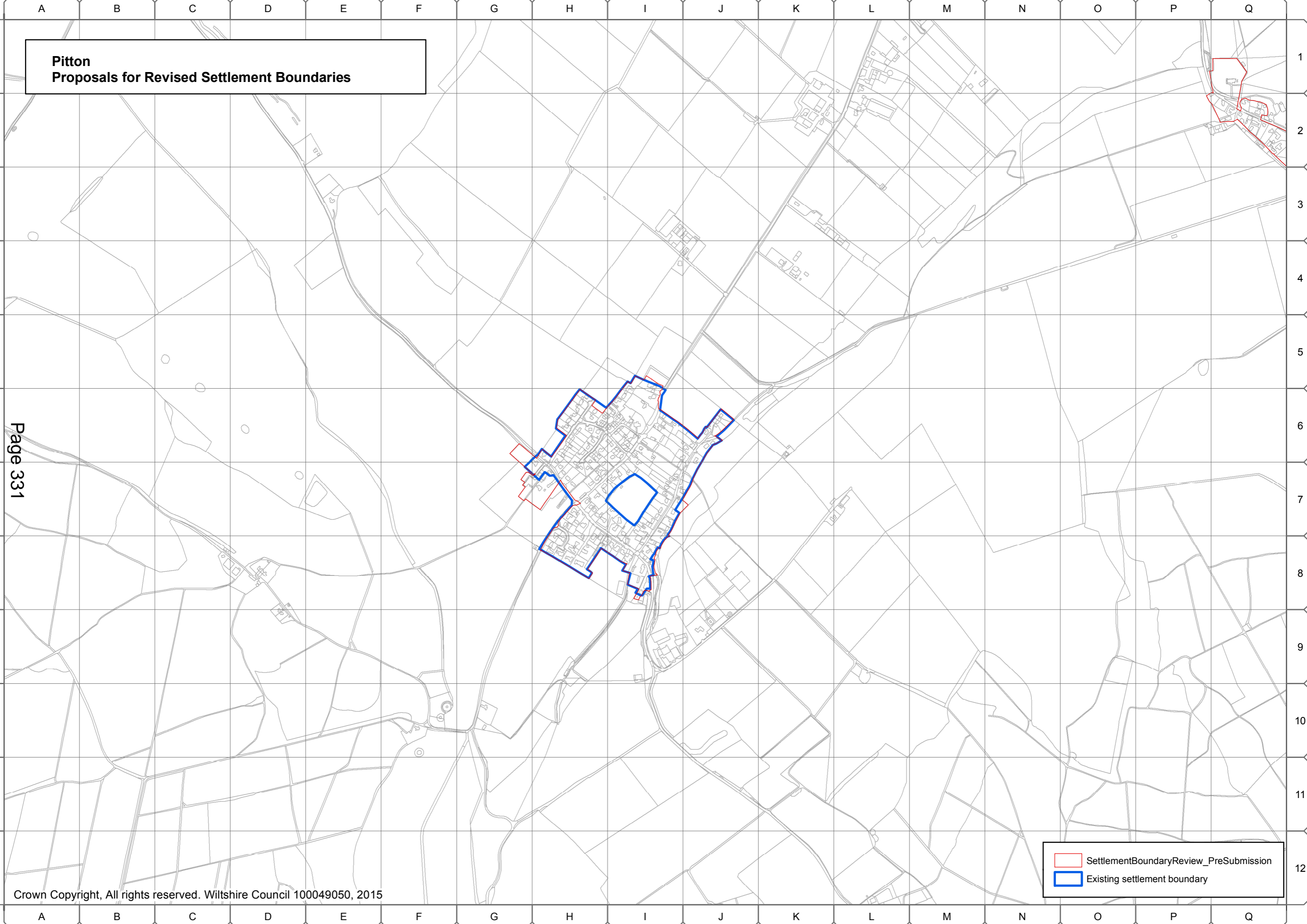
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**Whiteparish  
Proposals for Revised Settlement Boundaries**

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**Winterslow  
Proposals for Revised Settlement Boundaries**

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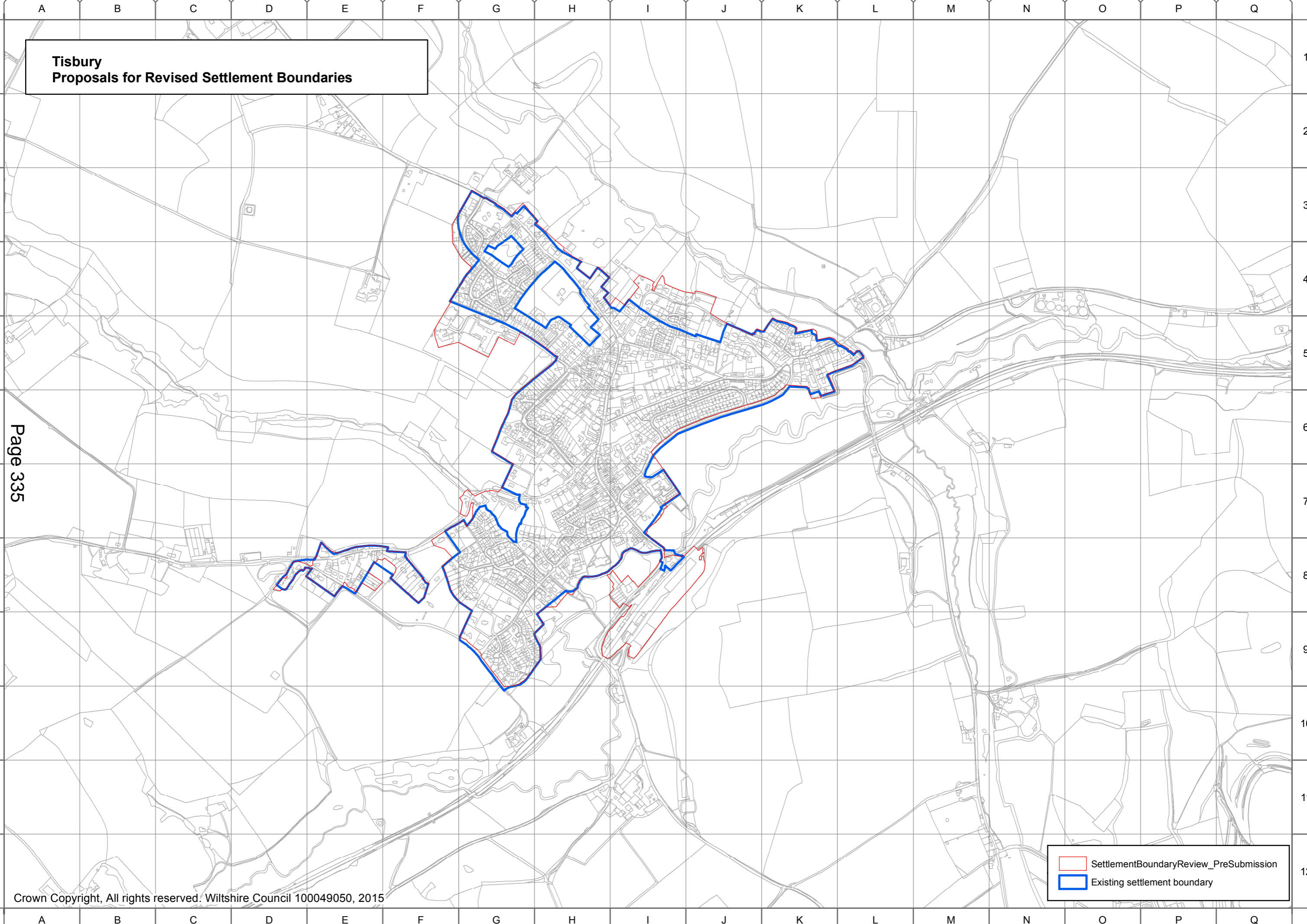
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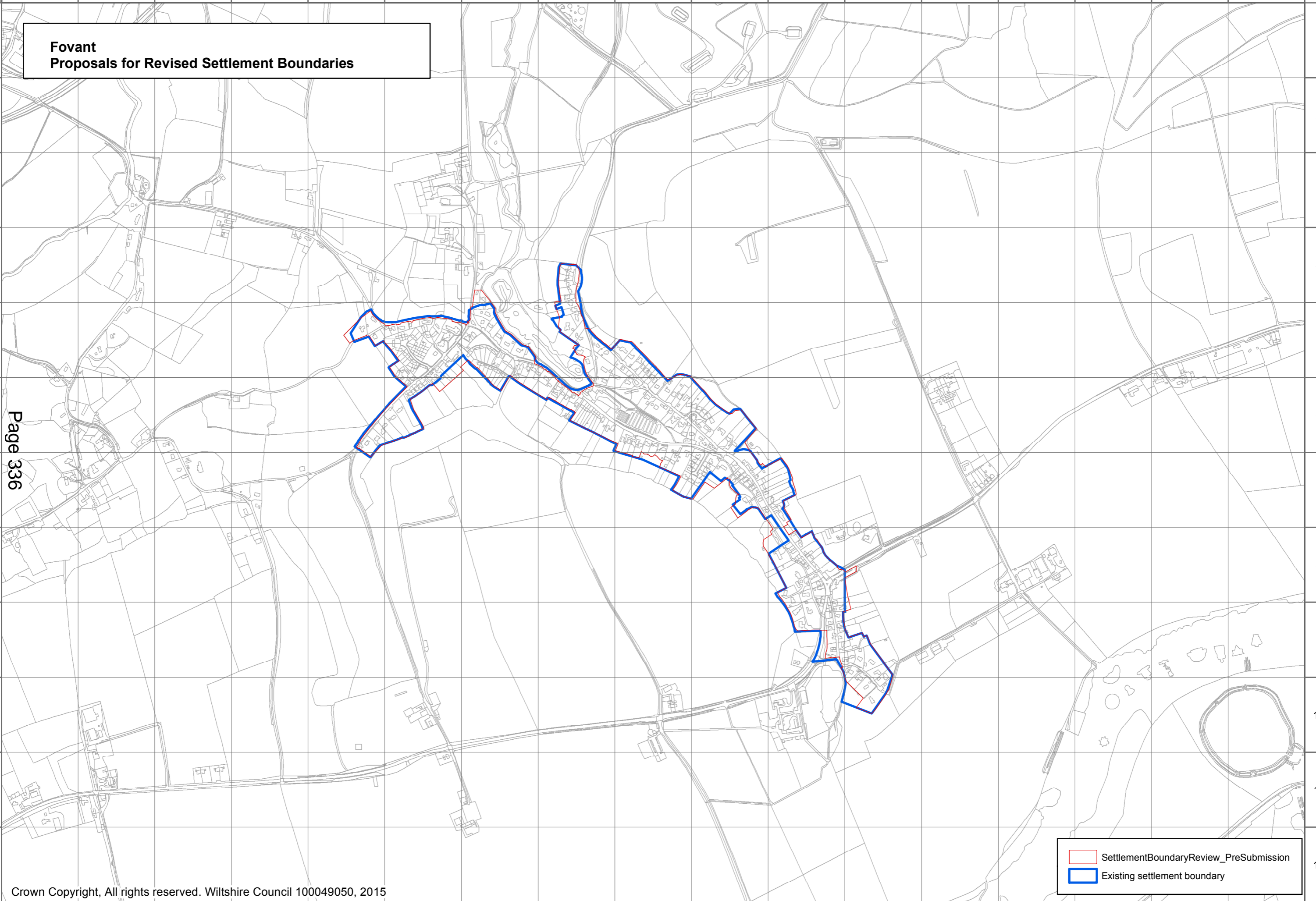


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Proposals for Revised Settlement Boundaries**

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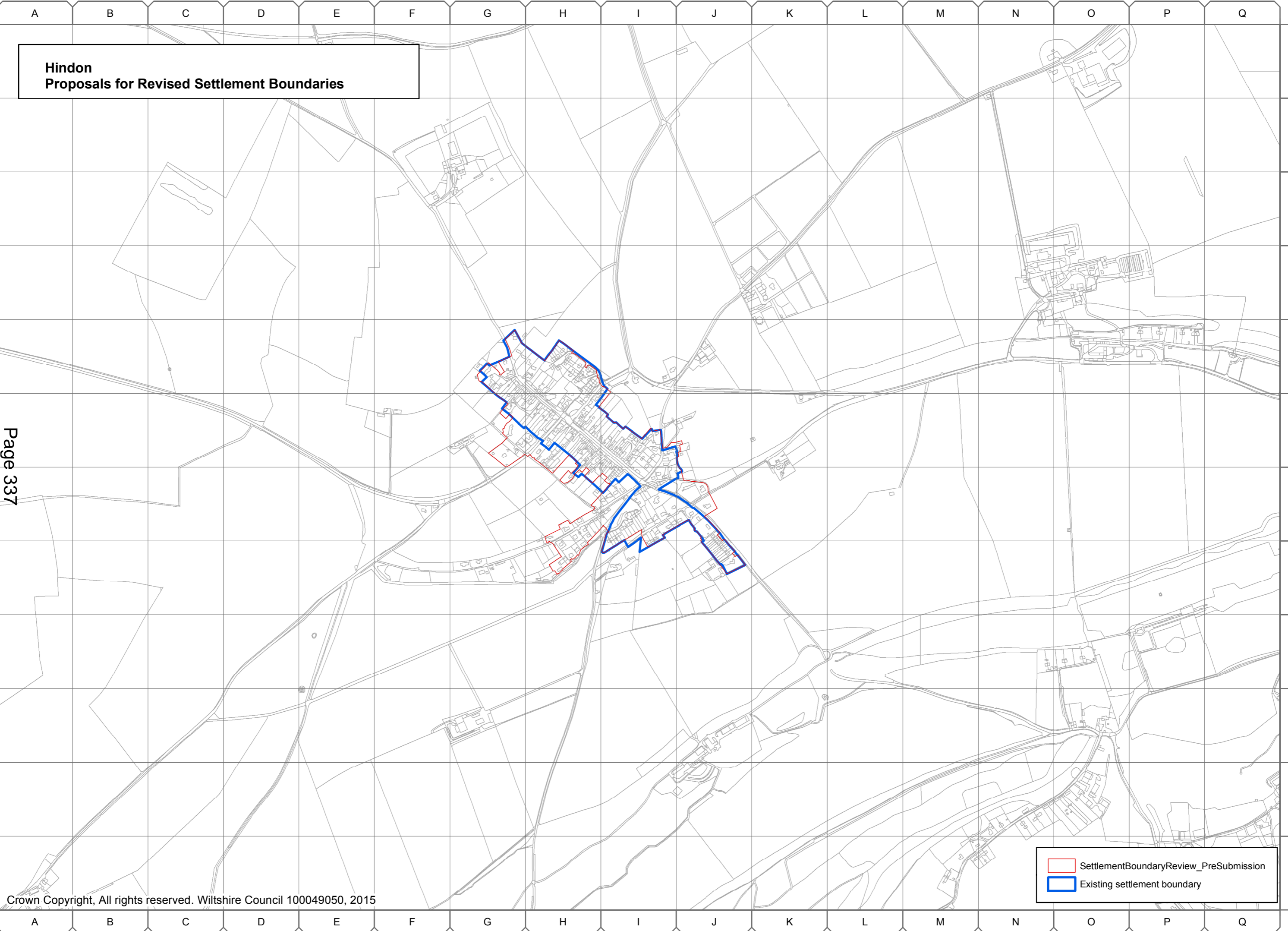
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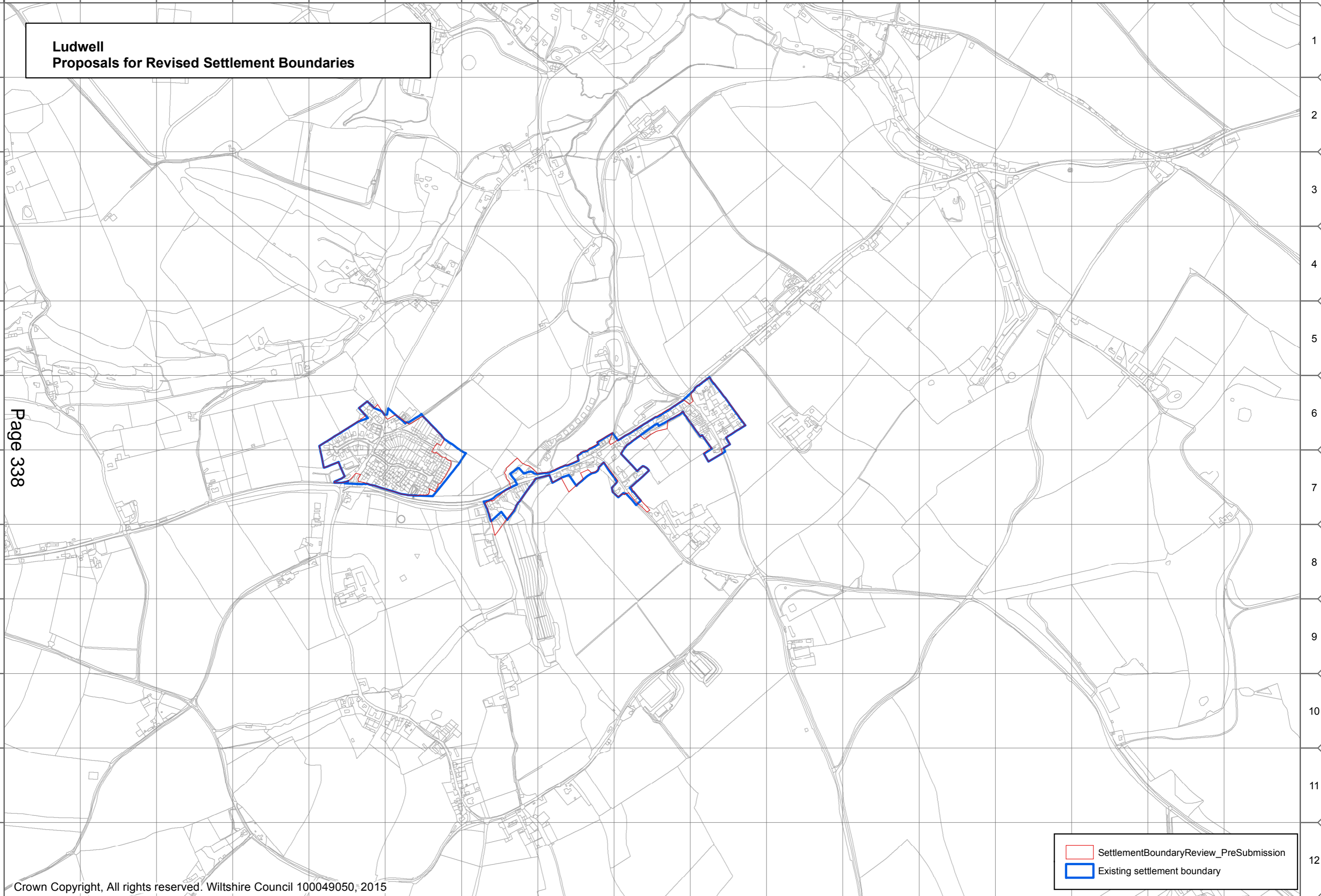
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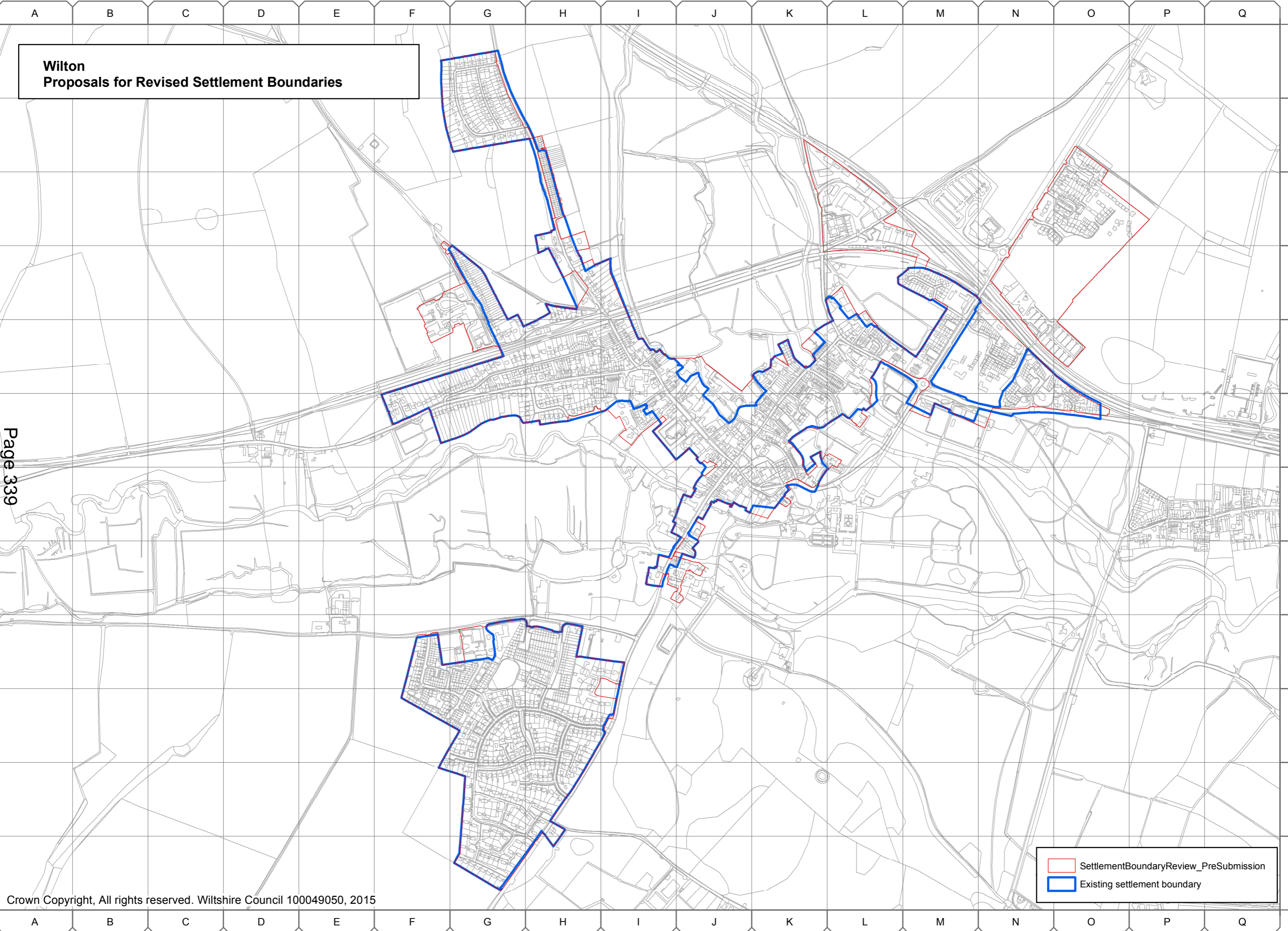
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**Wilton  
Proposals for Revised Settlement Boundaries**

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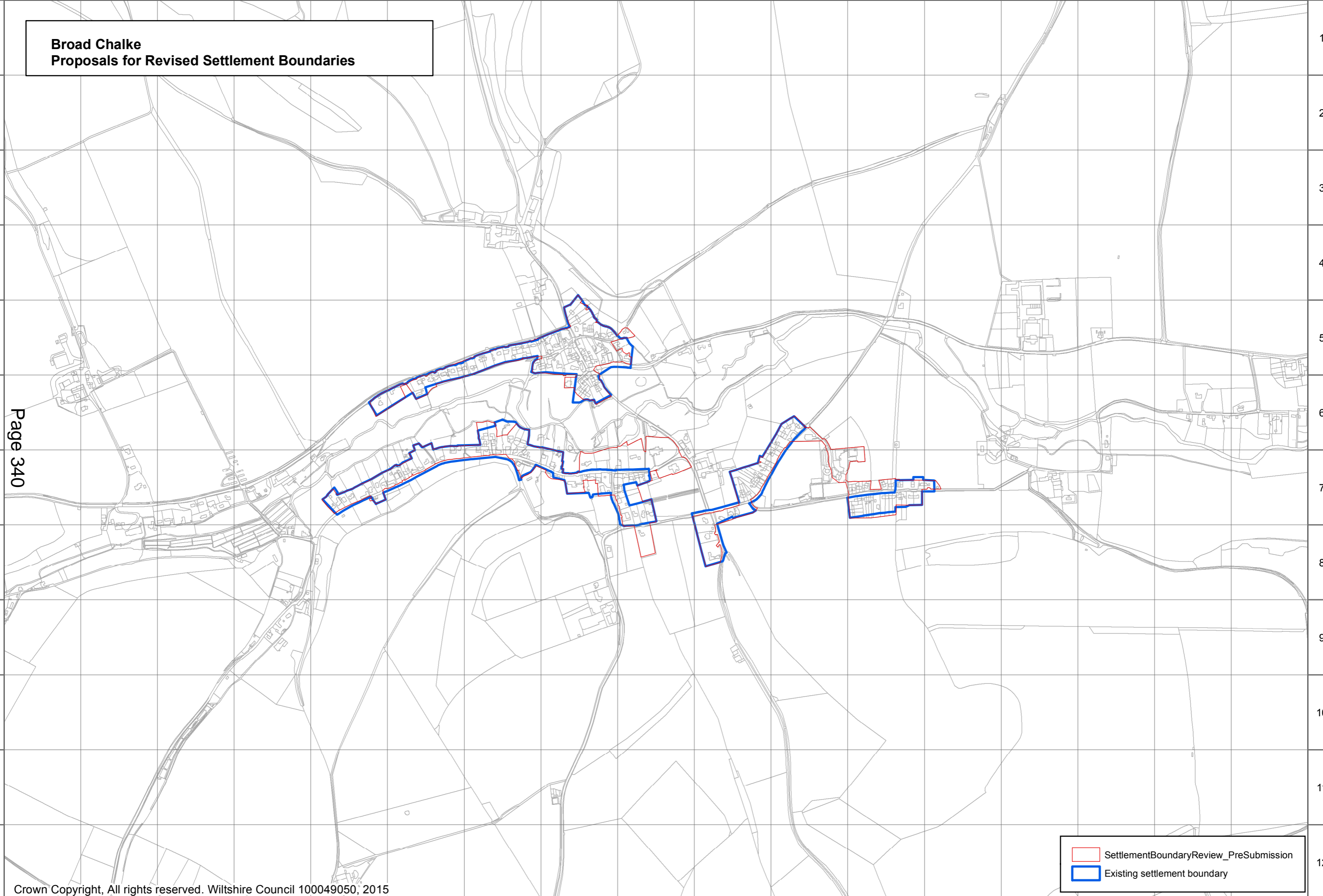


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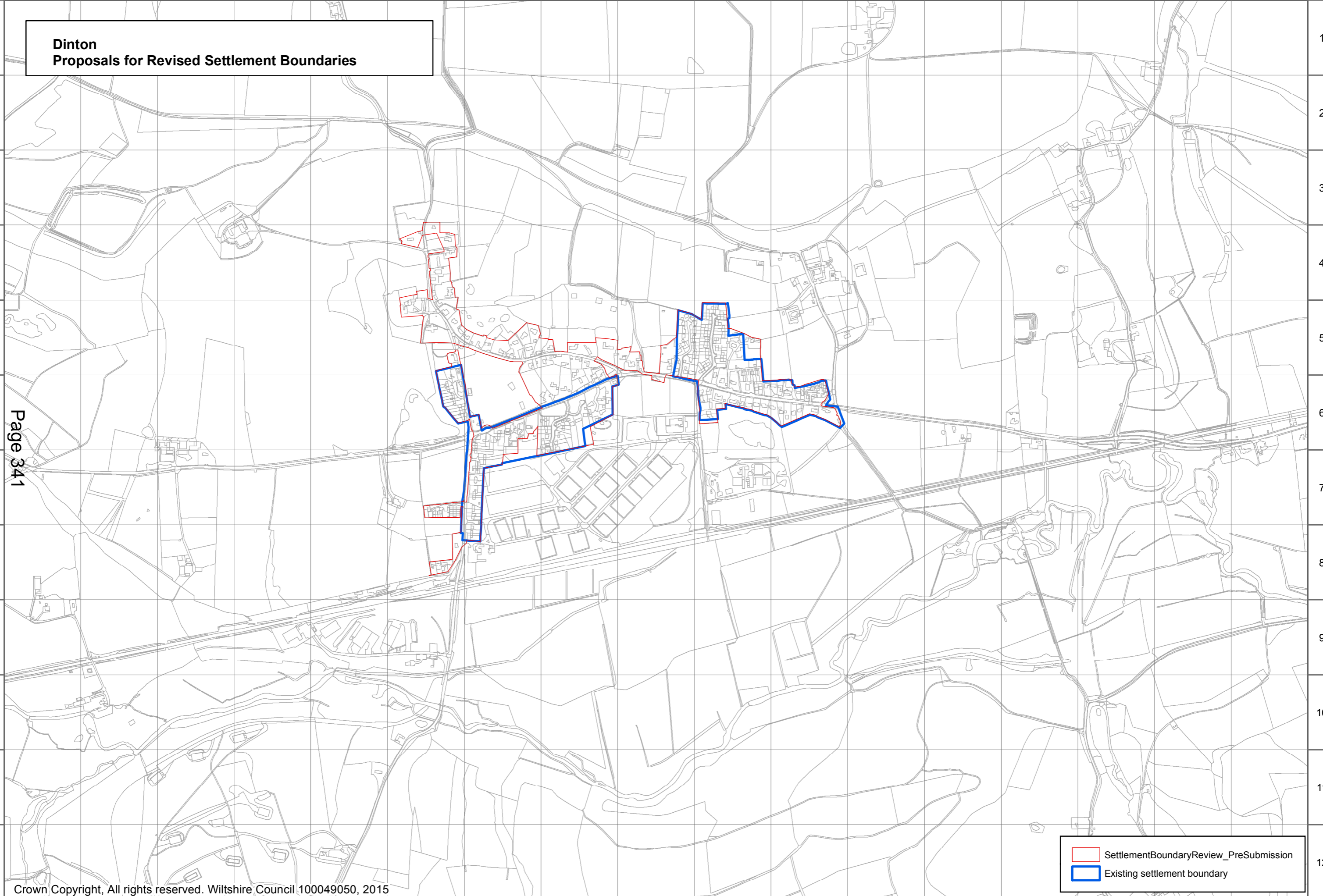
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**Dinton  
Proposals for Revised Settlement Boundaries**



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## **APPENDIX 2**

# **Wiltshire Housing Site Allocations Plan**

## **Topic Paper 1: Settlement Boundary Review Methodology**

June 2017

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## Executive Summary

*Topic Paper 1: Settlement Boundary Review Methodology* is summarised below.

<b>Chapter/ stage</b>		
1	<b>Introduction</b>	Overview of Wiltshire Housing Site Allocations Plan and settlement boundary review process and methodology paper.
<b>Part 1</b>		
<b>Developing the draft settlement boundary review methodology</b>		
2	<b>Policy review</b>	Reviewing the policy basis for the existing settlement boundaries.
3	<b>Best practice review</b>	Reviewing selected best practice examples of approaches undertaken by other local planning authorities (LPAs) when reviewing settlement boundaries.
4	<b>Feedback from Regulation 18 Consultation</b>	Identification and consideration of the issues raised in feedback from the Regulation 18 Consultation on the scope of the Wiltshire Housing Site Allocations Plan (March to May 2014).
5	<b>Draft settlement boundary review methodology</b>	Developing a draft settlement boundary review methodology and accompanying maps showing the draft settlement boundaries for each settlement
<b>Part 2</b>		
<b>Developing the revised settlement boundary review methodology</b>		
6	<b>Informal consultation with town and parish councils</b>	Informal consultation with town and parish councils on the draft settlement boundaries for each settlement (July to September 2014).
7	<b>Feedback from the informal consultation with town and parish councils</b>	An identification and consideration of the issues raised in feedback from the informal consultation on the draft settlement boundary review methodology and maps.
8	<b>Revised settlement boundary review methodology</b>	Developing a revised settlement boundary review methodology and accompanying maps showing the draft settlement boundaries for each settlement

The Draft Plan has been published, supported by the following topic papers:

Document	Purpose
Community Area Topic Papers	<p>Reports on stages 1 to 4a of the site selection process for each community area, including a summary of relevant outputs from stage 3.</p> <p>Reports on the process and outcome of settlement boundary review for each community area settlement</p>
Topic Paper 1: Settlement Boundary Review Methodology	Explains the process followed to review settlement boundaries and how it was developed
Topic Paper 2: Site Selection Process Methodology	Explains the process followed to select preferred sites and produce plan proposals
Topic Paper 3 : Housing land Supply	Provides the quantitative evidence for housing land requirements
Topic Paper 4 : Developing Plan Proposals F	Reports on how preferred sites affect housing land supply for each Housing Market Area in terms of meeting WCS requirements and the spatial strategy
Topic Paper 5 : Assessment of Viability	Tests the ability of sites to be developed, provide policy compliant levels of affordable housing and necessary infrastructure

## Chapter 1: Introduction

- 1.1. The Wiltshire Housing Site Allocations Plan ('the Plan') does two things:
  - It reviews all settlement boundaries in the Wiltshire Core Strategy (WCS) (except for Chippenham, which has been addressed through the Chippenham Site Allocations Plan)
  - Identifies, where necessary, new allocations for housing at settlements to provide for additional housing to help deliver the WCS housing requirement

### Settlement Boundary Review

- 1.2. The Council did not review the extent of the boundaries to inform the WCS and relied upon the former district local plans. They would instead be reviewed as a part of preparing this Plan.
- 1.3. Consequently, the Council has undertaken a comprehensive review of the boundaries to ensure they are up-to-date and adequately reflect changes which have happened since they were first established. The Plan amends settlement boundaries where necessary. It is also the prerogative of local communities to review them through the preparation of neighbourhood plans.
- 1.4. This document sets out the methodology for reviewing settlement boundaries and how it was developed.

### The Site Selection Process

- 1.5. The WCS refers to the role of this Plan, in combination with the Chippenham Site Allocations Plan, to help ensure a sufficient choice and supply of suitable sites throughout the plan period in accordance with national policy and to compliment neighbourhood planning.
- 1.6. A separate paper sets out the methodology for identifying suitable sites for housing development.

### Structure of this paper

- 1.7. Part I explains the development of the draft settlement boundary review methodology, as follows:
  - Chapter 2 reviews the policy basis for the existing settlement boundaries
  - Chapter 3 reviews selected best practice examples of how other local planning authorities have reviewed their settlement boundaries

- Chapter 4 summarises the feedback from the Regulation 18 Consultation on the scope of the Plan
  - Chapter 5 sets out the draft settlement boundary review methodology
- 1.8. Part II explains the development of the revised settlement boundary review methodology following an informal consultation, which was targeted at town and parish councils but open to comments from others, as follows:
- Chapter 6 summarises the process by which the Council undertook an informal consultation with town and parish councils and the feedback received
  - Chapter 7 identifies and considers the issues raised in the feedback from town and parish councils
  - Chapter 8 sets out the revised settlement boundary review methodology

## Part I: Developing the draft settlement boundary review methodology

### Chapter 2: Policy review

- 2.1. This chapter reviews the policy basis for the existing settlement boundaries, which were established by the district local plans and retained in the Wiltshire Core Strategy ('the WCS').

#### National Planning Policy

- 2.2. The National Planning Policy Framework ('the NPPF'), published in March 2012, encourages sustainable patterns of development. For example, the eleventh core principle, in paragraph 17 of the NPPF, states that the planning system should:

*“actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus on significant development in locations which are or can be made sustainable.”*

- 2.3. Also, paragraph 53 of the NPPF states that:

*“local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.”*

- 2.4. The Planning Practice Guidance supports the use of settlement boundaries as a policy tool. It affirms that all settlements may play a role in delivering sustainable development in rural areas<sup>1</sup>.

#### District plans

- 2.5. The former district local plans established the settlement boundaries and used a variety of terms to describe them, as shown in *Table 2.1* below.

District Local Plan	Terminology for settlement boundaries
Kennet Local Plan 2011	'Limits of development'
North Wiltshire Local Plan 2011	'Framework of settlement'
West Wiltshire Local Plan 1 <sup>st</sup> Alteration 2004	'Town policy limits' or 'village policy limits'
Salisbury District Local Plan 2011	'Housing policy boundary'

Table 2.1 – Terminology for settlement boundaries in district local plans

<sup>1</sup> PPG Paragraph: 001; Reference ID: 50-001-20160519.

2.6. Table 2.2 below lists the district plan policies that established the policy basis for settlement boundaries. These policies were replaced by Core Policy 1 (Settlement strategy) and Core Policy 2 (Delivery strategy) of the WCS.

District Local Plan	Policy	Description
<b>Kennet Local Plan 2011</b>	<b>Policy NR6</b> – Sustainability and protection of the countryside	Restricts development to within the Limits of Development defined for the towns and villages as identified on the proposals and inset maps, unless: (i) it is of demonstrable benefit to the local rural economy or the social well-being of the local rural community, and/ or (ii) it is permitted by other policies in the Local Plan.
<b>West Wiltshire District Plan 1<sup>st</sup> Alteration (2004)</b>	<b>H1</b> – Further housing development within towns	Restricts housing development outside of the defined town policy limits, as identified on the proposals and inset maps.
	<b>H17</b> – Village policy limits	Permits limited development within the defined village policy limits, which is compatible with the criteria within Policy H17, as identified on the proposals and inset maps.
<b>North Wiltshire Local Plan 2011</b>	<b>H3</b> – Residential development within framework boundaries	Permits residential development within the framework boundaries, as defined on the Proposals Maps, which is compatible with the criteria in Policy H3.
<b>Salisbury District Local Plan 2011</b>	<b>H16</b> – Housing policy boundaries	Permits residential development within the housing policy boundaries, as defined on the Proposals Maps, which is compatible with the criteria in Policy H16.

Table 2.2 – district local plan policies that established the existing settlement boundaries

### Wiltshire Core Strategy

2.7. The WCS uses the term “limits of development” to refer to settlement boundaries. Core Policy 1 presents a settlement strategy for managing growth over the period up to 2026. This settlement strategy establishes tiers of settlements based on:

- an understanding of their role and function, and
- how they relate to their immediate communities and wider hinterland.

- 2.8. The WCS retains settlement boundaries for principal settlements, market towns, local service centres and large villages, as shown on its accompanying Policies Map.
- 2.9. Core Policy 2 of the WCS has a general presumption in favour of sustainable development within settlement boundaries. Development will not be permitted outside settlement boundaries, other than in circumstances permitted by other policies listed in paragraph 4.25 of the WCS. These 'exception policies' are listed below:
- Additional employment land (Core Policy 34)
  - Military establishments (Core Policy 37)
  - Development related to tourism (Core Policies 39 and 40)
  - Rural exception sites (Core Policy 44)
  - Specialist accommodation provision (Core Policies 46 and 47), and
  - Supporting rural life (Core Policy 48).
- 2.10. Paragraph 4.13 of the WCS allows for the review of the existing settlement boundaries through the Wiltshire Housing Site Allocations Plan. The settlement boundary for Chippenham has been reviewed separately through the Chippenham Site Allocations Plan. Settlement boundaries can also be reviewed by the local community through the neighbourhood planning process.
- 2.11. *Appendix A* to this paper contains a list of settlements that have retained their settlement boundaries, showing those reviewed by this Plan and those reviewed by the Chippenham Site Allocations Plan or a sufficiently advanced neighbourhood planning process.

## Conclusions

- 2.12. The adopted WCS uses settlement boundaries as a policy tool for ensuring the right type of development in the right place. National planning policy encourages sustainable patterns of development and resists inappropriate development in locations where it might cause harm to the local area. These are key underlying principles that will need to be borne in mind when reviewing the existing settlement boundaries. The district local plan policies highlight the different approaches to planning sustainable patterns of development taken by the former district councils in Wiltshire. Understanding these different approaches and the similar principles upon which they are based is important in developing a consistent approach across the whole of Wiltshire.



## Chapter 3: Best practice review

- 3.1. This chapter reviews how other local planning authorities have undertaken a review of their settlement boundaries. The case studies in this review come from Winchester City Council, Purbeck District Council and Kettering Borough Council.

### Case study 1: Winchester City Council

- 3.2. Winchester City Council covers a 250 square mile area of central Hampshire, including the designated heritage city of Winchester itself and neighbouring settlements such as Bishops Waltham, Denmead and The Alresford.
- 3.3. *Table 3.1* sets out how the City Council has reviewed its settlement boundaries.

<b>Case study 1: Winchester City Council<sup>2</sup></b>	
<b>Key features:</b>	<ul style="list-style-type: none"> <li>• Boundary drawn tightly around built form</li> <li>• Follow defined physical features</li> <li>• Need not be continuous; potentially two or more separate elements</li> </ul>
<b>Includes:</b>	<ul style="list-style-type: none"> <li>• Built/ commenced allocations/ planning permissions</li> <li>• Small pieces of land below threshold for allocation or potential infill/ rounding off opportunity</li> <li>• Curtilage contained, visually part of the urban area and separated from the open countryside</li> </ul>
<b>Excludes:</b>	<ul style="list-style-type: none"> <li>• Playing fields or open space at the edge of settlements</li> <li>• Affordable housing permitted on exception sites</li> <li>• Loose knit buildings on the edge of settlements</li> <li>• Outlying or isolated development, including farm buildings</li> <li>• Large gardens or other areas, e.g. paddocks or orchards, whose inclusion would harm the character, structure or form of the area</li> <li>• Important gaps, e.g. where a settlement is fragmented or where open gaps between developed areas should be retained</li> <li>• Camping and caravanning sites not in permanent residential use</li> <li>• Agriculture, forestry, equestrian development, minerals extraction, landfill and public utilities.</li> </ul>
<b>Methodology:</b>	<ul style="list-style-type: none"> <li>• Desk top review, using GIS mapping, aerial photography and information from planning applications</li> <li>• Site visits</li> <li>• Local consultation</li> <li>• Consistent application and explanation of judgements</li> </ul>

Table 3.1 – Winchester City Council’s approach to reviewing its settlement boundary

<sup>2</sup> Winchester City Council. (2014). *Settlement Boundary Review: Winchester District Local Plan Part 2: Development Management and Site Allocations*. Available: <http://www.winchester.gov.uk/assets/files/21793/Settlement-Boundary-Review-2014-FINAL-for-consultation-on-Draft-LPP2-21.10.2014.pdf>. Last accessed 13th October 2016.

### Case study 2: Purbeck District Council

- 3.4. Purbeck District Council covers a 156 square mile area of Dorset, including the Isle of Purbeck, which forms a large proportion of the area, and settlements north and west of the River Frome, including Wareham.
- 3.5. *Table 3.2* sets out how the District Council has reviewed its settlement boundaries.

<b>Case study 1: Purbeck District Council<sup>3</sup></b>	
<b>Key features:</b>	<ul style="list-style-type: none"> <li>• Boundary must be logical, easily identifiable and (normally) follow property boundaries and permanent features</li> <li>• Relates to the urban area and prevent undesirable sprawl</li> <li>• Adhere to settlement hierarchy by directing development towards the most sustainable location</li> <li>• Uses and developments with a clear social or economic relationship with the settlement (including sites within unimplemented planning permission)</li> </ul>
<b>Includes:</b>	<ul style="list-style-type: none"> <li>• Uses and buildings (including sites with unimplemented planning permission) that have a clear social or economic function</li> <li>• Uses and buildings that relate better to the built form of the settlement than the countryside</li> </ul>
<b>Excludes:</b>	<ul style="list-style-type: none"> <li>• Outlying development or small pockets of development that are clearly detached from the settlement</li> <li>• Rural exception sites for affordable housing</li> <li>• Open spaces at the edge of settlements, e.g. sports fields or allotments</li> <li>• Large, open residential gardens or paddocks</li> <li>• Important gaps</li> <li>• Uses that would not normally be found within the settlement boundary, e.g. agriculture or forestry</li> <li>• Camping and caravanning sites unless permanent year round residential occupancy</li> </ul>
<b>Methodology:</b>	<ul style="list-style-type: none"> <li>• Public consultation</li> <li>• Meetings with town and parish councils</li> </ul>

Table 3.2 – Purbeck District Council’s approach to reviewing its settlement boundary

### Case study 3: Kettering Borough Council

- 3.6. Kettering Borough Council covers a 90 square mile area of Northamptonshire, including Kettering, the main town after which it is named and where the Council is based, and other settlements and parishes.

<sup>3</sup> Purbeck District Council. (2015). *Reviewing the Plan for Purbeck’s Future: Purbeck Local Plan Partial Review: Settlement Boundary Review*. Available: <https://www.dorsetforyou.gov.uk/article/409105/Partial-Review-of-Purbeck-Local-Plan-Part-1---Planning-Purbecks-Future>. Last accessed 13 October 2016.

3.7. Table 3.3 sets out how the Borough Council has reviewed its settlement boundaries.

<b>Case study 1: Kettering Borough Council<sup>4</sup></b>	
<b>Key features:</b>	<ul style="list-style-type: none"> <li>• Boundary drawn tightly around built form</li> <li>• Follow defined physical features</li> <li>• Need not be continuous; potentially two or more separate elements</li> </ul>
<b>Includes:</b>	<ul style="list-style-type: none"> <li>• Existing commitments for built developments</li> <li>• Buildings on the edge of villages which relate closely to the economic or social function of the village</li> <li>• Curtilages of properties which are contained and visually separated from the open countryside</li> <li>• New allocations</li> </ul>
<b>Excludes:</b>	<ul style="list-style-type: none"> <li>• Playing fields or open space at the edge of settlements</li> <li>• New allocations for affordable housing</li> <li>• Isolated developments which are physically or visually detached from the settlement</li> <li>• Large gardens and other open areas which are visually open and relate to the open countryside rather than the settlement</li> <li>• Large gardens or other areas whose inclusion or possible development would harm the structure, form and character of the settlement</li> </ul>
<b>Methodology:</b>	<ul style="list-style-type: none"> <li>• Desk top review, using GIS mapping and aerial photography</li> <li>• Site visits</li> <li>• Consultation with parish councils</li> </ul>

Table 3.3 – Kettering Borough Council’s approach to reviewing its settlement boundary

## Conclusions

3.8. It is useful to understand how a range of other local planning authorities have undertaken a review of their settlement boundaries. While there are some differences in their approaches, they generally apply similar principles, such as:

- Boundaries tightly defined around the built form that follow defined and permanent features
- Exclusion of outlying or small pockets of development that are clearly detached from the settlement, and
- Boundaries need not be continuous

3.9. There does need to be, as far as possible, a consistent application of principles with a clear justification and reasoning for changes. However, it appears decisions often depend upon officer judgement such as, for example, on whether buildings relate more to the built form or open countryside.

<sup>4</sup> Kettering Borough Council. (2011). *Site Specific Proposals Local Development Document. Background Paper: Settlement Boundaries*. Available: [https://secure.kettering.gov.uk/downloads/file/4918/settlement\\_boundaries](https://secure.kettering.gov.uk/downloads/file/4918/settlement_boundaries). Last accessed 13 October 2016.

## Chapter 4: Feedback from the Regulation 18 Consultation

- 4.1. This chapter outlines the purpose of the Regulation 18 Consultation on the scope of the Wiltshire Housing Site Allocations Plan ('the Plan') and summarises the feedback.

### The Regulation 18 Consultation

- 4.2. Between 24<sup>th</sup> March and 5<sup>th</sup> May 2014, the Council undertook a formal public consultation on the scope of the Plan. The consultation signalled that the Plan would:
- Review settlement boundaries across Wiltshire, and
  - Consider housing site proposals
- 4.3. The consultation also included a 'call for sites' request, which asked for potential housing sites to be submitted to the Council by completing a Strategic Housing Land Availability Assessment (SHLAA) form.

### Summary of consultation feedback

- 4.4. While the majority of responses related to potential housing sites, comments on the proposed settlement boundary focussed on the approach, the settlement strategy and the relationship with the neighbourhood planning process.

#### *Issue 1: The approach to the settlement boundary review*

- 4.5. It was suggested that there was an inconsistency between references in the WCS to the approach reviewing settlement boundaries. For instance, paragraph 4.13 states that:

*'these settlement boundaries will be reviewed as part of the Wiltshire Housing Site Allocations Plan and Chippenham Site Allocations Plan, as set out in the Council's Local Development Scheme, in order to ensure they are up to date and can **adequately** (emphasis added) reflect changes which have happened since they were first established.'*

- 4.6. However, paragraph 4.15 states that:

*'these settlement boundaries will also be reviewed as part of the Wiltshire Housing Site Allocations Plan as set out in the Council's Local Development Scheme, in order to ensure they remain up to date and **properly** (emphasis added) reflect building that has happened since they were first established.'*

- 4.7. Nevertheless, the Council considers both sentences to be similar, with the words ‘adequately’ and ‘properly’ used interchangeably.

*Issue 2: the settlement strategy*

- 4.8. It was also suggested that how settlements were classified in the district plans should be taken into account when reviewing the settlement boundary. It was highlighted that previous district plan policies had identified distinct settlements, which the WCS has then grouped together and classified them as large villages.
- 4.9. However, the Council considers that the settlement boundary review should reflect how settlements have been classified in Core Policy 1 of the WCS and can show separate boundaries for each settlement forming a group.

*Issue 3: the relationship with the neighbourhood planning process*

- 4.10. There were queries about the relationship between the settlement boundary review and the neighbourhood planning process. Would the Plan take into account proposals in Neighbourhood Plans? Would Neighbourhood Plans need to have reached an advanced stage?
- 4.11. The Council agrees that this issue requires clarification. It would be important to find out from town and parish councils if they were looking to review their settlement boundaries through a neighbourhood plan.

**Conclusions**

- 4.12. Few specific issues were identified through the Regulation 18 Consultation in relation to the proposed settlement boundary review. However, the relationship with the neighbourhood planning process is something that would need to be explored further. This could be done as part of the informal consultation with town and parish councils on draft settlement boundaries. It would help in better understanding the relationship between the two processes.
- 4.13. Further information on the consultation and feedback can be found in the Consultation Statement<sup>5</sup> accompanying the Plan.

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<sup>5</sup> Wiltshire Council (June 2017), Wiltshire Housing Sites Allocations Plan Consultation Statement. Annex A: Report on the Regulation 18 Consultation.

## Chapter 5: The draft settlement boundary review methodology

- 5.1. This chapter sets out the draft settlement boundary review methodology. It was developed from a consideration of feedback from the Regulation 18 Consultation and the policy and best practice reviews.

### The draft settlement boundary review methodology

- 5.2. *Table 5.1* below sets out the draft settlement boundary review methodology.

<b>The draft settlement boundary review methodology</b>	
<b>Where practical, the draft settlement boundaries follow clearly defined physical features, such as, walls, fences, hedgerows, roads and water courses in order to define the built area of the settlement.</b>	
<b>Areas which have been included are:</b>	<ul style="list-style-type: none"> <li>• Both built and extant planning permissions for residential and employment uses for areas which are physically/ functionally related to the settlement</li> <li>• Existing and extant planning permissions for community facilities, such as religious buildings, schools and community halls which are considered to be physically/ functionally related to the settlement</li> <li>• Site allocations identified in the development plan for both residential, community and employment uses which are physically/ functionally related to the settlement.</li> </ul>
<b>Areas which have been excluded are:</b>	<ul style="list-style-type: none"> <li>• Curtilages of properties which have the capacity to extend the built form of the settlement. This includes large residential gardens</li> <li>• Recreational or amenity space at the edge of settlements which primarily relate to the countryside (in form or nature)</li> <li>• Isolated development which is physically or visually detached from the settlement (including farm buildings or agricultural buildings, renewable energy installations).</li> </ul>

**Table 5.1 – the draft settlement boundary review methodology**

- 5.3. The Council followed this draft methodology to draw new settlement boundaries. A desktop review used geographical information system (GIS) data sets, including aerial imagery and ordnance survey maps. It sought to define a new boundary that would include the central area for each principal settlement, market town, local service centre and large village. This extended to schools, existing employment areas and defined curtilages of existing buildings within the settlement, where appropriate to the criteria in the draft methodology.

- 5.4. The Council presented the new boundaries for each settlement on OS maps, which also included the existing boundary to clearly show the areas of change. The maps were made available through the Council's online consultation portal as part of an informal consultation (between July and September 2014) targeted at town and parish councils but open to comments from others<sup>6</sup>.

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<sup>6</sup> The maps showing the draft settlement boundaries (July 2014) are available to download from the Council's online consultation portal at [http://consult.wiltshire.gov.uk/portal/spatial\\_planning/sites\\_dpd/settlement\\_boundary\\_review\\_intial\\_and\\_informal\\_consultation](http://consult.wiltshire.gov.uk/portal/spatial_planning/sites_dpd/settlement_boundary_review_intial_and_informal_consultation).

## Part II: Developing the revised settlement boundary review methodology

### Chapter 6: The informal consultation with town and parish councils

- 6.1. This chapter outlines the process of consultation with town and parish councils about the draft settlement boundary review and summarises the feedback.

#### The informal consultation with town and parish councils

- 6.2. In July 2014, the Council published the draft settlement boundary review methodology and individual maps for each settlement with a settlement boundary. The maps were made available through the Council's online consultation portal<sup>7</sup>. An informal consultation on these proposals took place for an eight week period between 28 July and 22 September 2014. During the consultation period, the Council held briefing sessions for town and parish councils in Calne, Salisbury and Trowbridge.
- 6.3. The consultation targeted town and parish councils because they are representatives of their respective communities and may have detailed knowledge of their local area. However, for transparency, the Council made the methodology and maps publically available on its website and consultation portal from the start of the consultation.
- 6.4. The Council received comments from individuals and organisations, in addition to those from town and parish councils. Many arrived after the deadline. As this was an informal consultation, the Council accepted these comments to better inform the settlement boundary review.

#### Summary of consultation feedback

- 6.5. In summary, those who responded:
- Highlighted a lack of consistency in applying the criteria
  - Agreed that the settlement boundary should follow clearly defined physical features but wanted it to be more clearly shown whether they are inside or outside the line
  - Argued that the term 'functionally' should be removed because it is too simplistic/ imprecise (for example, a garage or household amenity site located several miles away from the settlement could be considered 'functionally' related if people use the facilities)

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<sup>7</sup> The maps showing the draft settlement boundaries (July 2014) are available to download from the Council's online consultation portal at [http://consult.wiltshire.gov.uk/portal/spatial\\_planning/sites\\_dpd/settlement\\_boundary\\_review\\_intial\\_and\\_informal\\_consultation](http://consult.wiltshire.gov.uk/portal/spatial_planning/sites_dpd/settlement_boundary_review_intial_and_informal_consultation).



- Wanted to protect employment land from residential development by including only residential development within the settlement boundary or, failing that, having a separate boundary for employment development
- Disagreed that the settlement boundary should include allocations, development proposals and unimplemented planning permissions (a view supported by the majority of comments on this issue)
- Disagreed that the settlement boundary should exclude large gardens and particularly objected to the line being drawn through the middle of the curtilage of properties.
- Argued that there was less opportunity to meet National Planning Policy Framework and Wiltshire Core Strategy housing targets on land within the settlement boundary because the proposed changes removed land with only minor additions. This resulted in tightly constrained settlements, excluded large gardens, protected amenity land and excluded Strategic Housing Land Availability Assessment sites.

## Conclusions

- 6.6. The targeted consultation with town and parish councils brought up several important issues, summarised above and discussed in more detail in the next chapter.
- 6.7. The Consultation Statement that accompanies the Plan contains further details about the consultation and the feedback, including comments in full and officer responses<sup>8</sup>.

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<sup>8</sup> Wiltshire Council (June 2017). Wiltshire Housing Sites Allocations Plan Consultation Statement. Annex B: Report on the Informal Consultation with Town and Parish Councils on Draft Proposals for Amending Settlement Boundaries.

## Chapter 7: Feedback from the informal consultation with town and parish councils

- 7.1. This chapter identifies and gives further consideration to the main issues that have come out of feedback from the consultation. It then sets out how each of these issues will be addressed in developing a revised settlement boundary review methodology. Finally, the chapter summarises the changes to the method and provides a comparison with the draft settlement boundary review methodology.

### Overview

- 7.2. Those who responded to the consultation commented on the relationship between the settlement boundary and:
- Physical features on the ground
  - Different types of development
  - Planning permissions
  - Sites allocated for development in the local plan
  - The curtilage of properties, including large gardens, and
  - Recreational or amenity space at the edge of settlements
- 7.3. Many also commented on the relationship between the settlement boundary review and the neighbourhood planning process.
- 7.4. Each of these issues will be considered separately in more detail below.

### Physical features on the ground

- 7.5. The draft settlement boundary review methodology stated that:

*“Where practical, the draft settlement boundaries follow clearly defined physical features, such as, walls, fences, hedgerows, roads and water courses in order to define the built area of the settlement.”*

- 7.6. Those who responded agreed that the settlement boundary should follow clearly defined physical features. However, they wanted it to be more clearly shown whether they are inside or outside the line. Other minor points raised by consultation feedback included replacing the phrase ‘where practical’ with ‘where practicable’, which is grammatically correct in this context, and ‘built area’ with ‘built form’.

### Conclusion

- 7.7. There was no disagreement with the general approach in this section. The points raised here essentially relate to issues of clarification and consistency. Therefore, the revised settlement boundary review methodology will make it clear that the settlement boundary will follow but not include clearly defined physical features. This will be reflected in revisions to the maps. Further changes to wording and sentence structure will be made in respect of the minor grammatical points raised in order to aid clarity and understanding.

### **Different types of development**

- 7.8. The draft settlement boundary review methodology includes:

- Residential, employment and community facility uses, such as religious buildings, schools and community halls, which are physically/functionally related to the settlement

- 7.9. It excludes:

- Isolated development that is physically or visually detached from the settlement (including farm buildings or agricultural buildings, renewable energy installations)

- 7.10. Some of those who responded disagreed with the inclusion of employment land within the settlement boundary. They argued that employment land needs to be protected from residential development. Other minor points raised by consultation feedback related to some of the terms used in this part of the methodology. The term 'functionally related' was considered too imprecise. For example, a garage and a household amenity site might be located several miles away from the settlement. However, they could be said to be functionally related to a settlement if people used these facilities. Also, the term 'visually detached' was considered to be used interchangeable with 'physically' and 'functionally' throughout the methodology.

### *Conclusion*

- 7.11. There was less agreement on the general approach in this section, specifically in relation to the inclusion of employment land within the settlement boundary. This perhaps reflects the evolution of the draft settlement boundary review methodology from four different approaches in the former district local plans. Not all of the former district local plans included employment land within their settlement boundaries. There is also a desire to protect employment land from residential conversion. However, Core Policy 35 of the Wiltshire Core Strategy ('the WCS') protects employment land from residential development. Yet, the protection under Core Policy 35 only extends to principal settlements, market towns and local service centres. Employment land in large villages is not protected by Core Policy 35. Neither is employment land protected in small

villages but small villages do not have settlement boundaries. There is then a need to address the omission of large villages from Core Policy 35 and concerns raised during consultation feedback. This does not mean that employment land should be excluded from settlement boundaries in all types of settlement.

Therefore, the revised settlement boundary review methodology will exclude employment development at the edge of large villages. Further wording changes, such as removing the term ‘functionally related’ and consistent use of ‘physically’ in place of ‘visually’ or ‘functionally’, would aid clarity.

### **Planning permission**

7.12. The draft settlement boundary review methodology includes:

- Extant planning permissions

7.13. Many of those who responded disagreed with the inclusion of unimplemented planning permissions within the settlement boundary. They argued that many planning permissions never get built out and that the final built form may differ substantially from the original permission.

#### *Conclusion*

7.14. The role of a settlement boundary is to define the built form of the settlement. Unimplemented planning permissions, by definition, have yet to be built and, therefore, do not form part of the built environment. Until they are built, there is still a degree of uncertainty over the exact layout of the urban form. Indeed, they may not be built out at all. However, for those planning permissions where development has commenced, there is a much greater certainty over the final built form of the development. Therefore, the revised settlement boundary review methodology will include within the settlement boundary built or commenced planning permissions but exclude all unimplemented planning permissions. Nevertheless, it is recognised that settlement boundaries represent a snapshot in time. Unimplemented planning permissions subsequently built out can be included within a future review.

### **Sites allocated for development in the local plan**

7.15. The draft settlement boundary review methodology includes:

- Site allocations identified in the development plan

7.16. Many of those who responded disagreed with the inclusion of site allocations within the settlement boundary. Their reasoning being similar to that behind their opposition to the inclusion of unimplemented planning permissions.

#### *Conclusion*

7.17. Again, the purpose of the settlement boundary is to define the built form of a settlement. There is likely to be uncertainty over how much space within the red line on a site plan drawing is taken up by the built form. Therefore, the revised settlement boundary review methodology will exclude site allocations identified in the development plan.

### **The curtilage of properties, including large gardens**

7.18. The draft settlement boundary review methodology excludes:

- The curtilages of properties that have the capacity to extend the built form of the development. This includes large gardens.

7.19. Those who responded strongly disagreed with the exclusion of large gardens from within settlement boundaries. There was also opposition to the settlement boundary being drawn arbitrarily through the middle of gardens, effectively bisecting the curtilage of the property. In some cases, the settlement boundary had been drawn touching or even through the actual property.

### *Conclusion*

7.20. There needs to be a balance between tightly constraining growth and substantially extending the built form of settlements. Some parts of the curtilage of properties relate more closely to the built environment, such as gardens. Others relate more closely to the open countryside, such as fields or paddocks. However, the inclusion of some gardens within the settlement boundary could substantially extend the built form of the settlement. Whether this could happen depends upon the size of the garden and the location, i.e. its scale in relation to its immediate surroundings. It would be impractical to specify a size limitation as this may not be appropriate for all settlements. There is a need for a subtle and flexible approach. One that takes into account differences between settlements and consultation feedback and balances the need to control development with allowing for the growth of settlements. Therefore, the revised settlement boundary review methodology will include the curtilage of a property that relates more closely to the built environment, e.g. a garden), or has limited capacity to extend the built form of the settlement in terms of scale and location. However, it will exclude the curtilage of a property that relates more closely to the open countryside, e.g. a field or a paddock, or has the capacity to substantially extend the built form of the settlement in terms of scale and location.

### **Recreational or amenity space at the edge of settlements**

7.21. The draft settlement boundary review methodology excludes:

- Recreational or amenity space at the edge of settlements that primarily relate to the countryside (in form or nature)

- 7.22. Consultation feedback opposed the exclusion of small parcels of open land on the edge of settlements. Many of these had previously been included within the settlement boundary. The draft methodology drew concerns about unnecessarily tightening settlement boundaries and restricting reasonable development opportunities on unused or infill land. Some argued that removing land within the existing boundary and tightly constraining settlements meant less opportunity to meet National Planning Policy Framework and WCS housing targets.

### *Conclusion*

- 7.23. Again, there need to be a balance between tightly constraining growth and substantially extending the built form of settlements. Some recreational or amenity spaces at the edge of settlements relate more closely to the built environment. Others relate more closely to the open countryside. The inclusion within the boundary of some recreational or amenity spaces at the edge of settlements could substantially extend the built form of the settlement. Whether this could happen depends upon the size of the recreational or amenity space and its relationship to its immediate surroundings. It would be impractical to specify a size limitation as this may not be appropriate for all settlements. There is a need for a subtle and more flexible approach. One that takes into account differences between settlements and consultation feedback and balances the need to control development with allowing for the growth of settlements. Therefore, the revised settlement boundary review methodology will include recreational or amenity spaces that relate more closely to the built environment. However, it will exclude those which relate more closely to the open countryside. Nevertheless, it is recognised that these decisions will often be a matter of officer judgement that depends on the individual circumstances.

### **Relationship with neighbourhood planning**

- 7.24. The informal consultation asked town and parish councils whether they have, or were intending to review settlement boundaries as part of their neighbourhood plan. The information sought included that on any work they had undertaken and the timetable for their neighbourhood plan.
- 7.25. Consultation responses from town and parish councils requested clarification on the relationship between neighbourhood plans and the Plan. Some commented on the need for settlement boundaries in neighbourhood plans to take precedence. They also suggested the Council should confirm that the settlement boundaries in the Plan could be subject to further change arising from subsequent neighbourhood plans.

## Conclusion

- 7.26. Paragraphs 4.13 and 4.15 of the WCS support the review of settlement boundaries through the Plan or through neighbourhood plans<sup>9</sup>. Therefore, where a neighbourhood plan has been considered to have reviewed the settlement boundary and is at a sufficiently advanced stage, then the Council considers it unnecessary to duplicate this work by reviewing the relevant settlement boundary in the Plan. However, updates may be appropriate to reflect planning permissions that have been implemented since the boundary was reviewed. The position up to 1 April 2016 has been taken into account in the preparation of the Plan to reflect the latest monitoring data.
- 7.27. Neighbourhood plans will be considered to have reviewed their settlement boundaries where this issue has been explicitly addressed through the neighbourhood plan process, even if the eventual outcome is to retain the existing settlement boundary. Generally, when a neighbourhood plan submitted to the Council has reviewed a settlement boundary and proposes amendments, this Plan does not carry out a second review of the boundaries<sup>10</sup>. The community area topic papers will highlight those settlements where the settlement boundary is considered to have been reviewed by a sufficiently advanced neighbourhood plan.
- 7.28. However, for settlements where the neighbourhood plan is not considered to have reviewed their boundary, or where there is no neighbourhood plan or one at an early stage, then the settlement boundary will be reviewed through the Plan.
- 7.29. Neighbourhood plans submitted subsequently will still be able to consider their own settlement boundary through the neighbourhood planning process. Once a future neighbourhood plan is 'made', its settlement boundaries will then supersede those in the Plan.

## Summary

- 7.30. *Table 9.1* summarises the changes and compares them with the draft methodology. These have resulted from identifying and considering the issues espoused in feedback from the informal consultation with town and parish councils and further officer review.

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<sup>9</sup> The settlement boundary for Chippenham has been reviewed separately through the Chippenham Site Allocations Plan.

<sup>10</sup> Formal submission takes place under Regulation 16 of the Neighbourhood Planning Regulations 2011 (As amended).

Criteria	Draft methodology	Revised methodology
<b>Physical features on the ground</b>	<i>Where practical, the draft settlement boundaries follow clearly defined physical features, such as, walls, fences, hedgerows, roads and water courses in order to define the built area of the settlement.</i>	<b><i>The settlement boundaries define the built form of the settlement by, where practicable, following but not including clearly defined physical features, such as walls, fences, hedgerows, roads and water courses.</i></b>
<b>Different types of development</b>	<u>Includes:</u> <i>Residential, employment and community facility uses, such as religious buildings, schools and community halls, which are physically/ functionally related to the settlement</i>	<u>Includes:</u> <b><i>Residential and community facilities development, such as religious buildings, schools and community halls, that is physically related to the settlement</i></b>  <b><i>Employment development in principal settlements, market towns and local service centres<sup>11</sup> that is physically related to the settlement</i></b>
	<u>Excludes:</u> <i>Isolated development that is physically or visually detached from the settlement (including farm buildings or agricultural buildings, renewable energy installations)</i>	<u>Excludes:</u> <b><i>Employment development, farm buildings and farmyards, at the edge of large villages<sup>1</sup></i></b>  <b><i>Isolated development that is physically detached from the settlement (including farm buildings or agricultural buildings and renewable energy installations)</i></b>
<b>Planning permission</b>	<u>Includes:</u> <i>Built and extant planning permissions</i>	<u>Includes:</u> <b><i>Built and commenced planning permissions</i></b>
		<u>Excludes:</u> <b><i>All types of unimplemented planning permissions</i></b>

<sup>11</sup> As defined in Core Policy 1 Settlement Strategy in the adopted Wiltshire Core Strategy (January 2015).



Criteria	Draft methodology	Revised methodology
Sites allocated for development in the local plan	<u>Includes:</u> <i>Site allocations identified in the development plan</i>	
		<u>Excludes:</u> <b>Site allocations</b>
The curtilage of properties, including large gardens	<u>Includes:</u>	<u>Includes:</u> <b>The curtilage of a property that relates more closely to the built environment (e.g. a garden) or has limited capacity to extend the built form of the settlement in terms of scale and location</b>
	<u>Excludes:</u> <i>The curtilages of properties that have the capacity to extend the built form of the development. This includes large gardens.</i>	<u>Excludes:</u> <b>The curtilage of a property that relates more closely to the open countryside (e.g. a field or paddock) or has the capacity to substantially extend the built form of the settlement in terms of scale and location</b>
Recreational or amenity space at the edge of settlements	<u>Includes:</u>	<u>Includes:</u> <b>Recreational or amenity space at the edge of a settlement that relates more closely to the built environment</b>
	<u>Excludes:</u> <i>Recreational or amenity space at the edge of settlements that primarily relate to the countryside (in form or nature)</i>	<u>Excludes:</u> <b>Recreational or amenity space at the edge of the settlement that relates more closely to the open countryside</b>

Table 7.1 – Comparison between draft and revised settlement boundary methodologies

7.31. The Plan will not review the settlement boundary of settlements where it is already considered to have been reviewed by a sufficiently advanced neighbourhood plan. Should a subsequent neighbourhood planning process review a settlement boundary then it can decide whether to keep the boundary in the Plan, or develop and consult upon its own, bespoke boundary.



## Chapter 8: The revised settlement boundary review methodology

8.1. This chapter sets out the revised settlement boundary review methodology, which resulted from consultation feedback and further officer review.

### The revised settlement boundary review methodology

8.2. *Table 8.1* sets out the revised settlement boundary review methodology.

<b>The revised settlement boundary review methodology</b>	
<b>The settlement boundaries define the built form of the settlement by, where practicable, following but not including clearly defined physical features, such as walls, fences, hedgerows, roads and water courses.</b>	
<b>Areas which have been included are:</b>	<ul style="list-style-type: none"> <li>• Built and commenced residential and community facilities development such as religious buildings schools and community halls, that is physically related to the settlement</li> <li>• Built and commenced employment development in principal settlements, market towns and local service centres<sup>12</sup> that is physically related to the settlement</li> <li>• The curtilage of a property that relates more closely to the built environment (e.g. a garden) or has limited capacity to extend the built form of the settlement in terms of scale and location</li> <li>• Recreational or amenity space at the edge of a settlement that relates more closely to the built environment</li> </ul>
<b>Areas which have been excluded are:</b>	<ul style="list-style-type: none"> <li>• Employment development, farm buildings and farmyards, at the edge of large villages</li> <li>• Isolated development that is physically detached from the settlement (including farm buildings or agricultural buildings and renewable energy installations)</li> <li>• The extended curtilage of a property that relates more closely to the open countryside (e.g. a field or paddock) or has the capacity to substantially extend the built form of the settlement in terms of scale and location</li> <li>• Recreational or amenity space at the edge of the settlement that relates more closely to the open countryside</li> <li>• All types of unimplemented planning permission</li> <li>• Site allocations</li> </ul>

**Table 8.1 – the revised settlement boundary review methodology**

<sup>12</sup> As defined in Core Policy 1 Settlement Strategy in the adopted Wiltshire Core Strategy (January 2015)

### **Undertaking the review of settlement boundaries**

- 8.3. The Council undertook a desktop review of each boundary using geographical information system (GIS) data sets, including aerial imagery and ordnance survey maps. The desktop review produced a revised boundary that followed the methodology above but also considered consultation responses received in regards to specific locations.
- 8.4. It was recognised that a desktop review alone may not necessarily take into account the detail and most recent changes on the ground. Therefore, following the desktop assessment, planning officers with relevant local knowledge were consulted on the maps produced for each settlement. They have more detailed, up to date local knowledge of the area they cover. It was considered that they would be able to provide further critical assessment of the proposed boundary. Feedback from planning officers was then taken into account and any final revisions to the boundary maps were made.

### **The proposed changes to settlement boundaries**

- 8.5. Each community area topic paper supporting the Wiltshire Housing Site Allocations Plan contains OS maps showing settlement boundaries where they are proposed for review. The maps show both the existing settlement boundary, as set out in the Wiltshire Core Strategy Policies Map or where relevant neighbourhood plan, and the revised settlement boundary for comparison. A schedule and justification of the main changes from the existing settlement boundary are also provided alongside the maps.

## Appendix A – Amended Settlement Boundaries

### East Wiltshire Housing Market Area (HMA): Amended Settlement Boundaries

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
<b>Devizes</b>		
	Devizes*	Devizes*
	Bromham	Potterne
	Market Lavington	Urchfont
	Rowde	
	West Lavington and Littleton Panell	
	Worton	
<b>Marlborough</b>		
	Aldbourn	
	Baydon	
	Broad Hinton	
	Marlborough	
	Ramsbury	
<b>Tidworth and Ludgershall</b>		
	Collingbourne Ducis	
	Ludgershall	
	Netheravon	
	Tidworth	
<b>Pewsey</b>		
	Burbage	Pewsey
	Great Bedwyn	
	Shalbourne	
	Upavon	

\* Devizes has a made Neighbourhood Plan which has reviewed its settlement boundary. The Devizes Neighbourhood Plan had the intention of including its site allocations within its settlement boundary however one allocation was omitted in error. Wiltshire Council has not conducted a wholesale review of the settlement boundary of Devizes however it does include the site omitted from the boundary in error in the Neighbourhood Plan.

### North and West Wiltshire Housing Market Area (HMA): Amended Settlement Boundaries

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
<b>Bradford on Avon</b>		
	Westwood	Bradford on Avon
	Winsley	Holt

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
<b>Calne</b>		
	Calne	
	Studley and Derry Hill	
<b>Chippenham<sup>13</sup></b>		
	Christian Malford	
	Hullavington	
	Kington St Michael	
	Sutton Benger	
	Yatton Keynell	
<b>Corsham</b>		
	Box	
	Colerne	
	Corsham	
	Rudloe	
<b>Malmesbury</b>		
	Malmesbury	Great Somerford
	Ashton Keynes	
	Crudwell	
	Oaksey	
	Sherston	
<b>Melksham</b>		
	Atworth	
	Melksham and Bowerhill	
	Seend	
	Semington	
	Shaw and Whitley	
	Steeple Ashton	
<b>Royal Wootton Bassett and Cricklade</b>		
	Cricklade	
	Lyneham	
	Purton	
	Royal Wootton Bassett	
<b>Trowbridge</b>		
	Hilperton	
	North Bradley	
	Southwick	
	Trowbridge	
<b>Warminster</b>		
	Chapmanslade	
	Codford	

<sup>13</sup> The settlement boundary for the town of Chippenham has been reviewed by the Chippenham Site Allocations Plan.

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
	Corsley	
	Heytesbury	
	Sutton Veny	
	Warminster	
<b>Westbury</b>		
	Bratton	
	Dilton Marsh	
	Westbury	

### South Wiltshire Housing Market Area (HMA): Amended Settlement Boundaries

Community Area	Settlement Boundaries reviewed by the Wiltshire Housing Site Allocations Plan	Settlement Boundaries not reviewed because of Neighbourhood Plans
<b>Amesbury, Bulford and Durrington</b>		
	Amesbury	Porton (Idmiston NP)
	Bulford	
	Durrington	
	Great Wishford	
	Shrewton	
	The Winterbournes	
	Tilshead	
<b>Mere</b>		
	Mere	
<b>Salisbury</b>		
	Salisbury	
<b>Southern Wiltshire</b>		
	Alderbury	
	Combe Bissett	
	Downton	
	Morgan Vale and Woodfalls	
	Pitton	
	Whiteparish	
	Winterslow	
<b>Tisbury</b>		
	Fovant	
	Hindon	
	Ludwell	
	Tisbury	

<b>Wilton</b>		
	Broad Chalke	
	Dinton	
	Wilton	

For settlement boundaries reviewed by the Wiltshire Housing Site Allocations Plan, the Community Area Topic Papers include maps showing previous and amended boundaries for settlements in each HMA. Each map is accompanied by a table of changes from the current adopted boundary.



## **APPENDIX 3**

# **Wiltshire Housing Site Allocations Plan**

## **Topic Paper 2: Site Selection Process Methodology**

June 2017



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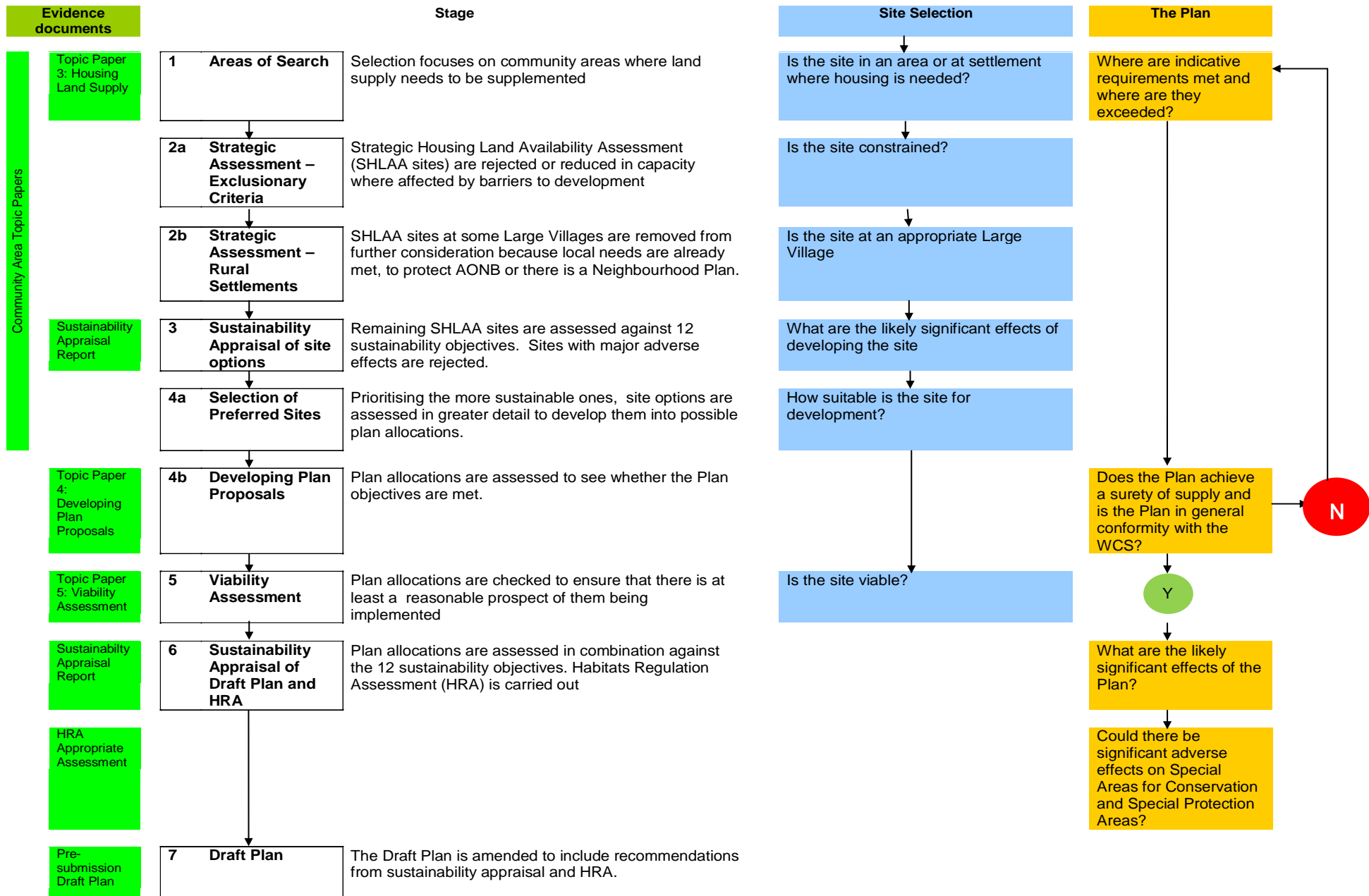
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The Draft Plan has been published supported by the following Topic Papers:

Document	Purpose
Community Area Topic Papers	<p>Reports on stages 1 to 4a of the site selection process for each community area, including a summary of relevant outputs from stage 3.</p> <p>Reports on the process and outcome of settlement boundary review for each community area settlement</p>
Topic Paper 1: Settlement Boundary Review Methodology	Explains the process followed to review settlement boundaries and how it was developed
Topic Paper 2: Site Selection Process Methodology	Explains the process followed to select preferred sites and produce plan proposals
Topic Paper 3 : Housing land Supply	Provides the quantitative evidence for housing land requirements
Topic Paper 4 : Developing Plan Proposals	Reports on how preferred sites affect housing land supply for each Housing Market Area in terms of meeting WCS requirements and the spatial strategy
Topic Paper 5 : Assessment of Viability	Tests the ability of sites to be developed, provide policy compliant levels of affordable housing and necessary infrastructure

## Executive Summary

Stage		
1	Areas of Search	Site selection focuses on community areas where housing land supply needs to be supplemented in order to meet WCS indicative levels of housing development for 2006 - 2026
2a	Strategic Assessment – Exclusionary Criteria	<p>Land promoted for development is recorded in Strategic Housing Land Availability Assessment (SHLAA sites). These represent the pool of possibilities for Plan proposals.</p> <p>SHLAA sites are rejected from further consideration or their capacity reduced where affected by obstacles to development such as heritage and wildlife designations and flood plain, or because the site is already a commitment for development or located in the built up area.</p>
2b	Strategic Assessment – Rural Settlements	SHLAA sites at some Large Villages are removed from further consideration because previous and committed development already meets those villages local needs, they are in AONB and alternatives are available or a Neighbourhood Plan for the settlement has already reached an advanced stage.
3	Sustainability Appraisal of site options	Remaining SHLAA sites are assessed against 12 sustainability objectives. Sites with major adverse effects are rejected. Other sites are divided into 'more' or 'less' sustainable site options.
4a	Selection of Preferred Sites	The suitability of site options, prioritising the more sustainable ones, is assessed in greater detail to develop them into possible plan allocations. They are checked to be sure they fit with WCS strategy and preferred sites are selected.
4b	Developing Plan Proposals	The total contribution of all the preferred sites to each Housing Market Area is assessed in terms of overall land supply and whether Plan objectives are met. The selection of preferred sites is amended if necessary and confirmed as Plan proposal.
5	Viability Assessment	Plan proposals are checked to ensure that there is at least a reasonable prospect of them being implemented
6	Sustainability Appraisal of Draft Plan and HRA screening	<p>A draft Plan is prepared containing the Plan proposals and their likely significant effects are assessed in combination against the 12 sustainability objectives.</p> <p>The Plan is 'screened' under the Habitats Regulations as to whether the draft Plan will result in significant adverse effects upon designated sites. As a consequence, an appropriate assessment is carried out and mitigation measures proposed.</p>
7	Draft Plan	The Draft Plan is amended to include recommendations from sustainability appraisal and HRA screening.



## **1. Introduction**

1.1 The purpose of the Wiltshire Housing Site Allocations Plan ('the Plan') is established in the Wiltshire Core Strategy (WCS) to:

- Revise, where necessary, settlement boundaries in relation to the Principal Settlements of Salisbury and Trowbridge, Market Towns, Local Service Centres and Large Villages; and
- Allocate new sites for housing to ensure the delivery of homes across the plan period in order to maintain a five year land supply in each of Wiltshire's three HMAs over the period to 2026.

### **Settlement Boundary Review**

1.2 The Council did not review the extent of the boundaries to inform the WCS and relied upon the former district local plans. They would instead be reviewed as a part of preparing this Plan (paragraph 4.13 of the WCS).

1.3 Consequently, the Council has undertaken a comprehensive review of the boundaries to ensure they are up-to-date and adequately reflect changes which have happened since they were first established. The Plan amends settlement boundaries where necessary. It is also the prerogative of local communities to review them through the preparation of neighbourhood plans.

1.4 A separate methodology topic paper explains the review process and how it was developed<sup>1</sup>.

### **The Site Selection Process**

1.5 The WCS refers to the role of this Plan, in combination with the Chippenham Site Allocations Plan, to help ensure a sufficient choice and supply of suitable sites throughout the plan period in accordance with national policy and to compliment Neighbourhood Planning.

1.6 The WCS disaggregates the scale of housing required over the plan period to three separate Housing Market Areas (HMAs) shown below (East, North and West and South). The National Planning Policy Framework (NPPF) requires that each Local Planning Authority demonstrates that there is five years supply of deliverable of land for housing development for each HMA based on the implied delivery rates of the WCS requirement. Fluctuations can occur in the delivery of housing but a central objective of the Plan, ensuring surety of supply, is to sustain a 'five year housing land supply' over the remainder of the plan period to 2026.

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<sup>1</sup> Topic Paper 1: Wiltshire Housing Site Allocations Plan - Settlement Boundary Review Methodology

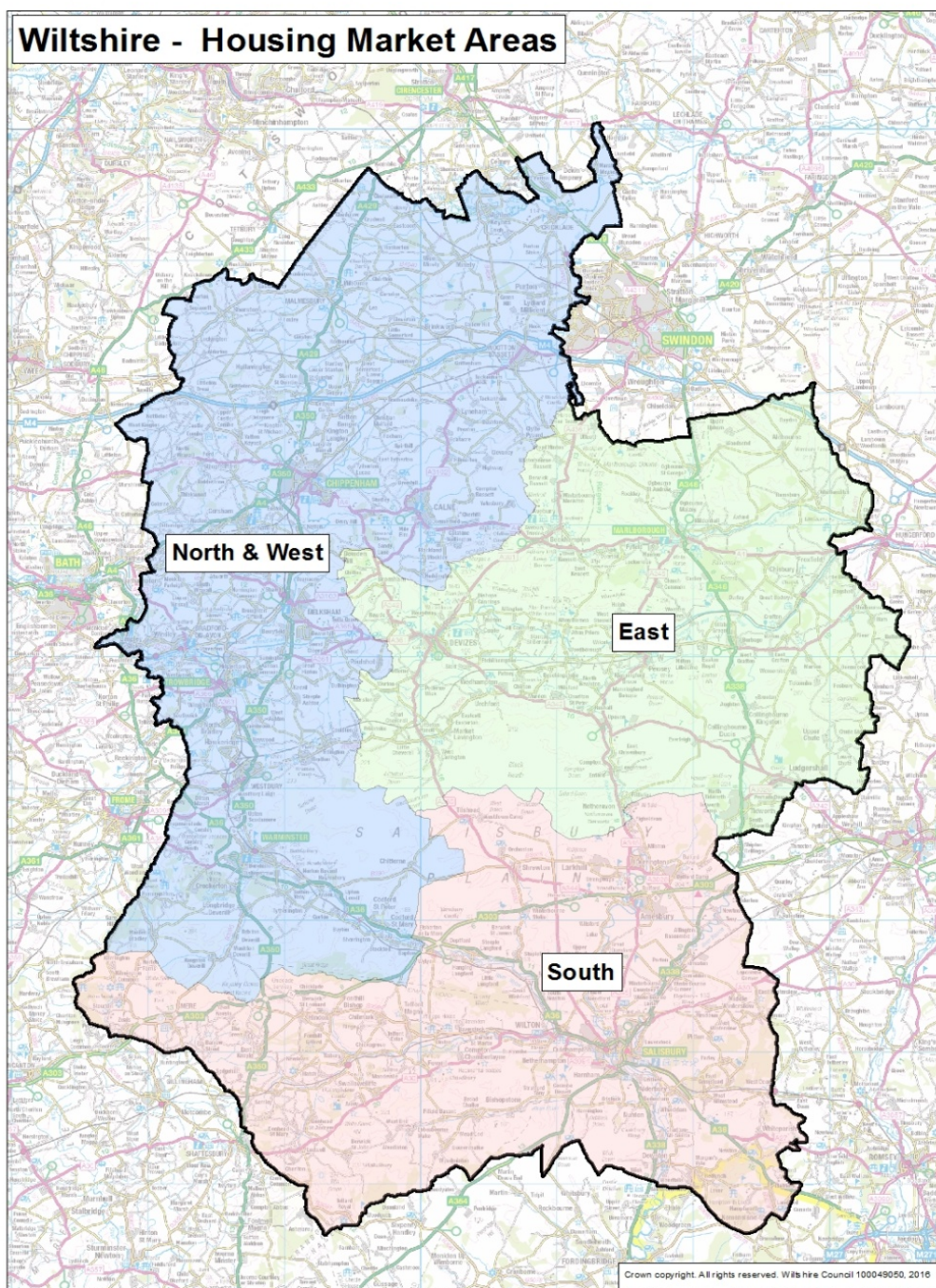


Figure 1: Wiltshire Housing Market Areas

- 1.7 The WCS also defines a hierarchy of settlements within the County and disaggregates indicative levels of housing to each Community Area and includes indicative requirements for the Principal Settlements, Market Towns and in the South Wiltshire HMA, the Local Service Centres and their surrounding community areas<sup>2</sup>. This distribution of development directs the majority of development to these main settlements and promotes a sustainable pattern of development. The Plan's

<sup>2</sup> Paragraph 4.26 and Table 1, WCS



allocations focus on those settlements and areas where land supply falls short of the indicative levels. In so doing it helps to deliver the WCS spatial strategy.

- 1.8 This document sets out the methodology for identifying suitable sites for housing development in accordance with the settlement strategy and housing market areas established in the WCS.

### Context

- 1.9 The WCS contains a settlement strategy for managing growth over the period up to 2026. The strategy establishes tiers of settlements based on an understanding of their role and function; and how they relate to their immediate communities and wider hinterland.

- 1.10 Core Policy 1 of the Core Strategy identifies four categories of settlements, namely:

- Principal Settlements
- Market Towns
- Local Service Centres
- Large and Small Villages

- 1.11 Except small villages each of these settlements has a “settlement boundary”. In simple terms, they are the dividing line, or boundary between areas of built/ urban development (the settlement) and non-urban or rural development – the countryside. In general, development within the settlement boundary is, in principle, acceptable, whereas development outside the settlement boundary is, with limited exceptions, unacceptable. The WCS uses settlement boundaries as a policy tool for managing how development should take place.

- 1.12 The table below sets out the relationship between each settlement’s role within the settlement strategy and the expected level of development under Core Policy 1.

Settlement	Level of development
Principal Settlement	The primary focus for development and will provide significant levels of jobs and homes
Market Town	Have the potential for significant development that will increase the number of jobs and homes to help sustain/ enhance services and facilities and promote self-containment and sustainable communities
Local Service Centre	Modest levels of development to safeguard their role and deliver affordable housing
Large village	Development limited to that need to help meet the housing needs of settlements and improve housing opportunities, services and facilities
Small village	Some modest development may be appropriate to respond to local needs and

Settlement	Level of development
	contribute to the vitality of rural communities but limited to infill

Table 1 : Settlement Levels of Development

- 1.13 Core Policy 2 of the WCS also proposes a minimum housing requirement for each HMA as follows:

Housing Market Area (HMA)	Minimum housing requirement (dwellings)
East Wiltshire	5,940
North and West Wiltshire	24,740
South Wiltshire	10,420

Table 2: Housing Market Areas Housing Requirements

- 1.14 Table 1 and the Area Strategy Policies of the WCS provide indicative housing requirements for settlements, community area remainders and community areas.

Area	Indicative requirement 2006-2026
Devizes	2,010
Devizes CA remainder	490
Devizes CA Total	2,500
Marlborough	680
Marlborough CA remainder	240
Marlborough CA Total	920
Pewsey CA Total	600
Tidworth and Ludgershall	1,750
Tidworth CA remainder	170
Tidworth CA Total	1,920
<b>EAST WILTSHIRE HMA</b>	<b>5,940</b>
Bradford on Avon	595
Bradford on Avon CA remainder	185
Bradford on Avon CA Total	780
Calne	1,440
Calne CA remainder	165
Calne CA Total	1,605
Chippenham	4,510
Chippenham CA remainder	580
Chippenham CA Total	5,090
Corsham	1,220
Corsham CA remainder	175
Corsham CA Total	1,395

Area	Indicative requirement 2006-2026
Malmesbury	885
Malmesbury CA remainder	510
Malmesbury CA Total	1,395
Melksham and Bowerhill	2,240
Melksham CA remainder	130
Melksham CA Total	2,370
Royal Wootton Bassett	1,070
Royal Wootton Bassett and Cricklade CA remainder <sup>3</sup>	385
Royal Wootton Bassett and Cricklade CA <sup>5</sup> Total	1,455
Trowbridge	6,810
Trowbridge CA remainder	165
Trowbridge CA Total	6,975
Warminster	1,920
Warminster CA remainder	140
Warminster CA Total	2,060
Westbury	1,500
Westbury CA remainder	115
Westbury CA Total	1,615
<b>NORTH &amp; WEST WILTSHIRE HMA</b>	<b>24,740</b>
Amesbury, Bulford and Durrington	2,440
Amesbury CA remainder	345
Amesbury CA Total	2,785
Mere	235
Mere CA remainder	50
Mere CA Total	285
Salisbury	6,060
Wilton	
Wilton CA remainder	255
Salisbury and Wilton CAs Total	6,315
Downton	190
Southern Wiltshire CA remainder	425
Southern Wiltshire CA Total	615

<sup>3</sup> Totals for Royal Wootton Bassett & Cricklade CA remainder and Royal Wootton Bassett & Cricklade CA exclude any development at the West of Swindon.

Area	Indicative requirement 2006-2026
Tisbury	200
Tisbury CA remainder	220
Tisbury CA Total	420
<b>SOUTH WILTSHIRE HMA</b>	<b>10,420</b>

Table 3: Community Area Indicative Requirements

1.15 Paragraph 4.30 of the WCS makes clear however that:

*“The disaggregation to Community Areas set out above is not intended to be so prescriptive as to be inflexible and potentially ineffective in delivering the identified level of housing for each market area. It clarifies the council’s intentions in the knowledge of likely constraints in terms of market realism, infrastructure and environmental capacity. They provide a strategic context for the preparation of the Housing Sites Allocation DPD and in order to plan for appropriate infrastructure provision.”*

1.16 There are a number of sources for new homes to meet the requirements of Core Policy 2. They include:

- strategic allocations made within the WCS
- retained Local Plan allocations
- existing commitments
- regeneration projects, for example, those in Chippenham, Trowbridge and Salisbury
- neighbourhood plans
- windfall

1.17 Sites identified in the Plan supplement housing land supply providing not just an additional number of homes but improving the choice of location and house types.

## The Site Selection Process

### Plan Objectives

2.1 The Plan allocates sites for housing development to ensure enough land is allocated to help meet the minimum requirements of each housing market area. In so doing, the Plan has been prepared to achieve the following objectives:

**1. To help demonstrate a rolling five year supply of deliverable land for housing development.**

In principle, land within settlements, in particular previously developed land, is acceptable for housing redevelopment. A realistic allowance is included for this source of new housing when calculating the scale of land supply<sup>4</sup>. Within a predominantly rural area however, there is a limited amount of previously developed land. Not only are such opportunities limited, they can also be difficult to rely on as a large proportion of overall supply. The consequence is that the Plan must identify a number of sites involving the loss of countryside. As the WCS recognises it is a challenge to plan for sufficient new homes in Wiltshire<sup>5</sup>.

**2. To allocate sites at the settlements in the County that support the spatial strategy of the Wiltshire Core Strategy.**

The spatial strategy describes a hierarchy of settlements within the County. Each tier recognises the particular role of those settlements and plans a level of new housing development that is appropriate. Chippenham, Salisbury and Trowbridge, are Principal Settlements supported by a number of market towns. Designated large and small villages all serve their rural hinterlands. Local service centres have also been identified that have a more pronounced role than villages. They possess a level of facilities and services that provide the best opportunities outside the Market Towns for sustainable development.

### Stage 1: Areas of Search

*Site selection focuses on community areas where housing land supply needs to be supplemented in order to meet WCS indicative levels of housing development for 2006 – 2026*

#### *Defining 'Areas of Search'*

3.1 The site selection methodology, as a first stage, prioritises the consideration of housing sites at those settlements and areas<sup>6</sup> where land supply needs to be supplemented in order to help meet the distribution and levels of housing provided by the WCS. These locations are termed 'Areas of Search'.

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<sup>4</sup> See Topic Paper 2: Housing Land Supply, Wiltshire Council, (Ju I2017)

<sup>5</sup> WCS, paragraph 2.12, Wiltshire Council (Jan 2015)

<sup>6</sup> Each area strategy, for each community area in the WCS, proposes a level of housing for Principal Settlements, Market Towns and the 'Community Area Remainder'. A level of housing is also proposed at some of the Local Service Centres designated by the WCS. For further information about the role and function of each tier of the County's settlement hierarchy see Core Policy 1 of the WCS and its supporting text.

- 3.2 There are WCS Core Policies for each Community Area in the County. They propose a level of housing for each Principal Settlement, Market Town and some of the Local Service Centres designated by the WCS. An approximate provision is made for the remainder of the Community Area ('the Community Area remainder'). For the purposes of this Plan these levels are termed indicative requirements.
- 3.3 Initial Areas of Search are therefore Principal Settlements, Market Towns, some Local Service Centres and those Community Area remainders, where evidence suggests additional housing land is necessary to meet indicative requirements. In these areas there is a quantified need for development.
- 3.4 With regard to Community Area remainders, Core Policy 2 limits development to infill within the existing built up area at designated Small Villages. The Plan therefore does not seek to identify land for housing development at Small Villages. Instead, where a community area remainder is identified as an Area of Search, the focus of the approach to site selection is Local Service Centres (which in the North and West and East HMAs do not have a specific indicative housing requirements) and Large Villages.

#### *Neighbourhood Planning*

- 3.5 Neighbourhood Plans are an important part of the planning system. The National Planning Policy Framework (NPPF) describes their role:

*“Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. Parishes and neighbourhood forums can use neighbourhood planning to:*

*set planning policies through neighbourhood plans to determine decisions on planning applications...”<sup>7</sup>*

- 3.6 The Council supports passing direct powers over planning to local communities as a part of building up the resilience of local communities.

- 3.7 Referring to the role of Local Plans prepared by the Council the NPPF states:

*“Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:*

*the homes and jobs needed in the area ...”<sup>8</sup>*

- 3.8 It is only necessary for this Plan to allocate land for housing development where it is a strategic priority to do so. WCS Core Policy 1 proposes that development at Large Villages should be limited to that needed to help meet the housing needs of settlements and to improve employment opportunities, services and facilities. Unless there is a strategic priority to deliver the homes needed in an HMA, then the most appropriate means to assess local needs and plan growth at each Large Village is through the neighbourhood planning process.

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<sup>7</sup> National Planning Policy Framework, DCLG, March 2012 para 183

<sup>8</sup> National Planning Policy Framework, DCLG, March 2012 para 156

- 3.9 Topic Paper 3 explains that there is a high level of existing housing supply in the East Wiltshire HMA and unlike the two other HMAs, a forecast rolling supply 20% in excess of five years for all the remaining years of the plan period except the last. At the outset, therefore, it was considered unnecessary to allocate sites for housing development at Large Villages in this HMA. At this level of settlement, the priority should be for communities to meet local needs for housing through neighbourhood planning. Possible plan allocations were however still considered at Market Towns and the Local Service Centre where there was an indicative requirement.
- 3.10 Assessment at Stage 2b (see paragraph 4.16 below) looks separately at each Large Village within Areas of Search and the role being played by neighbourhood plans in meeting housing needs at individual settlements.

#### *Community Area Topic Papers*

- 3.11 Topic Papers have been prepared for all the Community Areas using a 2017 baseline for information on dwellings built or already committed compared to indicative requirements. They show how land supply will meet indicative housing requirements for the WCS plan period or whether fresh land for housing needs to be allocated in accordance with the remaining stages of the site selection process.
- 3.12 Plan allocations based on the 2017 baseline are the culmination of reviews of Areas of Search that have taken place whilst the Plan was being prepared. 2014 data was the first baseline. Since then, as work has progressed on the Plan, some areas have been excluded because they have met indicative requirements by a combination of dwellings built, existing allocations or land with planning consent. (Topic Paper 3 Table 1 shows how residual indicative requirements changed during the formation of the Plan.)

### **Stage 2 : Strategic Assessment**

#### *2A: Exclusionary Criteria*

*Strategic Housing Land Availability Assessment (SHLAA) sites are rejected from further consideration or their capacity reduced where affected by obstacles to development such as heritage and wildlife designations and flood plain, or because the site is already a commitment for development or located in the built up area .*

- 4.1 All councils are required to maintain a register of land that is put forward for development. This is referred to as the Strategic Housing Land Availability Assessment (SHLAA). Within Areas of Search the SHLAA provides a pool of land opportunities for possible housing development. Sites with a capacity of less than five dwellings were considered too small for inclusion in the Plan. From this pool SHLAA sites unrelated to Principal Settlements, Market Towns, Local Service Centres and Large Villages have been excluded. Those sites remaining are therefore broadly consistent with the Plan objective of making land allocations to support the WCS spatial strategy and focus development in these settlements.
- 4.2 Other land, not included in the SHLAA, may possibly be capable of development but because neither a developer nor landowner has promoted the site for development,

the site cannot be said to be available within the plan period<sup>9</sup>. It cannot be counted on to supplement housing land supply and therefore, for the Plan to be effective, land other than SHLAA sites has not been considered for inclusion.

- 4.3 SHLAA sites were therefore the basic building blocks of the Plan, but they simply amount to land put forward for development<sup>10</sup>. This does not mean any particular site is capable or suitable for development; either in part or whole.
- 4.4 For the Plan to be effective, SHLAA sites need to be suitable and capable of being built during the plan period. The availability of each SHLAA site being reviewed was also checked with its owner or promoter. The National Planning Policy Framework describes land for housing development in terms of being, 'developable', 'available' and 'suitable'.<sup>11</sup>
- 4.5 The site selection process considers their suitability to help meet housing requirements. Their suitability may be affected by a variety of different constraints. It may also be the case that SHLAA sites are not developable, for example because there is no reasonable prospect of creating a suitable vehicle access. In such circumstances, they do not represent a reasonable alternative.
- 4.6 There may be a number of barriers to development ruling out a site in whole or part: for example, SHLAA sites involving land with areas at risk of flooding or protected by a designation because of important biodiversity interests or heritage value.
- 4.7 A systematic strategic assessment has tested each SHLAA site against a number of exclusionary criteria. These were:

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<sup>9</sup> All those submitting a SHLAA site were contacted to confirm land was available for inclusion in the plan.

<sup>10</sup> The site selection process did not consider SHLAA sites that had a gross capacity of less than 5 dwellings

<sup>11</sup> Footnote 12 of the National Planning Policy Framework, DCLG, March 2012



### Exclusionary criteria

- Is the SHLAA site fully or partly a commitment? Or is the site fully or partly within a Principal Employment Area, or other existing development plan allocation? Or is the site isolated from the urban edge of the settlement i.e. not adjacent to the settlement boundary and not adjacent to a SHLAA site that is?
- Is the site fully or partly within the settlement boundary
- Is the site fully or partly within one more of the following environmental designations of biodiversity or geological value?
  - SAC
  - SPA
  - Ramsar sites
  - National Nature Reserve
  - Ancient woodland
  - SSSI
- Is the site fully or partly within green belt?
- Is the site fully or partly within flood risk areas, zones 2 or 3?
- Is the site fully or partly within areas involving any of the following internationally or nationally designated heritage asset?
  - World Heritage Site
  - Scheduled Ancient Monument
  - Historic Park and Garden
  - Registered Park and Garden
  - Registered Battlefield

Table 4: Exclusionary criteria

- 4.8 Some SHLAA sites were detached from a settlement’s built up area. Greenfield development should take place in a way that expands an existing built up area in order to properly manage the growth of settlements and prevent the premature loss of open countryside.
- 4.9 SHLAA sites entirely within a settlement boundary were also excluded from the site selection process<sup>12</sup>. In principle, brownfield sites carry a presumption in favour of development and establishing an allocation for development is unnecessary. The council may grant permission in principle for housing-led development<sup>13</sup>. Important brownfield sites may also advance swiftly by more flexible development briefs or more simply through the planning application process. This different approach is often more adaptable to individual circumstance and may better deliver the higher priority accorded to developing brownfield land. In accordance with national guidance, an allowance is made for windfall development. Calculated individually for each Housing Market Area, this ensures this source of land supply is fully and properly accounted for as a part of land supply. (Allowances estimated for smaller areas, such as individual towns, are difficult to substantiate and would not be statistically valid.)

<sup>12</sup> SHLAA sites that would no longer be within the settlement boundary as a result of boundary review were treated by the site selection process as if they were already outside.

<sup>13</sup> The Town and Country Planning (Brownfield Land Register) Regulations 2017

- 4.10 SHLAA sites were rejected or reduced in capacity because one or more of the considerations in Table 4 applied to part of a site or the whole, leaving a smaller set of potential sites within Areas of Search. Each Community Area Topic Paper records all the SHLAA sites that are unaffected by exclusionary criteria, those that were rejected or their capacity reduced in size because of them. (An example extract is provided at appendix one of this paper.) Where reduced, the whole SHLAA area was still considered in later stages of the selection process but with a lower development capacity. Land, unsuited to development, yet within the control of a developer could be important to a scheme as a benefit (for example, as open space) or as a means to help mitigate harmful adverse effects of development (for example, by being used for tree planting).

#### *2B: Large villages and Local Service Centres*

*SHLAA sites at some Large Villages are removed from further consideration because previous and committed development already meets those villages local needs, they are in AONB and alternatives are available or a Neighbourhood Plan for the settlement has already reached an advanced stage..*

- 4.11 The WCS provides indicative requirements for new housing at each of the County's main settlements. It provides an approximate scale of housing development for the remainder of a community area. These areas may contain several rural settlements that do not have individually prescribed levels of development unlike Market Towns and Principal Settlements.
- 4.12 The spatial strategy requires new housing development at Large and Small Villages to be limited to that needed to help meet the housing needs of settlements and to improve employment opportunities, services and facilities. Some rural settlements are designated as Local Service Centres where levels of facilities and local employment suggest greater potential for growth and better self-containment.
- 4.13 Housing development at Small Villages is required to take the form purely of limited infill. House building will be small in scale, for sites of single figures and the Plan does not seek to identify sites of less than five dwellings.
- 4.14 On the other hand, all SHLAA sites at Local Service Centres were assessed since the WCS specifically identifies these settlements as more suited to growth.
- 4.15 Opportunities at some Large Villages, however, have not been explored because local housing needs for the plan period have already been accommodated; either through development that has already taken place or that is planned. Further development brought about by additional Plan allocations would exceed meeting local needs and result in conflict with WCS Core Policy 1. SHLAA sites at these Large Villages were not therefore considered reasonable alternatives.
- 4.16 Another factor was that for some large villages growth has already been thoroughly considered by Neighbourhood Plans, where these plans have advanced to a sufficient stage<sup>14</sup>. It is a priority of the Council for local communities to take direct

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<sup>14</sup> Where a Neighbourhood Plan has been publicised by the Council under Regulation 16 of the Neighbourhood Planning (General) Regulations 2012

control over planning their settlements, as it is national policy. Alternative consideration by the Housing Site Allocations Plan would contradict that priority and conflict with policy contained in the NPPF.

- 4.17 Preparing a Neighbourhood Plan addresses the housing needs of a settlement in accordance with Core Policy 1 of the WCS. It is unnecessary for the Plan to supplement local consideration. SHLAA sites at Large Villages where Neighbourhood Plan preparation is at an advanced stage are not considered reasonable alternatives.
- 4.18 In rural areas involving Areas of Outstanding Natural Beauty (AONB), Large Villages outside the AONB are preferred locations to consider housing allocations compared to those at settlements inside the designation (provided they have not already experienced development meeting local needs and there are site options to consider). In these circumstances, consistent with national policy on AONBs<sup>15</sup>, options at Large Villages within the designation are not considered reasonable alternatives.
- 4.19 In a few cases, other reasons specific to particular Large Villages also prevented them from being considered reasonable alternatives. These instances are documented in the relevant Community Area Topic Paper and an example is included in appendix one.

### **Stage 3: Sustainability Appraisal**

*SHLAA sites are assessed against 12 sustainability objectives. Sites with major adverse effects are rejected. Other sites are divided into 'more' or 'less' sustainable site options.*

- 5.1 After a high level assessment, remaining potential sites have been assessed using sustainability appraisal. This is a transparent and systematic way of carrying out a detailed assessment of the performance of all the remaining site options using a sustainability appraisal framework.
- 5.2 The sustainability appraisal framework contains 12 objectives that cover the likely environmental, social and economic effects of development.

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<sup>15</sup> NPPF paragraphs 115-116, DCLG (Mar 2012)

### Sustainability Objectives

1. Protect and enhance all biodiversity and geological features and avoid irreversible losses
2. Ensure efficient and effective use of land and the use of suitably located previously developed land and buildings
3. Use and manage water resources in a sustainable manner
4. Improve air quality throughout Wiltshire and minimise all sources of environmental pollution
5. Minimise our impacts on climate change and reduce our vulnerability to future climate change effects
6. Protect, maintain and enhance the historic environment
7. Conserve and enhance the character and quality of Wiltshire's rural and urban landscapes, maintaining and strengthening local distinctiveness and sense of place
8. Provide everyone with the opportunity to live in good quality, affordable housing, and ensure an appropriate mix of dwelling sizes, types and tenures
9. Reduce poverty and deprivation and promote more inclusive and self-contained communities
10. Reduce the need to travel and promote more sustainable transport choices.
11. Encourage a vibrant and diversified economy and provide for long-term sustainable economic growth
12. Ensure adequate provision of high quality employment land and diverse employment opportunities to meet the needs of local businesses and a changing workforce

Table 5: Sustainability Objectives

- 5.3 The performance of each site has been assessed against each of the objectives using a set of decision-aiding questions. Each option was then scored under each objective based on a generic assessment scale from major positive to a major adverse effect.

<b>Major adverse effect (---)</b>	Option likely to have a <b>major adverse</b> effect on the objective with no satisfactory mitigation possible. <b>Option may be inappropriate for mixed use development</b>
<b>Moderate adverse effect (--)</b>	Option likely to have a <b>moderate adverse</b> effect on the objective with difficult or problematic mitigation
<b>Minor adverse effect (-)</b>	Option likely to have a <b>minor adverse</b> effect on the objective because mitigation measures are achievable to reduce the significance of effects
<b>Neutral or no effect (0)</b>	On balance option likely to have a neutral effect on the objective or no effect on the objective
<b>Minor positive effect (+)</b>	Option likely to have a <b>minor positive</b> effect on the objective as enhancement of existing conditions may result
<b>Moderate positive effect (++)</b>	Option likely to have a <b>moderate positive</b> effect on the objective as it would help resolve an existing issue
<b>Major positive effect (+++)</b>	Option likely to have a <b>major positive</b> effect on the objective as it would help maximise opportunities

Note: Major and moderate adverse and positive effects are considered significant.

**Table 6: Sustainability Appraisal- Generic Assessment Scale**

- 5.4 Objectives and decision aiding questions resulted from consultation on a scoping report. The appraisal used common evidence and the process therefore ensured a transparent, consistent and equitable comparison of all reasonable alternatives.
- 5.5 Potential sites are rejected where the appraisal concludes development would result in one or more major adverse effects with no satisfactory mitigation possible.
- 5.6 The remaining potential sites in each area or settlement are compared in terms of the balance of their sustainability benefits versus adverse effects. The appraisal therefore suggests potential sites that are ‘more sustainable’, ‘less sustainable’ and rejected others. Where potential sites were rejected, the reasons for doing so are clearly stated. There is a separate draft Sustainability Appraisal Report, but each Community Area paper summarises the assessment and its recommendations.

## **Stage 4: Selection of Preferred Sites and Developing Plan Proposals**

### *4A: Selection of preferred sites*

*The suitability of site options, prioritising the more sustainable ones, is assessed in greater detail to develop them into possible plan allocations. They are checked to be sure they fit with WCS strategy and preferred sites are selected.*

- 6.1 The site options that were identified to be taken forward from Stage 3 were analysed further. The focus for further work was the set of ‘more sustainable’ sites identified at stage 3. Further consultation with specialist consultees<sup>16</sup> helped to develop potential sites into site options with individual housing capacities and specific boundaries.

<sup>16</sup> Heritage, Landscape, Ecology, Drainage, Transport, Education, Public Protection specialists within Wiltshire Council, Highways England, Natural England and Environment Agency and Heritage England.

Consultation also helped to identify requirements that should be highlighted for individual site options, to guide the form development should take, including the definition of realistic site boundaries.

- 6.2 Stage 4a is carried out in five steps. Steps 1-4 are carried out for each of the 'more sustainable sites' recommended by the Stage 3 SA results. In exceptional circumstances it was necessary for further assessment of 'less sustainable sites'. Step 5 considers the area of search as a whole, selects and justifies the selection of preferred sites and concludes with a set of draft proposals.
- 6.3 **Step 1** transforms a SHLAA site into a possible draft proposal by a more detailed assessment of the significant effects identified in Stage 3.
- 6.4 A range of stakeholders were invited to comment on the site options. Input was particularly targeted to address likely adverse effects and mitigation predicted by sustainability appraisal (stage 3). The capacity of some sites, for example, was reduced to allow for larger areas of landscaping to mitigate potentially harmful visual impacts. In some cases, more detailed assessment revealed that adverse effects associated with the development of a site could not be adequately mitigated or were greater than expected.
- 6.5 **Step 2** assessed how well a site may contribute to the relevant area strategy for the wider community area in terms of how much it might contribute to housing requirements, deliver the vision for the area or address specific local issues.
- 6.6 **Step 3** is a further specific assessment of whether a site at a Large Village is consistent with Core Policy 1; that it would constitute growth to meet local needs, including local housing needs. This also takes note of how work on Neighbourhood Plans has progressed since first considered at stage 2 and the extent to which they may contain housing proposals of their own.
- 6.7 **Step 4** is a summary conclusion for each site with a measure of the net sustainability benefits of each site.
- 6.8 **Step 5** considered all the sites in each Area of Search together and resulted in the selection and rejection of sites. All sites that have satisfied Steps 1-3 were taken forward. This step compared the total dwellings that are provided by the pool of sites to indicative residual requirements. Where necessary, it selects and justifies site options that need to be rejected because the overall scales of development exceed that proposed by each area strategy and growth would not result in sustainable development. For example, if several site options at a large village suggest too much development, in excess of local needs, then a site may need to be rejected.
- 6.9 The result of this five step assessment were a set of draft allocations in the form of detailed site boundaries and an approximate dwelling capacity. Each Community Area Paper also identifies particular considerations connected to a given site that should be referred to by the Plan.
- 6.10 Assessments are recorded in each Community Area Paper and they use a common template of guidance (included in this paper in appendix two) and evidence sources.

#### *4B: Testing Plan Proposals*

*The total contribution of all the preferred sites to each Housing Market Area is assessed in terms of overall land supply and whether Plan objectives are met. The selection of preferred sites is amended if necessary and confirmed as Plan proposal.*

- 6.11 Previous stages assessed site options. Together the total amount of housing proposed in the Plan should aim to ensure overall supply at least meet housing market area requirements. The form housing land supply takes should also provide for a demonstrable supply of deliverable land for each year in the plan period. This step checked the degree to which this would be achieved with the additional of the sites preferred from stage 4a. It assessed the resilience of supply using several different tests.
- 6.12 This stage also checked how all the draft allocations together fitted with the spatial strategy; in terms of the overall distribution of housing growth; the approach to rural areas; and the role of Principal Settlements and Market Towns. The rationale for the Plan is to supplement housing land supply. This is a strategic priority stemming from the WCS. The spatial strategy expects development at villages to respond to local needs. It is Government and the Council's wish to give direct power to local communities to articulate their own visions for their area, to define and respond to their own local need. Therefore, where land supply can meet objectives of the Plan without allocating sites at villages then it should not. There is no strategic priority. This stage has therefore specifically reviewed the purpose and the case for making allocations at Large Villages.
- 6.13 This stage has also identified those sites in each HMA that are important to ensure supply and assessed whether the Plan would be in general conformity with the WCS. The results of this assessment are reported in a separate Topic Paper 4: Developing Plan Proposals.

## **Stage 5 Viability Assessment**

*To ensure preferred sites are viable and capable of development in accordance with national policy requirements*

- 7.1 Viability assessment has verified that preferred sites and the scale of development identified in the plan are not subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. It also shows that preferred sites are capable of providing policy compliant levels of affordable homes and that they are capable of contributing fully to the WCS target for the plan period. Assessment has been carried out by independent experts on this aspect and their report has been published separately<sup>17</sup>.

## **Stage 6: Sustainability Appraisal of Plan Proposals and Habitats Regulation Assessment**

*To draft Plan proposals and assess them against Sustainability Appraisal objectives, including in combination and cumulative effects*

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<sup>17</sup> Topic Paper 5: Viability Assessment

- 8.1 This stage of the assessment considered the impact of the Plan as whole, its cumulative effects as well as effects in combination with other plans and projects.
- 8.2 Following completion of the viability assessment, a further stage of sustainability appraisal was undertaken to assess whether further refinements were necessary to improve mitigation measures and to see that the Plan delivers the most sustainability benefits possible.
- 8.3 In terms of biodiversity, the impact of potential sites on European Designations is an important factor in the selection of preferred sites. The Plan as whole however is also required through the Habitats Directive and the Conservation of Habitats and Species Regulations 2010 (as amended), to consider if it may have a likely significant effect on European Sites either alone or in combination with other plans or projects. The assessment is published separately and shows there is sufficient mitigation. This included the identification of specific measures at individual plan allocations.

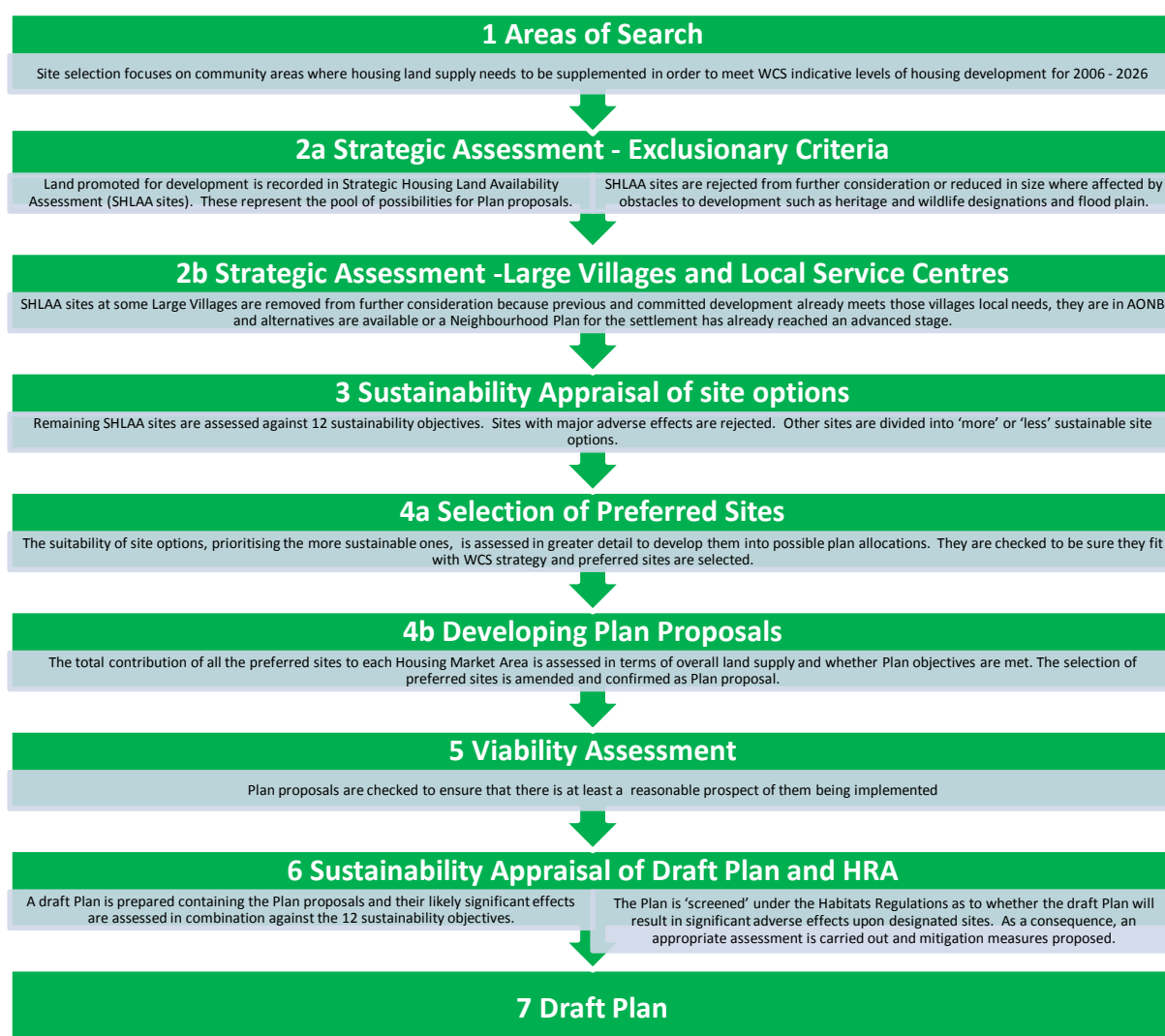


Figure 2 : Site Selection Process



**Appendix One: Stage 2 Strategic Assessment - 2B: Large villages**

Assessment Criteria		Large Villages	
		Bratton	Dilton Marsh
Have local housing needs for the Plan period already been met?	Number of dwellings in village (2006) <sup>[1]</sup>	819	509
	Housing completions (2006 – 2016) <sup>[2]</sup>	20	21
	Developable commitments (2016 – 2026)	6	1
	Proportionate growth of village (2006 – 2026)	3.2%	4.3%

<sup>[1]</sup> 2011 census data (minus housing completions 2011-2016)

<sup>[2]</sup> Note: Completions and commitments may not add up to the total for the Area of Search, as the total also includes housing development outside of the Large Villages e.g. at Small Villages and open countryside.

Assessment Criteria	Large Villages	
	Bratton	Dilton Marsh
Have local housing needs already been considered by a sufficiently advanced neighbourhood plan?	<p>No. There is no Neighbourhood Plan under preparation.</p> <p>In 2013, a Housing Needs Survey identified, until 2015, a need for Subsidised rented housing: Subsidised rented housing 11</p> <ul style="list-style-type: none"> <li>• 2x one bedroom homes</li> <li>• 1x two bedroom home</li> <li>• 2x three bedroom homes</li> </ul> <p>Shared / Low cost home ownership</p> <ul style="list-style-type: none"> <li>• 2x two bedroom homes</li> <li>• 1x four bedroom home</li> </ul>	<p>No. There is no Neighbourhood Plan under preparation.</p> <p>No RHNS available.</p>
Are there any potential environmental constraints (e.g. strategic environmental/ landscape designations and heritage assets)?	<p>Bratton does not fall within any Area of Outstanding Natural Beauty designations, but is covered by a Special Landscape Area designation which would need to be a consideration in any future developments at the village. A large part of the village is also designated within a conservation area, and there are a number of ecology designations in the village hinterland.</p>	<p>Dilton Marsh is relatively unconstrained. There are County Wildlife Sites to the south and west, connected to the village.</p>
Are there any known strategic infrastructure constraints (e.g. education, transport and utilities)?	<p><b>Primary school provision</b> This school has a large number of surplus places and would benefit from housing within the catchment area.</p> <p><b>Secondary school provision</b> Matravers currently has some surplus places but these are expected to fill over</p>	<p><b>Primary school provision</b> There is a primary school in the village, although the school is full and forecast to remain so, and cannot be expanded. There are also pressures on primary education capacity in Westbury, and Dilton Marsh Primary School accommodates pupils coming in from Westbury. Further</p>

Assessment Criteria		Large Villages	
		Bratton	Dilton Marsh
		<p>the next few years as housing already approved is built plus larger cohorts will begin to feed through from the primary schools. The school could be expanded when necessary.</p> <p><b>Transport</b> A regular bus service exists connecting the village with Westbury and Trowbridge.</p>	<p>development at Dilton Marsh is likely to cause an issue with primary education capacity in the area, and housing allocations should not be considered in this village until the wider primary education capacity has been addressed.</p> <p><b>Secondary school provision</b> Matravers currently has some surplus places but these are expected to fill over the next few years as housing already approved is built plus larger cohorts will begin to feed through from the primary schools. The school could be expanded when necessary.</p> <p><b>Transport</b> A regular bus service exists connecting the village with Westbury and Trowbridge.</p>
<p><b>How did the parish council respond to previous consultations on the Wiltshire Housing Sites Allocations Plan?</b></p>		<p>Bratton Parish Council have advised Wiltshire Council that SHLAA site 321 is a site with potential for building in the future bearing in mind it is in the Salisbury Plain Special Landscape Area and, as it is at the West entrance to the village, any development should be designed to present an attractive aspect both in terms of landscape and architecture to this approach.</p>	<p>The Parish Council did not respond to recent consultation on the Housing Site Allocations DPD.</p>
<p><b>Sites submitted to the Strategic</b></p>	<p><b>How many sites were submitted to</b></p>	<p>3 sites</p> <p>SHLAA sites 321, 738, 3527</p>	<p>6 sites</p> <p>SHLAA sites 175, 1008, 1009, 1038, 1043, 3270</p>

Assessment Criteria		Large Villages	
		Bratton	Dilton Marsh
Housing Land Availability Assessment	the SHLAA?		
	How many SHLAA sites do not meet the Stage 2a strategic constraints and could be taken forward for more detailed assessment (total remaining capacity <sup>18</sup> )?	<p>1 site (32 dwellings)</p> <p>SHLAA site 321</p>	<p>1 site (335 dwellings)</p> <p>SHLAA site 3270</p>
Summary and conclusions	Taking the above into account, is there any justification for removing the Large Village from further consideration in the site selection process?	<p>Bratton does not fall within any Area of Outstanding Natural Beauty designations, but is covered by a Special Landscape Area designation which would need to be a consideration in any future developments at the village. A large part of the village is also designated within a conservation area, and there are a number of ecology designations in the village hinterland. The village contains a number of facilities and services, including a primary school (with capacity), a shop/post office, places of worship, café, public house, halls,</p>	<p>Dilton Marsh is not within an Area of Outstanding Natural Beauty or other landscape designation. There are a number of ecology designations in the village hinterland. The village contains a number of facilities and services, shop, post office, place of worship, public house, recreational playing field. The village also benefits from a train station. There is a primary school in the village, although the school is full and forecast to remain so, and cannot be expanded. There are also pressures on primary education capacity in Westbury which impacts school capacity at Dilton</p>

<sup>18</sup> See Appendix 4 to this paper for the full assessment of SHLAA sites at Stage 2a of the site selection process.

Assessment Criteria		Large Villages	
		Bratton	Dilton Marsh
		recreation ground, and GP surgery. There are not considered to be any overriding constraints which would result in exclusion of sites at this village at this stage.	Marsh. Further development at Dilton Marsh is likely to cause an issue with primary education capacity in the area, and housing allocations should not be considered in this village until the wider primary education capacity has been addressed.
	<b>Conclusion:</b>	<b>TAKE FORWARD</b>	<b>REMOVE</b>

## **Appendix Two : Stage 4a: Selection of Preferred Sites - Detailed Methodology**

Work to this point has considered 'SHLAA sites'. The purpose of this stage, which involves 5 Steps, is to select those 'SHLAA sites' that can be site allocations and produce a detailed site boundary and text for each one's inclusion in the draft Plan. The starting point is that all the 'more sustainable sites' resulting from the assessment in stage 3 are capable of becoming site allocations.

For inclusion in the Plan, a site should demonstrate that it has 'net sustainability benefits' : that likely adverse effects, after taking account of mitigation measures, are outweighed by likely positive effects, once measures to maximise those benefits have also been considered. However further work may show that adverse effects actually outweigh the positive ones, or be too marginal, in which case they should be rejected.

The Sustainability Appraisal (SA) identifies likely adverse and positive effects. Stage 4a involves further work assessing only the site-specific effects (i.e. effects that are not common to most other sites) to clarify how they may be successfully mitigated or maximised. This work provides a more detailed understanding of the site, including exact boundaries and a more accurate estimate of a site's dwelling capacity. The work also involves specialist input from others, such as for landscape and heritage sustainability objectives. It also judges the overall suitability of a site looking at effects and measures in combination, for example costly mitigation measures may reduce the scope for a development to provide a policy compliant level of affordable housing. This needs to be noted. Altogether, site suitability is considered at Step 1.

A site should also fit with each area strategy contained in the Core Strategy. Some proposals may help to address issues identified in the Core Strategy but others may not. (Step 2 assesses this aspect) A 'SHLAA site' at a large village should also be consistent with Core Policy 1 of the Core Strategy. It should represent modest growth and help to support local jobs, community infrastructure and housing needs (Step 3 considers this).

Once more is known about how site options perform and how they fit with area strategy then it will be possible to distinguish, if needed, between the better and less well performing sites amongst those considered the 'more sustainable sites' resulting from the Stage 3 . (Step 4 summarises Steps 1-3)

But the starting point is that all sites will go forward where there is evidence that they have net benefits, fit broadly with area strategy and are consistent with Core Policy 1. A judgement, however, may need to be made on rejecting one or more sites when:

- the overall scale of development exceeds that proposed by each area strategy.
- if several site options at a large village suggest a scale of development that exceeds 'modest growth' that is not supported by local needs.

If the more sustainable sites do not look like they will provide enough housing, it might be necessary to look again at 'less sustainable sites' identified at Stage 3.

Each remaining site option should have a detailed site boundary and short description of site-specific measures, not common with any other site<sup>19</sup>, that are necessary either to mitigate harm or maximise benefits. This text would be capable of transfer to a draft Plan. (This is Step 5).

Stage 4a is carried out in five steps. Steps 1-4 are carried out for each of the 'more sustainable sites' recommended by the Stage 3 SA results. Only in exceptional circumstances should it be necessary for further assessment of 'less sustainable sites' (see above). Step 5 considers the area of search as a whole, selects and justifies the selection of preferred sites and concludes with a set of draft proposals.

**Step 1** (1) transforms a SHLAA site into a possible draft proposal by a more detailed assessment of the effects identified in Stage 3; and (2) provides a measure of the net sustainability benefits of each site.

**Step 2** assesses how well a site may contribute to the relevant area strategy for the wider community area in terms of how much it might contribute to housing requirements, deliver the vision for the area or address specific local issues.

**Step 3** is a specific assessment of whether a site at a large village is consistent with Core Policy 1; that it would constitute modest growth and meet local needs, including local housing needs

**Step 4** is a summary conclusion for each site.

**Step 5** considers all the sites together and is the selection and rejection of sites. All sites that have satisfied Steps 1-3 would be taken forward. The step compares the total dwellings that are provided by the pool of sites to indicative residual requirements. Where necessary, it selects and justifies site options that need to be rejected because the overall scales of development exceed that proposed by each area strategy.

- if several site options at a large village suggest too much development then a site may need to be rejected.

The conclusion gives an individual justification for a site being rejected. Generally, it should be the site option(s) that performs the least well using evidence from Step 4.

Steps 1-5 are recorded in each community area paper using the following templates and cue or decision aiding questions.

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<sup>19</sup> Each Community Area Topic Paper, Stage 4a Introduction lists generic mitigation measures that can generally be assumed to be common to all sites.

STEP 1 – POTENTIAL SITE SUITABILITY

Criteria	DAQ
Can site-specific adverse effects be mitigated? If so how?	<ol style="list-style-type: none"> <li>1. Identify each site-specific adverse effect in the SA</li> <li>2. Describe the measures and how these mitigate the effects</li> <li>3. Are there measures essential to allow development to proceed If so describe how these measures are referred to in the Plan text (1-2 sentences)</li> <li>4. Do they affect the capacity of the site?</li> <li>5. Do they change the boundary to the site</li> </ol> <p>Consult as appropriate with the relevant consultee associated with each SA objective</p>
How well site-specific positive effect be realised?	<p>The converse to the above. Opportunities should be explored, with relevant consultees if necessary, to maximise benefits whilst ensuring that they are necessary, directly-related and proportionate to the proposal.</p> <p>.</p>
How accessible is the site?	<p>A summary description of how vehicle access can be achieved, how easily and if development would create congestion or safety problems?</p> <p>A description of how well the site is located in relation to local services and employment in terms of access by alternatives to the private car.</p>
Overall suitability	<p>An overall conclusion as to whether mitigation measures are reasonable and achievable.</p> <p>Site capacity is stated taking account of mitigation measures and this is used as the basis of assessment for steps 2-5.</p> <p>No potential sites are rejected at this stage. Most sites will however 'go forward' to selection, given the SA conclusion. However, it would need to be noted that a 'moderate adverse effect' that cannot be fully mitigated will need substantial benefits to outweigh it in order for such a site to be allocated.</p> <p>Where there is more than one site at a settlement, it is important that this section highlights each one's particular strengths and weaknesses.</p>

STEP 2 – POTENTIAL SITE FIT WITH AREA STRATEGY



Answers are not expected to be in depth. It is important to note where site options conflict or undermine aspects of the strategy or may have a specific consequence particular to that site. These are the two main aspects that will influence whether or not a site is selected.

Criteria	DAQ
Scale of development v requirement	What % of the residual indicative dwelling requirement <sup>20</sup> does the site deliver.
Fit with area vision	How well does the site promote the vision for the area (WCS: ‘How will the ?? Community Area change by 2026?’)?
Addresses specific issues	How would development of the site address issues identified in the Area Strategy?  (WCS requires development proposals to demonstrate how these issues and considerations will be addressed.)

STEP 3: LARGE VILLAGE POTENTIAL SITE FIT WITH CORE POLICY 1

For context also refer to the stage 2 work that has already been undertaken on large villages suitability. Appendix 6 has the methodology used at stage 2 and there are completed templates for each community area remainder. (These are also summarised in topic papers). Answers are needed for all DAQ questions.

Criteria	DAQ
Needs can be met at the local primary school	Is there capacity in the local primary school(s)?
Modest scale of development	Proportionate increase in the total size of a settlement and Continuity with past rates of development
Meeting Local Housing Needs	Is there evidence to show that a Neighbourhood Plan (NP) will address local housing needs or that there will not be an NP?  Could Local Housing Needs be met by an exception scheme under policy CP44

STEP 4: SITE SUMMARY

Conclusion and summary of steps 1-3

Overall conclusion to the above narrative: indicating the form, extent and certainty of net benefits, stating whether or not the site conforms to Core Policy 1 (for a rural settlement) and how central a proposal may (or may not be), individually or in combination, to achieving the area vision set in the core strategy and in addressing any identified key issues (particularly for towns and principal settlements)

Summary should include an overall statement of sustainability net benefit, using the following as a guide

Overall sustainability	Criteria	Justification
Marginal	<b>A significant negative adverse effect results from more detailed assessment</b> because ...	<p>...It is not certain that a site is developable (possibly insurmountable infrastructure obstacle (e.g. not physically possible to enlarge local primary school), no realistic safe vehicle access, significant new constraint)</p> <p>... It is not certain that positive effects will outweigh negative ones (e.g. site will be subject to HRA appropriate assessment)</p>
Minor	<b>There are several minor adverse effects all straight forward to mitigate but benefits are limited</b> because ...	<p>... the scope for affordable housing is limited</p> <p>... constraints severely limit the proportion of development acceptable on the site</p> <p>... development adds to pressures on local infrastructure except for CIL contributions</p>
Moderate	<b>Adverse effects are minor and will be resolved by straightforward mitigation</b> and ...	<p>...there is scope for affordable housing</p> <p>... if necessary, development can help to address local infrastructure capacity issues over and above CIL</p>

Good	<b>Minor adverse effects are clearly outweighed by positive benefits</b> and ...	<p>...there is good scope for affordable housing and there is evidence of need</p> <p>... development will provide local infrastructure on site, helping to address local infrastructure capacity issues over and above CIL</p> <p>...scale of development is not limited or dependent upon resolving important constraints</p>
Significant	<b>Development addresses positively a specific issue identified in the area strategy</b> and ...	<p>...minor adverse effects are clearly outweighed by positive benefits</p> <p>... there is good scope for affordable housing and there is evidence of need</p> <p>... development will provide local infrastructure on site, helping to address local infrastructure capacity issues over and above CIL</p> <p>... scale of development is not limited or dependent upon resolving important constraints</p>

Step 5 : Community Area/settlements CONCLUSIONS

DAQ

Fit with spatial strategy	<p>Record total dwellings that are provided by the pool of preferred sites v indicative requirements. Do these results fit with the spatial strategy indicative requirements?</p> <p>Is it necessary to reduce the number of sites? Is it necessary to include 'less sustainable sites'? If so which ones and why, repeating steps 1-4 above for these sites?</p>
Selection of preferred sites	<p>Should any potential sites be rejected because adverse effects outweigh the benefits?</p> <p>Should any potential sites be removed at a large village in order to comply with CP1 because</p> <ul style="list-style-type: none"> <li>• they exceed 'modest growth' for which there is no local justification</li> <li>• Where there is more than one potential site at a village, should one or more sites be removed to fit with Core Policy 1. If so which one(s) and why those?</li> </ul> <p>Should any potential sites at Market Towns or Principal Settlements be retained in order to provide sufficient housing even though because adverse effects outweigh the benefits?</p> <p>Justify the selection of sites based on preferring those remaining sites that produce the most net benefits.</p> <p>Preferred sites should fit well with the spatial strategy. Sites at Market Towns and Principal Settlements will fit with these being the focus for growth. Large villages should only accept modest growth to meet local needs (as assessed for each site at step 3 and as above).</p> <p>Summarise the local justification for greater scales of development than modest growth at a Large Village.</p> <p>The role of a site at a Local Service Centre will also need to be recognised.</p>

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# **APPENDIX 4**

## **Wiltshire Housing Site Allocations Plan**

### **Topic Paper 3: Housing Land Supply**

June 2017

## 1 INTRODUCTION

- 1.1 Wiltshire Council is preparing the **Wiltshire Housing Site Allocations Plan** (hereafter referred to as 'the Plan'), which will support the delivery of the adopted Wiltshire Core Strategy by helping to maintain a sufficient supply of housing through the period up to 2026.
- 1.2 This Topic Paper has been prepared to support the development of the Plan by setting out the basis upon which the Core Strategy's overall housing numbers are to be planned for. It has been updated from an earlier paper published for the informal consultation in February 2015<sup>1</sup> and subsequent Housing Land Supply Statements<sup>2</sup> to reflect evidence gathered during the plan making process.
- 1.3 At the time the Plan is released for consultation the Council is undertaking its annual surveying exercise for the 2016/2017 monitoring year. In order to present a position that represents the anticipated housing land supply at the point of examination as closely as possible and to conform to national policy on evidence<sup>3</sup>, the Council has estimated the 2017 base date housing land supply position in order to inform the Plan. This will be used as the baseline to demonstrate the extent that the proposed allocations will meet the housing requirements for Wiltshire to 2026, and the estimated effect on the five year housing land supply for each of Wiltshire's Housing Market Areas.
- 1.4 As outlined through the initial informal consultation exercises undertaken in 2014 and 2015, the context and scope of the Plan has essentially been determined by recommendations emanating from the Core Strategy Inspector's Report. As such, the fundamental questions of '*how much housing should be planned for over the period to 2026*' and '*where this growth should be delivered*' have been largely directed by Core Policies 1 and 2, as well as the Community Area Strategies (Chapter 5) of the Core Strategy. Therefore the challenge for the Plan has been to provide clear direction and certainty through a plan-led approach towards delivering housing supply across the Plan period to 2026.

## 2 PURPOSE

### A planned approach to housing supply

- 2.1 There are three objectives to the Plan:
- Review all settlement boundaries in the Wiltshire Core Strategy (WCS) (except for Chippenham, which has been addressed through the Chippenham Site Allocations Plan)

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<sup>1</sup> Wiltshire Housing Site Allocations DPD – Housing Supply Paper (February 2015) which was based on data published in the 2014 Housing Land Supply Statement (July 2014)

<sup>2</sup> The Housing Land Supply Statements published in September 2015, November 2016, and March 2017.

<sup>3</sup> National Planning Policy Framework paragraph 158

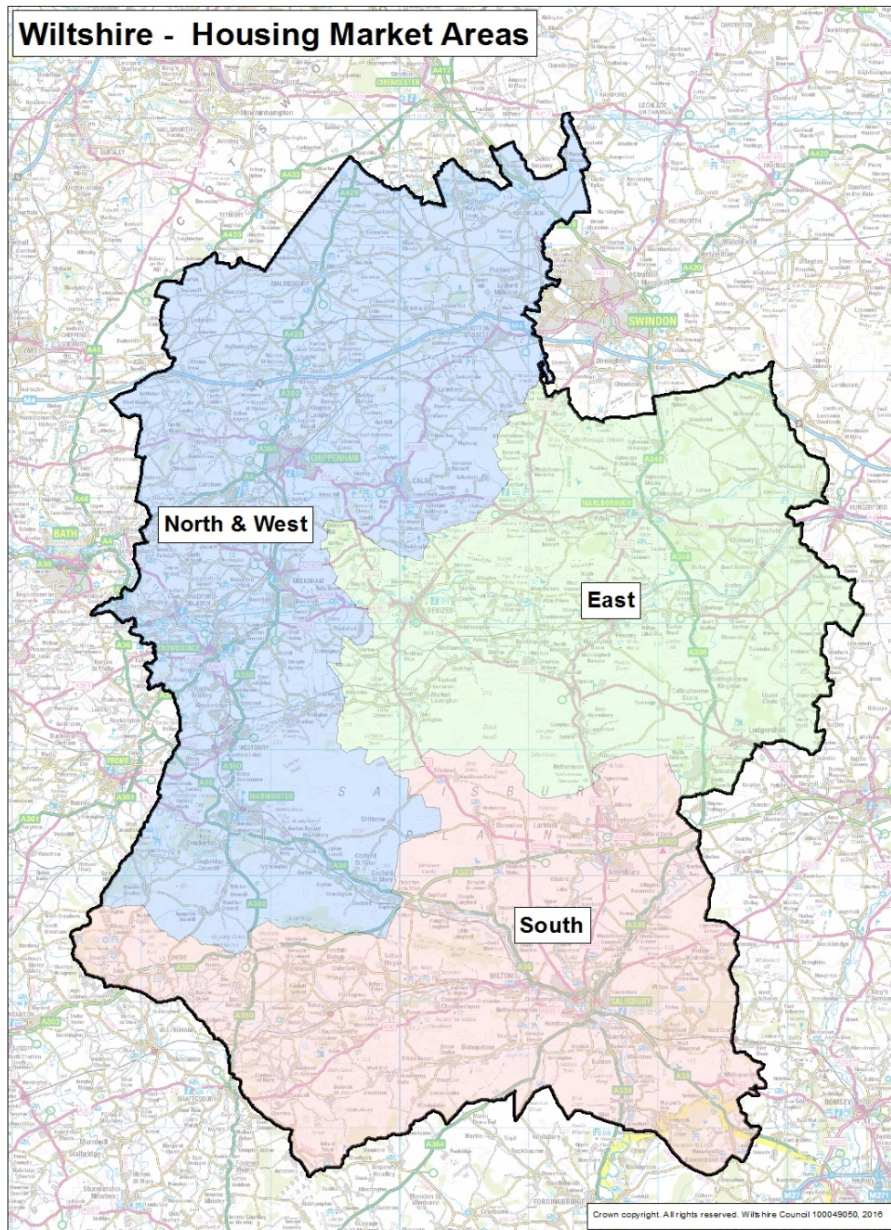


- where necessary, identify new allocations for housing at settlements to provide for additional housing to help deliver the WCS housing requirement.
  - demonstrate that a continuous five year supply of deliverable land for housing can be met for the duration of the Plan.
- 2.2 The purpose of this Topic Paper is to set out how the housing land supply position has evolved over the preparation of the Plan. It shows how housing delivery and provision of land supply has progressed over time in each of the Housing Market Areas (HMA) and Community Areas set out in the WCS. It then explains how the latest estimated housing land supply position has been formulated which provides the evidence base to justify the Plan. This forms the starting point for the methodology set out in Topic Paper 2 including identifying areas where additional land is needed to meet the WCS housing requirements. The output from the methodology feeds into the development of the Plan proposals which is explained in Topic Paper 4.

### **Housing Market Area requirements**

- 2.3 Paragraph 49 of the National Planning Policy Framework states that where local planning authorities cannot demonstrate a 5-year land supply for housing, then policies relating to the supply of housing should not be considered up-to-date. Further, in paragraph 14, where relevant policies are out of date the presumption in favour of sustainable development should be applied.
- 2.4 One of the objectives of the Plan is to ensure that each HMA has a sufficient stock of developable sites to help deliver the housing requirements of the Wiltshire Core Strategy, and boost to housing land supply, in line with national policy. Recognising the importance of this, the Plan has been prepared against the existing context of Wiltshire's three HMAs shown in Figure 1 below. As such, the Plan will set out allocations of land within each HMA, and in line with Core Policy 1 ('Settlement Strategy') and Core Policy 2 ('Delivery Strategy') of the Core Strategy.

**Figure 1: Map of Wiltshire Housing Market Areas**



### 3 HOUSING LAND SUPPLY

3.1 In line with national policy<sup>4</sup> and guidance<sup>5</sup>, the Council produce an annual assessment of deliverable sites that contribute to the housing land supply. This is used to establish to identify an immediate 5-year supply of deliverable sites, and to identify specific sites or broad locations for development for the duration of the Plan period in years 6-15.

<sup>4</sup> National Planning Policy Framework paragraph 47.

<sup>5</sup> Planning Practice Guidance - "Housing and economic land availability assessment" paragraphs 3-030 and 3-033

- 3.2 There are two aspects to the assessment. Firstly a comprehensive site-by-site survey of housing planning permissions is carried out, to establish the number of units completed in the annual monitoring period (1 April to 31 March each year).
- 3.3 Secondly, to establish the developable supply the Council also undertake a survey of developers and representatives of large<sup>6</sup> sites, and sites allocated in Neighbourhood Plans to establish timescales for development, and the anticipated annual yield from sites. These are checked with planning officers to confirm delivery expectations. The results of the two survey processes are published in a Housing Land Supply Statement.
- 3.4 The Housing Land Supply Statement includes at Appendix 6 a summary of completions, developable commitments, and the residual indicative requirement against each main settlement and Community Area. Over the passage of time, houses with planning permission are constructed, and the housing land supply is continually replenished through the grant of planning permissions and allocations of sites in Local and Neighbourhood Plans. On occasion, events such as a delay in delivery at very large sites or removal of allocations from development plans, can result in the residual requirement increasing. However the predominant trend is for the residual indicative requirement decreasing year-on-year.
- 3.5 The impact of this can be shown in Table 1 below which shows how the residual indicative requirement has changed during the formulation of the Plan. This information has informed the final Areas of Search. Cells that are greyed out show at years where the indicative residual requirement was met.

**Table 1: Residual indicative requirements 2014-2017 by Area<sup>7</sup>**

Area	Overall indicative requirement 2006-2026	Residual indicative requirement 2014	Residual indicative requirement 2015	Residual indicative requirement 2016	Residual indicative requirement 2017
Devizes	2,010	333	0	0	0
Devizes CA remainder	490	210	193	154	102
Devizes CA	2,500	543	193	154	102
Marlborough	680	83	35	57	17
Marlborough CA remainder	240	91	81	34	34
Marlborough CA	920	174	116	91	51
Pewsey CA	600	137	54	0	0
Tidworth and Ludgershall	1,750	82	121	88	74

<sup>6</sup> Sites of 10 or more housing units.

<sup>7</sup> Source: Housing Land Supply Statements 2014 – 2016. The residual indicative requirement for 2017 has been estimated.

Area	Overall indicative requirement 2006-2026	Residual indicative requirement 2014	Residual indicative requirement 2015	Residual indicative requirement 2016	Residual indicative requirement 2017
Tidworth CA remainder	170	84	84	75	74
Tidworth CA	1,920	165	205	163	149
<b>EAST WILTSHIRE HMA<sup>8</sup></b>	<b>5,940</b>	<b>1,019</b>	<b>530</b>	<b>337</b>	<b>170</b>
Bradford on Avon	595	17	64	0	0
Bradford on Avon CA remainder <sup>9</sup>	185	76	57	61	0
Bradford on Avon CA <sup>9</sup>	780	93	121	61	0
Calne	1,440	44	0	0	0
Calne CA remainder	165	75	0	0	0
Calne CA	1,605	119	0	0	0
Chippenham	4,510	286	0	1,661	0
Chippenham CA remainder	580	149	183	159	138
Chippenham CA	5,090	435	183	1,819	138
Corsham	1,220	330	226	0	0
Corsham CA remainder	175	0	0	0	0
Corsham CA	1,395	330	226	0	0
Malmesbury	885	0	0	0	0
Malmesbury CA remainder	510	151	116	86	70
Malmesbury CA	1,395	151	116	86	70
Melksham and Bowerhill	2,240	611	616	134	0
Melksham CA remainder	130	51	49	24	0
Melksham CA	2,370	661	664	159	0
Royal Wootton Bassett	1,070	0	0	0	0
Royal Wootton Bassett and Cricklade CA remainder <sup>10</sup>	385	113	63	0	0

<sup>8</sup> The totals for each HMA and for Wiltshire account for any delivery in excess of the indicative requirement in the Community Areas. As such, in years where an Area has met or exceeded its indicative requirement, the HMA and Wiltshire figures will not sum from the respective Community Area figures shown.

<sup>9</sup> Totals for Bradford on Avon CA remainder and Bradford on Avon CA exclude any development at Staverton Marina which is classified as Trowbridge Principal Settlement.

<sup>10</sup> Totals for Royal Wootton Bassett & Cricklade CA remainder and Royal Wootton Bassett & Cricklade CA exclude any development at the West of Swindon.

Area	Overall indicative requirement 2006-2026	Residual indicative requirement 2014	Residual indicative requirement 2015	Residual indicative requirement 2016	Residual indicative requirement 2017
Royal Wootton Bassett and Cricklade CA <sup>10</sup>	1,455	113	63	0	0
Trowbridge	6,810	1,399	1,635	2,017	2,020
Trowbridge CA remainder	165	0	0	0	0
Trowbridge CA	6,975	1,399	1,635	2,017	2,020
Warminster	1,920	317	318	462	462
Warminster CA remainder	140	49	42	31	32
Warminster CA	2,060	365	360	494	494
Westbury	1,500	74	30	38	0
Westbury CA remainder	115	55	48	47	47
Westbury CA	1,615	129	78	84	47
<b>NORTH &amp; WEST WILTSHIRE HMA<sup>8</sup></b>	<b>24,740</b>	<b>3,603</b>	<b>2,489</b>	<b>1,967</b>	<b>571</b>
Amesbury, Bulford and Durrington	2,440	69	155	72	73
Amesbury CA remainder	345	184	138	128	108
Amesbury CA	2,785	253	293	199	181
Mere	235	106	0	0	0
Mere CA remainder	50	12	8	8	8
Mere CA	285	119	8	8	8
Salisbury & Wilton	6,060	0	0	160	173
Wilton CA remainder	255	102	105	130	129
Salisbury and Wilton CAs	6,315	102	105	289	302
Downton	190	122	115	0	0
Southern Wiltshire CA remainder <sup>11</sup>	425	56	4	0	0
Southern Wiltshire CA <sup>11</sup>	615	177	118	0	0
Tisbury	200	39	26	24	25
Tisbury CA remainder	220	158	154	150	149

<sup>11</sup> Totals for Southern Wiltshire CA remainder and Southern Wiltshire CA exclude any development at Old Sarum or extensions to Salisbury City, as these are classified as Salisbury.

Area	Overall indicative requirement 2006-2026	Residual indicative requirement 2014	Residual indicative requirement 2015	Residual indicative requirement 2016	Residual indicative requirement 2017
Tisbury CA	420	197	180	174	174
<b>SOUTH WILTSHIRE HMA<sup>8</sup></b>	<b>10,420</b>	<b>722</b>	<b>575</b>	<b>616</b>	<b>594</b>
<b>SWINDON (WITHIN WILTSHIRE)</b>	<b>900</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>WILTSHIRE<sup>8</sup></b>	<b>42,000</b>	<b>5,346</b>	<b>3,544</b>	<b>2,870</b>	<b>1,285</b>

- 3.6 As Table 1 shows, over the passage of time residual requirements are, in most cases, reduced and in many cases have met the indicative requirement already. However there are examples where the residual indicative requirement has reduced more slowly or increased.
- 3.7 At the East HMA delivery and provision of supply has shown a steady decrease in the residual indicative requirement. The making of a number of Neighbourhood Plans in this HMA has assisted in increasing supply.
- 3.8 At the North & West HMA the overall trend is also of a steady decrease in residual requirement. The suspension of the Chippenham Site Allocations Plan and removal of the proposed allocations from the deliverable supply accounted for a slowdown in the reduction in 2016. The significant number of large site permissions granted in the 2017 monitoring year bolstered supply, however there remains a indicative residual requirement to be met by the end of the plan period.
- 3.9 The South HMA initially shows a steady decline. However since 2015 the residual remainder has increased slightly considerably due to delays in delivery at strategic sites.

### Estimated 2017 baseline position

- 3.10 The latest confirmed housing land supply position is presented in the update to the 2016 Housing Land Supply Statement (March 2017)<sup>12</sup>.
- 3.11 At the time the Plan has been released for consultation, the Council is undertaking its annual surveying exercise for the 2016/2017 monitoring year. Therefore in order to present a position that represents the most up-to-date housing land supply

<sup>12</sup> The original 2016 Housing Land Supply Statement was published in November 2016. Subsequent to this, the Chippenham Site Allocations Plan Inspector released his Final Report in February 2017 which considered the two mixed-use allocations in the Plan to pass the tests of soundness. As a result the Council updated its housing land supply position and issued an update to the 2016 Housing Land Supply Statement in March 2017.

as closely as possible, the Council has estimated the 2017 base date housing land supply position in order to inform the Plan. This is based on data known at the time of publication, namely the update to the 2016 Housing Land Supply Statement (hereafter “2016 HLSS update”).

**Note: the estimated 2017 position is solely for illustrative purposes to inform the development of the Plan. It is not a fully confirmed position and, as such, should not be used for decision-making in determining planning applications and appeals.**

- 3.12 The method and assumptions used in estimating the 2017 base date position are set out below.

### 2016/2017 Completions

- 3.13 The delivery in Year 1 (2016/2017) of the housing land supply trajectory from the 2016 HLSS update represents the expected completions from permissions granted up to 31 March 2016. The only exception is site reference NP/E3 (Stonebridge House, Nursteed Road) which was allocated in the Devizes Neighbourhood Plan. This was anticipated to deliver units in 2016/2017 but does not yet have planning permission. This has been moved back 1 year to deliver in 2017/2018. The completions by HMA are shown in Table 2 below.
- 3.14 A number of small housing sites have been granted permission from 1 April 2016 – 31 March 2017. Historic delivery data shows a small proportion of these new permissions will deliver housing within the monitoring year in which they are permitted. However the Council has not included this source in the estimated completions figures as delivery from these permissions has not been quantified at time of publication. As such the stated completions are likely to under-estimate the actual completions totals for the monitoring year. Completions represent housing previously in the land supply so a higher estimate of completions could result in the overall land supply being reduced. However the Council are continuously replenishing the land supply with new permissions and resolutions, so any under-estimation will not have an effect on the Plan.

**Table 2: Estimated 2016/2017 completions**

Housing Market Area (HMA)	Completions from permissions granted up to 31 March 2016
East Wiltshire HMA	344
North & West Wiltshire HMA	847
South Wiltshire HMA	473
West of Swindon	74
<b>Wiltshire</b>	<b>1738</b>

### 2017 Housing land supply

- 3.15 This is made up of four components as set out below in paragraphs 3.16 – 3.19.
- 3.16 Delivery shown in Year 2 (2017/2018) to Year 10 (2025/2026) of the housing land supply trajectory in the 2016 HLSS update represents future delivery from **existing sites**. As the monitoring period has now moved forward by one year, this now represents Years 1 – 9 of the estimated 2017 trajectory. Any anticipated delivery in Year 11 (beyond the end of the plan period in 2026/2027) now represents Year 10 of the estimated trajectory. The only exception to this is the Stonebridge House allocation referenced above.
- 3.17 During the monitoring year 2016/2017 a number of large sites have come forward and received permission or a committee resolution to permit (subject to completion of a Section 106 agreement). These **new sites** have been detailed in Table 3 of the 2016 HLSS update. As these sites have been identified prior to 1 April 2017 they now qualify for, and thus have been added to, the deliverable supply. The proposed trajectories for these sites have been based on historic delivery trends.
- 3.18 As stated above, a number of small housing sites have been granted permission from 1 April 2016 – 31 March 2017. However the Council has not included these **new sites** in the estimated supply figures as these have not been quantified at time of publication. As such the trajectory and housing land supply position is likely to under-estimate the actual position for the monitoring year. However this will not impact the Plan as, when quantified, these permissions will further bolster the land supply position.
- 3.19 During the monitoring year, a number of Neighbourhood Plans have been ‘made’ in Wiltshire. Sites allocated for housing in those Plans, namely at Potterne and Urchfont (both East Wiltshire HMA), and Holt and Compton Bassett (both North & West Wiltshire HMA) have also been added to the deliverable supply. The proposed trajectory has been based on historic delivery trends.
- 3.20 In line with paragraph 48 of the National Planning Policy Framework the Council include a windfall allowance in its housing land supply. The Council’s approach is set out in Appendix 5 of the 2016 HLSS update. The trajectory of the anticipated windfall delivery has been reset to recommence in Year 1 (2017/2018).

### Monitoring

- 3.21 The Council anticipate it will have completed its survey exercise for the 2016/2017 monitoring year and published the results in its Housing Land Supply Statement later in 2017, but prior to submission of the Plan, which is programmed for 2018. The ‘confirmed’ 2017 position will be considered at the time of submission.
- 3.22 The Council’s estimated 5-year housing land supply position (using an April 2017 base date) is illustrated in Table 3.



**Table 3: Estimated 2017 Housing Land Supply for the Wiltshire HMAs (base date April 2017).**

Area	Housing requirement 2006-2026	Housing completions 2006-2017	Five year housing requirement 2017-2022	Deliverable supply 2017-2022	Number of years of deliverable supply <sup>13</sup>
East Wiltshire HMA	5,940	3,497	1,357	2,300	8.47
North & West Wiltshire HMA	24,740	12,603	6,743	8,922	6.62
South Wiltshire HMA	10,420	5,067	2,974	3,356	5.64
<b>Wiltshire HMAs</b>	<b>41,100</b>	<b>21,167</b>	<b>N/A</b>	<b>14,578</b>	<b>N/A</b>
Swindon (within Wiltshire)	900	540	N/A	350	N/A
<b>Wiltshire Total</b>	<b>42,000</b>	<b>21,707</b>	<b>N/A</b>	<b>14,928</b>	<b>N/A</b>

3.23 As shown in Table 3 there is currently a demonstrable 5-year housing land supply in all three HMAs. However even within a context of delivery on allocated sites in the Core Strategy, allocations in the Chippenham Housing Site Allocations Plan, and the prospect of further 'windfall' development, there will continue to be a requirement to plan for additional growth to maintain supply.

3.24 One of the objectives of the Plan is to ensure a 5-year housing land supply can be maintained throughout the remaining Plan period. The anticipated position for each year of the Plan (using the estimated 2017 position as a baseline) is shown in Table 4.

**Table 4: 5-year housing land supply position by HMA (2017-2026)**

HMA	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East	8.47	8.18	8.32	10.11	13.64	10.79	8.21	6.29	4.94
North & West	6.62	6.80	6.81	6.55	6.48	6.11	5.42	4.60	3.82
South	5.64	5.57	5.42	5.35	5.28	5.13	4.59	3.83	2.97

3.25 In the East HMA the baseline information also shows a reasonable surety of supply without any further land being allocated, with most years supply exceeding 8 years' worth. Taking into account the settlement strategy, which directs development to the most sustainable locations, the focus should be at the higher order settlements. The existing surety of supply until the end of the plan period suggests that allocations for housing at Large Villages in this HMA would be unjustified. The strategic priority to deliver the homes needed, is secondary to giving communities direct power to

<sup>13</sup> In accordance with the National Planning Policy Framework, the Council applies a buffer to its 5-year supply. This equates to needing to show a 5.25 years supply of land to meet 5 years worth of requirement.

develop a shared vision for their neighbourhood and delivering the sustainable development they need. The most appropriate means to assess local needs and plan growth at each Large Village in the East HMA is through the neighbourhood planning process. The Plan, therefore, does not need to seek to allocate land for housing development at Large Villages in the East HMA.

- 3.26 In the North & West HMA and South HMA there is a significant reliance on large strategic housing sites to meet strategic requirements. These are now beginning to play a much more substantial role in housing growth. The housing land supply position is considerably lower than in the East HMA, and in the South HMA there are a number of occurrences where the 5.25 years' worth of supply is marginal. This would indicate a greater degree of intervention to meet the objectives of the Plan.
- 3.27 How possible Plan allocations for housing development help to achieve Plan objectives in each HMA is assessed in Topic Paper 4: Developing Plan Proposals.
- 3.28 In order to maintain supply across Wiltshire's HMAs and Community Areas, there is a need to understand development patterns and delivery 'performance' - i.e. how areas have responded to growth in the past; and whether there is a need to bolster supply in areas where there is an identified residual need. The status of settlements in the settlement strategy and the indicative housing requirements set out within the Community Area Strategies has been taken into account in the preparation of the Plan in order to ensure that a sustainable distribution of growth across Wiltshire is maintained through the period to 2026.

**4. SETTLEMENT HIERARCHY AND COMMUNITY AREA INDICATIVE REQUIREMENTS**

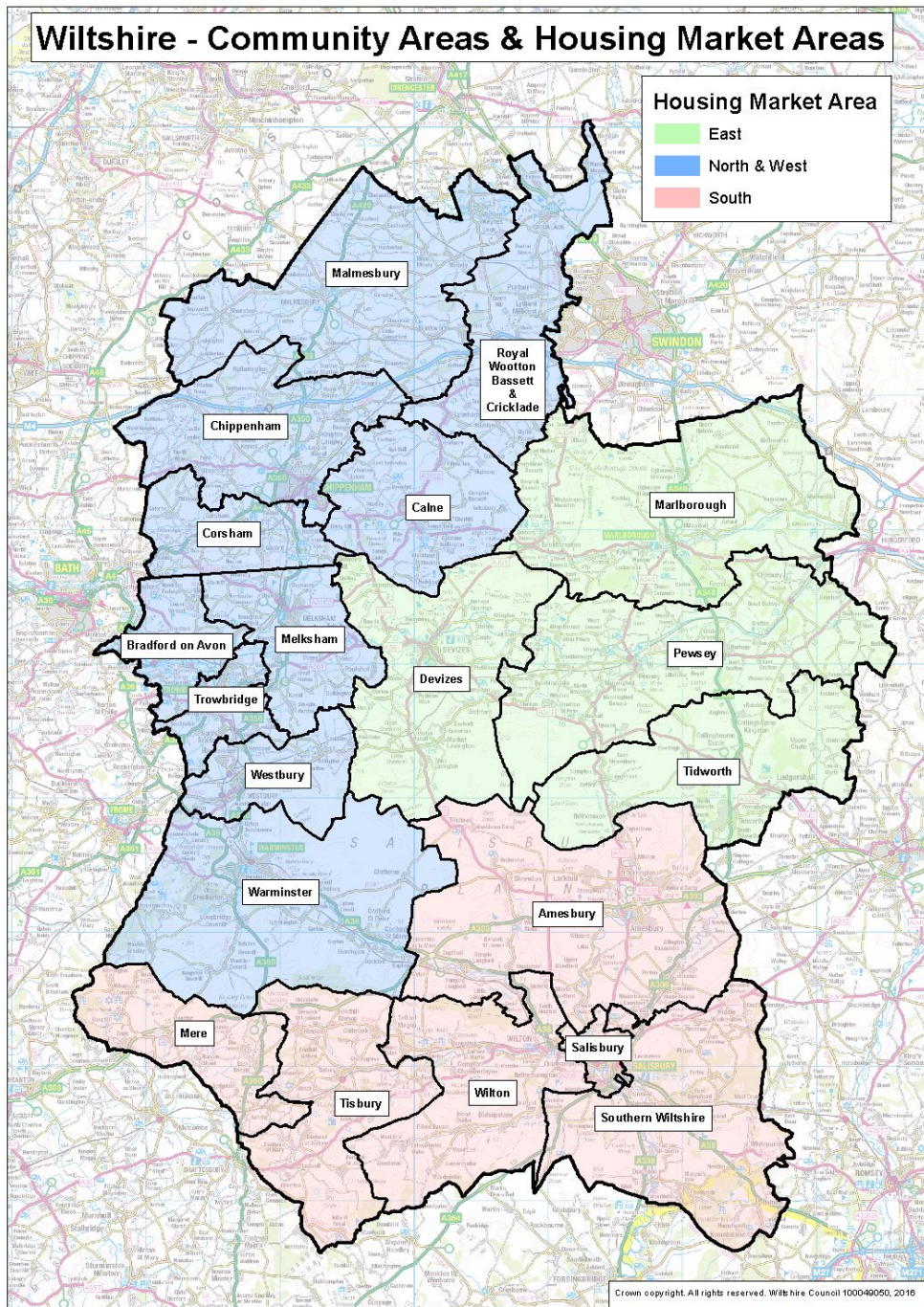
- 4.1 Core Policy 1 of the Wiltshire Core Strategy identifies and establishes a classification of settlements where sustainable development will take place over the plan period. Further amplification of the settlement hierarchy is then presented in Chapter 5 through the 'Area Strategies'.
- 4.2 The settlement strategy directs development to the most sustainable locations. As such, the bulk of planned growth is destined to take place at the higher order settlements (i.e. Principal Settlements and Market Towns, as well as the Local Service Centres) as outlined below.

<b>Principal Settlements</b>	Chippenham, Trowbridge and Salisbury
<b>Market Towns</b>	Amesbury (incorporating Bulford and Durrington), Bradford on Avon, Calne, Corsham, Devizes, Malmesbury, Marlborough, Melksham, Tidworth and Ludgershall, Warminster, Westbury and Royal Wootton Bassett
<b>Local Service Centres</b>	Pewsey, Market Lavington, Cricklade, Tisbury, Mere,

	Downton and Wilton
<b>Large and Small Villages</b>	As set out in Chapter 5 of the adopted Wiltshire Core Strategy

4.3 The Plan will follow the principles of the settlement strategy. The Council sub-divides the County into twenty 'Community Areas' and this is reflected in the policy commitments of the Core Strategy. As such, each Community Area has its own allocation of the overall housing requirements in the form of an indicative requirement for that area. The detailed breakdown by Community Area of the current housing land supply position is set out in Table 5 below. The Community Areas and their relationship with the Housing Market Areas are shown in Figure 2 below.

**Figure 2: Map of Wiltshire Community Areas and Housing Market Areas**



4.4 It is important to stress that the housing requirements set out in the Area Strategies of the Core Strategy are expressed as *'indicative'*, as this provides flexibility within each HMA. In this sense, the housing figures for each Community Area are not intended to be a prescriptive minima or maxima, instead they are an indication of the general scale of growth appropriate for each area and key settlements during the plan period.

4.5 In his final report, the WCS Examining Inspector considered (at paragraph 44) that

*“I am also satisfied that the identification of indicative levels of housing for Community Areas is not unduly rigid or prescriptive; such an approach will enable suitable flexibility to be applied by the Council in managing the effective delivery of necessary housing within the HMAs.”*

- 4.6 Therefore, this is an important principle of the Plan as it will afford the opportunity to examine supply constraints (e.g. environmental considerations) in a particular Community Area without being obliged to meet a definite requirement in that area.
- 4.7 Although the Plan will be identifying specific sites to meet indicative housing requirements, a balance will nonetheless need to be reached to ensure that settlements grow in line with the principles of the delivery strategy set out in the Core Strategy. Therefore, although there may well be significant development interests in any location, not all sites will be required to come forward in this Plan period.
- 4.8 However, in certain locations it may not be possible to identify sufficient sites to meet indicative requirements. Such circumstances may apply in locations where constraints, such as the Green Belt, prevent a full allocation of sites to be identified. The Community Area Topic Papers for each area will highlight where this scenario applies and what effect this may have on the Area Strategy. Topic Paper 4: Developing Plan Proposals, will consider what effect this could have on delivering the overall HMA requirements, maintaining land supply across the Plan period and whether further sites need to be identified.

### **Community Areas - Indicative Housing Requirements**

- 4.9 Table 5 below shows the indicative requirement set out in the Wiltshire Core Strategy<sup>14</sup> and progress on delivery and committed supply as at April 2017. The final two columns represent the residual remaining requirement shown in two different ways:

**Indicative remaining requirement (quoted):** where the indicative requirement has been met or exceeded the remaining requirement is shown as zero.

**Indicative remaining requirement (“actual delivery”):** where the indicative requirement has been exceeded, the residual remainder is shown as a negative value to demonstrate the extent by which this has been achieved.

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<sup>14</sup> Wiltshire Core Strategy (January 2015) – paragraph 4.26 (incorporating Table 1) and Chapter 5: Area Strategies

**Table 5: Estimated 2017 summary assessment of supply and residual requirement.**

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Indicative remaining requirement ('quoted')	Indicative remaining requirement ('actual delivery')
Devizes	2,010	1,447	689	0	-126
Devizes CA remainder	490	286	102	102	102
Devizes CA	2,500	1,733	792	102	-25
Marlborough	680	357	306	17	17
Marlborough CA remainder	240	160	46	34	34
Marlborough CA	920	517	352	51	51
Pewsey CA	600	426	179	0	-5
Tidworth and Ludgershall	1,750	728	948	74	74
Tidworth CA remainder	170	93	3	74	74
Tidworth CA	1,920	821	950	149	149
<b>EAST WILTSHIRE HMA</b>	<b>5,940</b>	<b>3,497</b>	<b>2,273</b>	<b>301</b>	<b>170</b>
Bradford on Avon	595	387	212	0	-4
Bradford on Avon CA remainder <sup>15</sup>	185	119	72	0	-6
Bradford on Avon CA <sup>4</sup>	780	506	284	0	-10
Calne	1,440	961	807	0	-328
Calne CA remainder	165	92	153	0	-80
Calne CA	1,605	1,053	961	0	-409
Chippenham	4,510	1,204	3,819	0	-513
Chippenham CA remainder	580	409	33	138	138
Chippenham CA	5,090	1,613	3,852	138	-375
Corsham	1,220	646	587	0	-13
Corsham CA remainder	175	255	96	0	-176
Corsham CA	1,395	901	684	0	-190
Malmesbury	885	560	455	0	-130
Malmesbury CA remainder	510	336	104	70	70
Malmesbury CA	1,395	896	559	70	-60
Melksham and Bowerhill	2,240	1,370	1,221	0	-351

<sup>15</sup> Totals for Bradford on Avon CA remainder and Bradford on Avon CA exclude any development at Staverton Marina which is classified as Trowbridge Principal Settlement.

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Indicative remaining requirement ('quoted')	Indicative remaining requirement ('actual delivery')
Melksham CA remainder	130	101	38	0	-9
Melksham CA	2,370	1,471	1,259	0	-360
Royal Wootton Bassett	1,070	997	158	0	-85
Royal Wootton Bassett and Cricklade CA remainder <sup>16</sup>	385	315	150	0	-80
Royal Wootton Bassett and Cricklade CA <sup>5</sup>	1,455	1,312	309	0	-166
Trowbridge	6,810	2,965	1,825	2,020	2,020
Trowbridge CA remainder	165	255	23	0	-113
Trowbridge CA	6,975	3,220	1,848	2,020	1,907
Warminster	1,920	603	855	462	462
Warminster CA remainder	140	90	18	32	32
Warminster CA	2,060	693	873	494	494
Westbury	1,500	877	931	0	-308
Westbury CA remainder	115	61	7	47	47
Westbury CA	1,615	938	938	47	-261
<b>NORTH &amp; WEST WILTSHIRE HMA</b>	<b>24,740</b>	<b>12,603</b>	<b>11,566</b>	<b>2,769</b>	<b>571</b>
Amesbury, Bulford and Durrington	2,440	1,311	1,056	73	73
Amesbury CA remainder	345	179	58	108	108
Amesbury CA	2,785	1,490	1,114	181	181
Mere	235	126	139	0	-30
Mere CA remainder	50	37	5	8	8
Mere CA	285	163	144	8	-22
Salisbury	6,060	2,273	3,083	173	173
Wilton		323	208		
Wilton CA remainder	255	115	11	129	129

<sup>16</sup> Totals for Royal Wootton Bassett & Cricklade CA remainder and Royal Wootton Bassett & Cricklade CA exclude any development at the West of Swindon.

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Indicative remaining requirement ('quoted')	Indicative remaining requirement ('actual delivery')
Salisbury and Wilton CAs	6,315	2,711	3,302	302	302
Downton	190	88	105	0	-3
Southern Wiltshire CA remainder <sup>17</sup>	425	385	78	0	-38
Southern Wiltshire CA <sup>6</sup>	615	473	183	0	-41
Tisbury	200	170	5	25	25
Tisbury CA remainder	220	60	11	149	149
Tisbury CA	420	230	16	174	174
<b>SOUTH WILTSHIRE HMA</b>	<b>10,420</b>	<b>5,067</b>	<b>4,759</b>	<b>665</b>	<b>594</b>
<b>SWINDON (WITHIN WILTSHIRE)</b>	<b>900</b>	<b>540</b>	<b>410</b>	<b>0</b>	<b>-50</b>
<b>WILTSHIRE</b>	<b>42,000</b>	<b>21,707</b>	<b>19,008</b>	<b>3,735</b>	<b>1,285</b>

4.10 Both the 'quoted' and 'actual delivery' figures demonstrate that certain Areas already have an abundance of commitments to meet the indicative requirement. The 'quoted' figures reflect how developable supply is portrayed in the Council's monitoring practices and in the Housing Land Supply Statement. It effectively treats each Area in isolation, and any delivery above the indicative requirements is simply an effect of the indicative nature of the requirement. This in turn is aggregated up to reflect that the housing requirement for each HMA and Wiltshire as a whole are minimum figures.

4.11 The 'actual delivery' figures illustrate the indicative nature of the local requirements. This is consistent with the discussion in the supporting text to Core Policy 2 of the Wiltshire Core Strategy which highlights the indicative nature of the requirement for each Area which are prefixed with 'about' or 'approximate' in the Area Strategy policies. The number of Areas with a negative residual requirement (i.e. where delivery and developable commitments meet or exceed the indicative requirement) demonstrates how the Council and Neighbourhood Plan groups are adopting the approach set out in the policy, and allowing for proposals for sustainable development even where it would result in indicative requirements being exceeded.

4.12 The extent to which delivery to date has met indicative housing requirements has been factored into the site selection process for each area. In order to bolster supply for the remaining plan period, the Plan focuses on addressing the need to allocate

<sup>17</sup> Totals for Southern Wiltshire CA remainder and Southern Wiltshire CA exclude any development at Old Sarum or extensions to Salisbury City, as these are classified as Salisbury.



additional sites to meet the housing requirements of each HMA, taking into account the indicative remaining requirements for each of the Community Areas.

- 4.13 Anticipated delivery from windfall is not a committed source of supply, and therefore a windfall allowance is not included within the figures in Table 5. However given historic delivery on windfall sites, the actual delivery against the indicative requirements for the Community Areas is likely to be greater than estimated.

## **5. COMPONENTS OF HOUSING SUPPLY**

- 5.1 The assessment of housing land supply is not an exact science. There are a number of sources of supply that need to be taken into consideration and the decision to include or exclude a component of supply is down to planning judgement based on the evidence available at the time. In Wiltshire the approach to the assessment of housing land supply is now well established, having been tested at the Wiltshire Core Strategy Examination and through numerous appeals.

- 5.2 The latest Housing Land Supply Statement (update published March 2017) includes the following components of supply:

- Sites with planning permission or prior approval
- Sites with resolutions to grant planning permission subject to a Section 106 agreement
- Saved Local Plan allocations (that have been reviewed and carried forward as part of the Wiltshire Core Strategy)
- Strategic site allocations within the adopted Wiltshire Core Strategy
- Strategic site allocations within the adopted Chippenham Site Allocations Plan
- Made (i.e. Adopted) Neighbourhood Plan allocations
- Emerging Neighbourhood Plan allocations (where the Neighbourhood Plan has passed through the Regulation 16 consultation stage.)
- A windfall allowance (in accordance with paragraph 48 of the National Planning Policy Framework).

- 5.3 Sites with planning permission, prior approval, or those with committee resolutions to grant permission are a regular source of supply and generally represent the sites most advanced in terms of delivering housing development. Sites in Local Plans, including the Wiltshire Core Strategy and Chippenham Site Allocations Plan, have been formally allocated by the Council, and offer certainty of suitability for development.

- 5.4 The contribution of neighbourhood planning and windfall development are less certain due to the nature of these sources. The contribution of these sources to the future supply are assessed below.

### **Neighbourhood plans**

- 5.5 In addition to the above, one of the clear challenges to address in preparing the Plan centres on the need to support, rather than stymie the delivery of housing through neighbourhood plans. There has been significant interest across Wiltshire in neighbourhood planning and, in line with Core Policies 1 and 2 of the Core Strategy, these type of plans will play a role in meeting the indicative housing requirements.
- 5.6 At the outset of Plan preparation, where neighbourhood plans have reached the examination stage, the Council has not sought to identify further housing sites. Progress on neighbourhood planning in other areas of the County has also been kept under review as preparation proceeds. How the Plan interacts with particular Neighbourhood Plans is explained in individual Community Area Topic Papers. Plan preparation thus serves to support neighbourhood plans already in preparation; and allow appropriate opportunity for dialogue with communities, who may be considering the preparation of such plans, to articulate their views on how settlements should grow.
- 5.7 However, it is recognised that in certain locations (particularly higher order settlements such as Principal Settlements, Market Towns and Local Service Centres) there may well be a need for the Council to take a strategic lead, by identifying sites to ensure that sufficient land is made available to maintain supply and market choice.
- 5.8 Equally, where neighbourhood plans are being developed that do not allocate sites for housing despite there being a requirement to be met in an area then, again, the Council may need to identify sites at those locations.
- 5.9 Further information on these matters can be found in Topic Paper 2: Site Selection Methodology, Topic Paper 4: Developing Plan Proposals as well as individual Community Area Topic Papers.

### **Windfall allowance**

- 5.10 Windfall sites are defined in the Glossary of the NPPF as *“Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.”*
- 5.11 Paragraph 48 states that a windfall allowance can form part of the 5-year deliverable supply if there *“is compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.”*
- 5.12 The Planning Practice Guidance provides additional guidance on how a windfall allowance can be applied beyond the immediate 5 year period, based on a geographical area. It is considered an HMA could form such an area.

- 5.13 The Council has calculated a windfall allowance at HMA-level for the remainder of the Wiltshire Core Strategy plan period in line with the NPPF tests. This has been set out at HMA-level in the deliverable supply (years 1-5) and developable supply (years 6-15) since the introduction of the NPPF in 2012. This is explained in more detail in Appendix 5 of the 2016 HLSS update.
- 5.14 The windfall allowance in the 2016 HLSS update is calculated for an April 2016 base date position, and represents anticipated windfall for the remaining period of the Wiltshire Core Strategy (April 2016 to March 2026). However the land supply position used to inform this Plan uses an estimated April 2017 base date and applies from April 2017 to March 2026. As such the windfall allowance has been reduced accordingly to represent delivery over a 9 year period rather than 10 years. The windfall allowance used for each HMA in the estimated 2017 position is shown in Table 6 below.

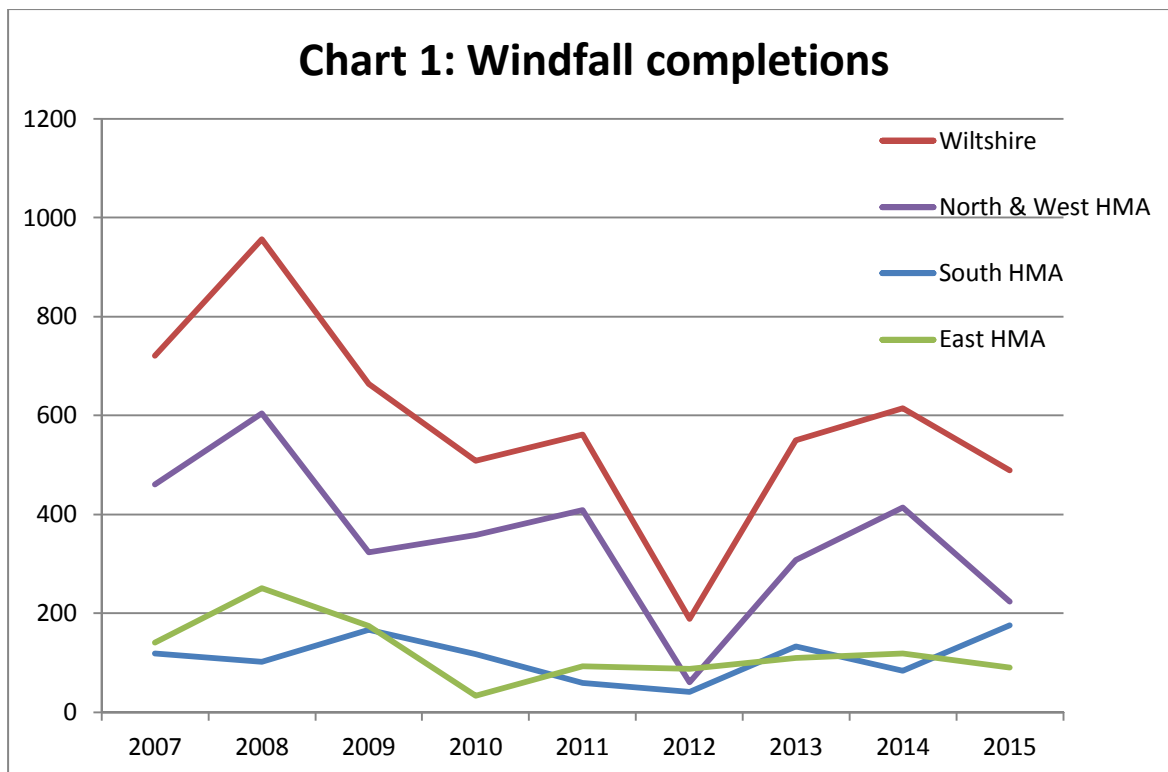
**Table 6: Anticipated windfall allowance (April 2017 – March 2026).**

Housing Market Area (HMA)	Windfall allowance (April 2017 – March 2026)
East Wiltshire HMA	811
North & West Wiltshire HMA	2086
South Wiltshire HMA	736

- 5.15 Completions data shows that during the Wiltshire Core Strategy period (2006-2015<sup>18</sup>) delivery of brownfield windfall sites have contributed **29%** of all housing completions. Chart 1 below<sup>19</sup> shows the pattern of delivery of such sites for each HMA and Wiltshire overall. It is considered that this figure warrants the inclusion of a windfall allowance, in accordance with the NPPF.

<sup>18</sup> Source: 2016 Housing Land Supply Statement (March 2017 update) - Appendix 5. This figure is based on non-allocated brownfield sites only.

<sup>19</sup> Source: 2016 Housing Land Supply Statement (March 2017 update)



5.16 The Council recognise that a windfall allowance is a further source of supply which contributes towards delivery of the indicative housing requirements. However in line with the Plan objective to provide surety of supply through allocations, the use of a windfall allowance should not be relied upon.

**Impact of recent and emerging Government policy and legislation**

5.17 A series of recent legislative and policy changes may affect the scope of the various sources of supply in the future.

Housing White Paper

5.18 The Government released a Housing White Paper in February 2017. This included a series of proposals which include tools aimed at increasing housing supply, a greater emphasis in favour of development on brownfield land at settlements, and development of small and medium sized sites. Many of the proposals build on previous Government consultations and reviews<sup>20</sup> – these are highlighted in the relevant section below. The intention is that many of the measures proposed are to be brought into policy during 2017 and early 2018 which is within the current timescales for examination and adoption of the Plan. These have been assessed as to its potential effect on the objectives of the Plan

<sup>20</sup> Housing White Paper - "Fixing our broken housing market" (DCLG, February 2017) Paragraph 1.5.

*(a) Housing delivery test*

- 5.19 This proposal was originally consulted on in the changes to national planning policy from December 2015 to February 2016, with the Government response published alongside the White Paper. It proposes a housing delivery test to ensure local authorities are accountable for their role in ensuring new homes are built in their area. It proposes an assessment of delivery against the housing requirement (set out in an up-to-date i.e. less than 5 year old development plan) in the past 3 monitoring years, beginning in November 2017.
- 5.20 Where delivery performance over this time period has fallen behind the corresponding housing requirement over that time, the local authority may have to apply a 20% buffer on its 5-year housing land supply. The implications of delivery falling behind housing requirements is already embedded in the operation of paragraph 47 of the NPPF which can also require the application of a 20% buffer on the local authority's 5-year housing land supply if under-delivery has occurred persistently.
- 5.21 Should the results of the housing delivery test necessitate applying a 20% buffer, this may in some instance affect the Council's ability to meet a 5-year housing land supply on an ongoing basis throughout the Plan period. This is discussed further in the 'Resilience testing' section of the Housing Market Area discussion in Topic Paper 4 – "Developing Plan Proposals".

*(b) Additional emphasis on delivery of brownfield sites*

- 5.22 This proposal also follows earlier consultation on amendments to national planning policy (December 2015). The Government will amend the NPPF to indicate great weight should be attached to the value of using suitable brownfield land within settlements for homes.
- 5.23 Core Policy 2 of the Wiltshire Core Strategy already includes a presumption in favour of sustainable development within defined settlement boundaries, and "prioritises the re-use of previously developed land to deliver regeneration opportunities, and to limit the need for development on Greenfield sites." The Council includes an allowance for windfall development in its housing land supply calculation based on brownfield sites in its calculation. The increased weight in national policy is a factor that may contribute to this trend continuing.
- 5.24 It also proposes to amend the NPPF to allow more brownfield land to be brought forward for starter home-led development. This includes tests to determine whether such proposals on under-used employment sites and other under-used brownfield land should be considered favourably. Core Policy 35 of the Wiltshire Core Strategy establishes criteria for the retention or reuse of existing employment sites and includes a test for whether the site has any long term or strategic requirement to remain in employment use. Thus local policy already caters for release of unviable employment land, which may be appropriate for starter home development.

*(c) Small and medium sized sites*

- 5.25 In the same way as the strengthened emphasis on brownfield sites the Government will amend the NPPF to expect local authorities to have policies that support the development of small 'windfall' sites, and indicate that great weight should be given to using small undeveloped sites within settlements that are suitable for residential development.
- 5.26 Wiltshire is a large, predominantly rural authority, with over 90 settlements with defined settlement boundaries (indicating the most sustainable locations for development.) As highlighted windfall delivery provides extensive contribution to delivery in Wiltshire, with a large proportion coming forward on small sites. These factors have provided, and it is expected will continue to provide, many opportunities for small-scale development. As set out above, Core Policy 2 of the Wiltshire Core Strategy already includes a presumption in favour of sustainable development within defined settlement boundaries. Topic Paper 4 explains to what degree the Plan and future land supply is dependent on windfall delivery.

Permission-in-principle / brownfield register

- 5.27 Permission-in-principle is a new form of planning permission brought into legislation in the Housing and Planning Act 2016. New planning measures in the Act include the requirement to formulate a register of land meeting a 'prescribed description', and the concept of 'permission-in-principle' which can be granted through a national or local development order on housing-led development, against sites on a register or allocated in development plans.
- 5.28 The first implementation of the permission-in-principle type of permission is a requirement for local authorities to compile a register of brownfield land meeting a list of criteria in their administrative area, and a separate Order by the Secretary of State granting permission-in-principle for sites on Part 2<sup>21</sup> of that register. These were brought into force in April 2017. The Council must publish the register by 31 December 2017.
- 5.29 This type of permission is likely to reduce the uncertainty of whether housing development is acceptable in principle on a particular site, and thus the cost to developers associated in achieving an outline permission on such a site. This in turn may improve the viability and attractiveness to release such a site onto the market.
- 5.30 The original consultation on changes to national policy aimed to achieve a target of planning permission being in place on 90% of suitable brownfield sites by 2020.<sup>22</sup> As statutory measures are now in effect, and additional weight being placed on redevelopment of brownfield land, this indicates a clear indication from the Government to develop this source of housing delivery.

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<sup>21</sup> Part 2 of the Brownfield Register are sites that the local authority wishes permission-in-principle to be made on, following statutory publicising and consultation.

<sup>22</sup> Housing and Planning Bill 2015 and DCLG "Consultation on proposed changes to national planning policy" (December 2015)

Release of public sector land (One Public Estate)

- 5.31 Wiltshire Council is participating in the One Public Estate initiative, a partnership between the Local Government Association and Cabinet Office. An objective of the programme is to release land held by public bodies that has been identified as surplus to requirements. This may include measures such as co-locating services, or releasing land to generate economic growth.
- 5.32 In recent years, the Council has identified land in its own portfolio for disposal. Examples include the former George Ward School, Melksham which has been granted permission for 261 homes and is currently under construction, and the former West Wiltshire District Council site at Bradley Road, Trowbridge which is currently under offer.

Permitted development changes

- 5.33 Since May 2013 a number amendments have been made to the General Permitted Development Order (GPDO) to reduce planning regulations regarding changes of use to a residential use. These now allow changes of use from a wide range of use classes to dwellings as permitted development, through a 'prior approval' process.
- 5.34 Since the first amendments came into effect (May 2013) until the end of the monitoring period ending March 2016, prior approval has been granted for a total of **165** residential units on brownfield sites in Wiltshire. A number of agricultural-to-residential approvals have also been granted which, in a predominantly rural authority such as Wiltshire, seems likely to continue.
- 5.35 The Government have signalled further intentions to continue the relaxation of permitted development rights. A ministerial statement published on 13 October 2015 announced the intention to allow the demolition of office buildings with replacement of residential buildings, also through a prior approval process. This has been reiterated more recently however is not included within the Housing White Paper. The Rural Planning Review (issued in February 2016) announced proposals to consult on a further right to allow conversion of agricultural buildings into up to 5 residential units to meet local needs.

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## **APPENDIX 5**

# **Wiltshire Housing Site Allocations Plan**

## **Topic Paper 4: Developing Plan Proposals**

June 2017



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Cabinet Version - Wiltshire Housing Site Allocations DPD: Topic Paper 4: Developing Plan Proposals

The Draft Plan has been published supported by the following Topic Papers:

Document	Purpose
Community Area Topic Papers	<p>Reports on stages 1 to 4a of the site selection process for each community area, including a summary of relevant outputs from stage 3.</p> <p>Reports on the process and outcome of settlement boundary review for each community area settlement</p>
Topic Paper 1: Settlement Boundary Review Methodology	Explains the process followed to review settlement boundaries and how it was developed
Topic Paper 2: Site Selection Process Methodology	Explains the process followed to select preferred sites and produce plan proposals
Topic Paper 3 : Housing land Supply	Provides the quantitative evidence for housing land requirements
Topic Paper 4 : Developing Plan Proposals F	Reports on how preferred sites affect housing land supply for each Housing Market Area in terms of meeting WCS requirements and the spatial strategy
Topic Paper 5 : Assessment of Viability	Tests the ability of sites to be developed, provide policy compliant levels of affordable housing and necessary infrastructure

## Topic Paper 4 : Developing Plan Proposals

### Introduction

- 1.1 Stages 1 to 4a of the site selection process involved the assessment of sites individually<sup>1</sup>. The assessment of sites promoted for development has involved looking at the characteristics of each one. Potential site options have been rejected and others that have better sustainability benefits have been taken forward. The conclusions of that work are reported in the individual community area topic papers.
- 1.2 The purpose of this topic paper is to look overall at the proposed allocations that have resulted to see how together they meet two objectives of the Plan:
  - to help demonstrate a rolling five year supply of deliverable land for housing development.
  - to allocate sites at the settlements in the County that support the spatial strategy.
- 1.3 The paper carries out Stage 4b of the site selection process described in full in Topic Paper 2. It looks at each Housing Market Area (HMA) in turn in terms of these two objectives: Housing Land Supply and the Spatial Strategy.

### **Housing Land Supply - to help demonstrate a rolling five year supply of deliverable land for housing development**

- 1.4 The council needs to demonstrate a five year supply of deliverable land for each of the three Housing Market Areas (HMAs). The Plan should help sustain such a supply for each year over the plan period, to 2026. To help do this, the anticipated yearly completions of each site, when building starts and finishes, are all collated to forecast levels of supply (build out rates) for every year of the plan period. Compared to the implied rate of annual house building necessary to deliver the remainder of the HMA Core Strategy requirements, the result can be expressed as a number of years' worth of land supply.
- 1.5 It is difficult to predict rates of development with a high level of certainty because a number of issues can affect construction. Also, in Wiltshire, large mixed use sites ('strategic sites') are a significant component of land supply in each HMA and they can be complex and time consuming to deliver. Consequently, it is prudent to look beyond the required minimum to achieve a five year housing land supply and ensure a continuity of housing supply, as well to help ensure choice and competition in the market.

### **The Spatial Strategy - to allocate sites at the settlements in the County that support the spatial strategy**

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<sup>1</sup> Topic Paper 2: Site Selection Process Methodology provides a detailed description of the site selection process.

- 1.6 The scale and distribution of housing development at each settlement should also be consistent with that proposed by the spatial strategy in the Wiltshire Core Strategy (WCS). The role and function of a settlement may be frustrated if the supply of housing land is constrained. A lack of new housing and infrastructure could depress economic growth and could undermine the viability and vitality of town centres. Equally, widespread over provision, particularly toward smaller settlements, might undermine the spatial strategy. A symptom of this would be more travelling between settlements, less self-containment and more impact on the environment.
- 1.7 It would not, however, be reasonable to expect the distribution and scale of land supply to adhere rigidly to a given level. It would be unrealistic to expect as much. The WCS explains that the levels it suggests are indicative and that there needs to be some flexibility.
- 1.8 Levels of housing suggested for settlements and rural areas by the WCS are indicative in order to provide flexibility within each HMA. Figures are provided in the Area Strategy Policies at the Community Area level as well as for the Principal Settlements, Market Towns and, Local Service Centres in the South Wiltshire HMA. They are expressed as 'about' or 'approximate' figures and neither minimum or maximums; instead they are an indication of the general scale of growth appropriate for each area and settlement during the plan period. Levels of development at Large Villages are limited to that needed to help the housing needs of the settlement and figures for the rural areas are provided in Table 1 of the WCS.

## Housing Land Supply

### Context

- 2.1 There are considerable uncertainties affecting the supply and development of housing. Forecasting supply over a decade cannot be exact. National policy anticipates that the Council will boost significantly the supply of housing<sup>2</sup> and requires the Council to include an additional buffer over the need to demonstrate 5 years worth of housing land supply. The WCS sets requirements as a minimum amount of housing for each HMA. This all suggests planning for a generous supply of housing land, which is considered below.
- 2.2 The sustainable development of the County depends upon development being planned to manage environmental impacts, ensure economic growth and properly coordinate infrastructure provision. Developers commonly challenge the Council's approach to land supply in order to promote sites excluded from the development plan. This can create uncertainty around infrastructure provision and concern that less sustainable sites are being developed.
- 2.3 Therefore, to be sure of maintaining a five year housing land supply over each of the remaining years of the plan period, annual supply should exceed the five years and buffer required by planning policy<sup>3</sup>. Any target level will be arbitrary but the Plan might look to provide at least six years of supply in each of the remaining years of the plan period<sup>4</sup> (to allow for any possibility of under-delivery in future), but less where it can be safe to assume that reviews of the development plan will by then have brought forward additional site allocations to a point of sufficient certainty.

### Updating housing land supply

- 2.4 Stage 1 of the site selection process determined Areas of Search where the Plan should look to allocate sites for housing development. Areas of Search are generally those areas where currently dwelling completions and developable commitments fall short of the indicative requirements set out in the WCS. Information about dwelling completions and commitments, and therefore Areas of Search, derive from monitoring used to compile Housing Land Supply Statements (HLSS) published annually by the Council in the course of preparing the Plan. These have been updated and reviewed during Plan preparation.
- 2.5 The culmination of site selection carried out (Stage 4a, as reported in each Community Area Topic Paper) is a set of preferred site options that will become proposals of the

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<sup>2</sup> National Planning Policy Framework (NPPF), paragraph 47, DCLG, (Mar 2012)

<sup>3</sup> National Planning Policy Framework (NPPF), paragraph 47 states that Local Planning Authorities should "identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land", DCLG, (Mar 2012).

<sup>4</sup> National Planning Policy Framework (NPPF), paragraph 47 states "Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20%..." Six years supply is therefore the maximum requirement envisaged in national policy.



Plan. The context for this has been the most up-to-date housing land supply data possible; a forecast of the 2017 HLSS with a base date of 1 April 2017.

- 2.6 The Plan is intended for submission after 1<sup>st</sup> April and this is the appropriate baseline for Plan proposals. However a definitive set of data will not be available until the County is re-surveyed. The baseline used at this stage of the Plan is therefore a forecast of the April 2017 HLSS<sup>5</sup>. This housing data is realistic and relies on few assumptions. A more detailed technical explanation is provided in Topic Paper 3: Housing Land Supply.
- 2.7 The forecast 2017 data shows housing land supply **without** the allocations proposed in this Plan.
- 2.8 Forecast land supply in 2017 for each HMA, excluding windfalls, is as follows:

Housing Market Area	Minimum requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
East Wiltshire	5,940	3,497	2,273	170
North and West Wiltshire	24,740	12,603	11,566	571
South Wiltshire	10,420	5,067	4,759	594

Figure 1: Housing Market Area - Strategic Requirements

- 2.9 Forecast five year housing land supply in 2017 and for each remaining year of the plan period, including windfalls, is as shown in the two tables below<sup>6</sup>.

Housing Market Area	Housing requirement 2006-2026	Housing completions 2006-2017	Five year housing requirement 2017-2022	Deliverable supply 2017-2022	Number of years of deliverable supply
East Wiltshire	5,940	3,497	1,357	2,300	8.47
North and West Wiltshire	24,740	12,603	6,743	8,922	6.62
South Wiltshire	10,420	5,067	2,974	3,356	5.64

Figure 2: HMA Five Year Housing Land Supply - Baseline 2017

<sup>5</sup> A Revised HLSS was published in March 2017, in order to reflect the fact that allocations in the Chippenham Site Allocations Plan have passed examination and are proceeding to adoption using a base date of 1 April 2016. Since then, the Plan has been adopted (May 2017). The 2017 forecast (with a base date of 1 April 2017) starts from this Revised HLSS. In addition, the data estimates the number of dwellings completed since the 2016 but does not include estimates of planning permissions for small housing sites. More information is provided in Topic Paper 3: Housing Land Supply.

<sup>6</sup> In accordance with the National Planning Policy Framework, the Council apply the appropriate buffer to its 5-year supply. As the Council considers it requires a 5% buffer in each of its three HMAs, this equates to needing to show a 5.25 year supply of land to meet 5 years worth of requirement.

Year supply	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East Wiltshire	8.47	8.18	8.32	10.11	13.64	10.79	8.21	6.29	4.94
North and West Wiltshire	6.62	6.80	6.81	6.55	6.48	6.11	5.42	4.60	3.82
South Wiltshire	5.64	5.57	5.42	5.35	5.28	5.13	4.59	3.83	2.97

Figure 3: HMA Five Year Housing Land Supply - Baseline (Annual Supply 2017-26)

## Testing Plan Proposals

### Resilience testing

2.10 The Council has tested the supply of housing land coming forward to see how well a five year supply can be maintained. This helps to indicate the robustness of supply. More importantly it also shows where efforts might need to be focussed in order for sufficient supply to be assured over the plan period.

2.11 Testing, using different scenarios, has envisaged four different types of circumstance:

- a. **Site delay** - large sites for housing, important to overall supply, fail to be implemented in the plan period. However, in undertaking monitoring, the Council engages with both house builders and land owners and detects site delays quickly. Experience shows that the complexity of delivering large sites can result in forecast start dates slipping. The latest housing trajectories now allow for this.

It is extremely unlikely that a whole site's contribution would be lost from housing supply before there was action by the Council to unblock obstacles to development or identify other land as a substitute. These 'worst case' scenarios for each HMA are therefore particularly severe tests of resilience.

- b. **Reliance on windfall** – National Planning Policy Framework (NPPF) allows Local Planning Authorities to include an allowance for windfall in their estimates for housing that will be built on unidentified sites. The allowances provided for each HMA in the Council's estimates are evidenced by past levels. It provides greater certainty since the Plan does not depend on windfall housing development in order to achieve the minimum HMA requirements. Supply has been tested to see whether meeting requirements relies on a windfall contribution.
- c. **Persistent under delivery** – NPPF requires a larger land supply where there has been persistent under-delivery (a 20% buffer rather than 5%). While under-delivery has not taken place in any of the County's HMAs and this view has been consistently supported at planning appeals, it would be prudent to aim to have a 20% buffer.
- d. **A backlog of housing provision** - If there is a backlog of housing that has accrued against the requirement, there are two ways this can be addressed. These are known as the 'Liverpool' and 'Sedgefield' approaches:
  - The '*Liverpool approach*' is to seek to meet this backlog over the whole plan period. It is also known as the residual approach.
  - The '*Sedgefield approach*' is to front load the provision of this backlog so it is rectified within the next five years.

The resilience of housing land supply has been tested against both methods.

Planning decisions in Wiltshire have used the 'Liverpool approach' because delivery of housing in the County is dependent upon a number of Strategic Allocations which are anticipated to be delivered in whole or part beyond the next five year time period. The WCS Inspector accepted the redistribution of shortfalls over the remaining plan period. Since then other Inspectors considering Section 78 appeals have not departed from the WCS Inspector's acceptance of the Liverpool approach.

2.12 Once the resilience of supply has been tested, this supports separate conclusions for each HMA on two important aspects:

- Whether to allocate sites at Large Villages?
- What housing sites are crucial to ensuring a surety of supply?

### **Whether to allocate sites at Large Villages?**

2.13 Neighbourhood Plans are an important part of the planning system. The National Planning Policy Framework (NPPF) describes their role:

*"Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. Parishes and neighbourhood forums can use neighbourhood planning to:*

*set planning policies through neighbourhood plans to determine decisions on planning applications..."<sup>7</sup>*

2.14 The Council supports passing direct powers over planning to local communities as a part of building up the resilience of local communities.

2.15 Referring to the role of Local Plans prepared by the Council the NPPF states:

*"Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:*

*the homes and jobs needed in the area ..."<sup>8</sup>*

2.16 It is only necessary for this Plan to allocate land for housing development where it is a strategic priority to do so. WCS Core Policy 1 proposes that development at Large Villages should be limited to that needed to help meet the housing needs of settlements and to improve employment opportunities, services and facilities. Unless there is a strategic priority to deliver the homes needed in an HMA, then the most appropriate means to assess local needs and plan growth at each Large Village is through the neighbourhood planning process. Topic Paper 3: Housing Land Supply already indicates that there is no need to plan for Large Villages in the East Wiltshire HMA. This Paper reviews that position taking into consideration the proposed allocations and considers, for each HMA, whether that strategic priority exists.

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<sup>7</sup> National Planning Policy Framework, DCLG, March 2012 para 183

<sup>8</sup> National Planning Policy Framework, DCLG, March 2012 para 156

**What housing sites are important to ensuring a surety of supply?**

- 2.17 Knowing which housing sites are most important to maintaining supply helps the Council to resolve potential issues ahead of costly delays and to co-ordinate actions that help to support their delivery.
- 2.18 The WCS allocates a number of large mixed use sites for development over the plan period. Evidence to date shows that several strategic sites proposed in the WCS are failing to be developed to the timescales originally envisaged, despite Council and developer aspirations to do so, because of the complexities involved. Another concern voiced is that sites are simply land-banked by volume house builders for construction at a later date.
- 2.19 Strategic sites also provide land for employment development and important infrastructure necessary to support growth. They are an important source of affordable homes if the Council is going to meet targets set in the WCS. There are wider implications if the development of one or other site is significantly delayed.
- 2.20 There are also implications in terms of ensuring an adequate supply of housing land. Testing the resilience of supply has considered this issue and helped to identify those sites that are the most important in each HMA.
- 2.21 Specific risks to delivery associated with those identified sites can be recorded in a risk register to support the implementation of the Plan. A part of monitoring the effectiveness of the Plan will be to maintain this risk register.
- 2.22 This Paper identifies, for each HMA, those sites in this Plan and the WCS that are particularly important to ensuring sufficient housing land supply.

## The Spatial Strategy

### Context

- 3.1 The WCS presents a settlement strategy for managing growth over the period up to 2026. The strategy establishes tiers of settlements based on an understanding of their role and function; and how they relate to their immediate communities and wider hinterland.
- 3.2 Core Policy 1 of the WCS identifies five categories of settlements, namely:
- Principal settlements
  - Market towns
  - Local service centres
  - Large villages
  - Small villages
- 3.3 The table below sets out the relationship between each tier of the settlement strategy and the expected level of development under Core Policy 1.

Settlement	Level of development
Principal settlement	The primary focus for development and will provide significant levels of jobs and homes
Market town	Have the potential for significant development that will increase the number of jobs and homes to help sustain/enhance services and facilities and promote self-containment and sustainable communities
Local service centre	Modest levels of development to safeguard their role and deliver affordable housing
Large village	Development limited to that needed to help meet the housing needs of settlements and improve housing opportunities, services and facilities
Small village	Some modest development may be appropriate to respond to local needs and contribute to the vitality of rural communities but limited to infill

Figure 4: Settlements and levels of development

- 3.4 Core Policy 2 of the WCS proposes a minimum housing requirement for each HMA as follows:

Housing Market Area (HMA)	Minimum housing requirement (dwellings)
East Wiltshire	5,940
North and West Wiltshire	24,740
South Wiltshire	10,420

Figure 5: HMA Minimum housing requirements

3.5 Table 1 at Paragraph 4.26 together with Area Strategy Policies (Section 5) of the WCS show indicative local housing requirements for settlements, community area remainders and community areas, as follows:

Area	Indicative requirement 2006-2026
Devizes	2,010
Devizes CA remainder	490
Devizes CA Total	2,500
Marlborough	680
Marlborough CA remainder	240
Marlborough CA Total	920
Pewsey CA	600
Tidworth and Ludgershall	1,750
Tidworth CA remainder	170
Tidworth CA Total	1,920
<b>EAST WILTSHIRE HMA TOTAL</b>	<b>5,940</b>
Bradford on Avon	595
Bradford on Avon CA remainder	185
Bradford on Avon CA Total	780
Calne	1,440
Calne CA remainder	165
Calne CA Total	1,605
Chippenham	4,510
Chippenham CA remainder	580
Chippenham CA Total	5,090
Corsham	1,220
Corsham CA remainder Total	175
Corsham CA Total	1,395
Malmesbury	885
Malmesbury CA remainder	510
Malmesbury CA Total	1,395
Melksham and Bowerhill	2,240
Melksham CA remainder	130
Melksham CA Total	2,370
Royal Wootton Bassett	1,070

Area	Indicative requirement 2006-2026
Royal Wootton Bassett and Cricklade CA remainder <sup>9</sup>	385
Royal Wootton Bassett and Cricklade CA <sup>5</sup> Total	1,455
Trowbridge	6,810
Trowbridge CA remainder	165
Trowbridge CA Total	6,975
Warminster	1,920
Warminster CA remainder	140
Warminster CA Total	2,060
Westbury	1,500
Westbury CA remainder	115
Westbury CA Total	1,615
<b>NORTH &amp; WEST WILTSHIRE HMA TOTAL</b>	<b>24,740</b>
Amesbury, Bulford and Durrington	2,440
Amesbury CA remainder	345
Amesbury CA Total	2,785
Mere	235
Mere CA remainder	50
Mere CA Total	285
Salisbury	6,060
Wilton	
Wilton CA remainder	255
Salisbury and Wilton CAs Total	6,315
Downton	190
Southern Wiltshire CA remainder	425
Southern Wiltshire CA Total	615
Tisbury	200
Tisbury CA remainder	220
Tisbury CA Total	420
<b>SOUTH WILTSHIRE HMA TOTAL</b>	<b>10,420</b>

Figure 6: Community Area Indicative Requirements

3.6 Paragraph 4.30 of the WCS makes clear however that:

<sup>9</sup> Totals for Royal Wootton Bassett & Cricklade CA remainder and Royal Wootton Bassett & Cricklade CA exclude any development at the West of Swindon.

*“The disaggregation to Community Areas set out above is not intended to be so prescriptive as to be inflexible and potentially ineffective in delivering the identified level of housing for each market area. It clarifies the council’s intentions in the knowledge of likely constraints in terms of market realism, infrastructure and environmental capacity. They provide a strategic context for the preparation of the Housing Sites Allocation DPD and in order to plan for appropriate infrastructure provision.”*

3.7 There are a number of sources for new homes to meet the requirements of Core Policy 2<sup>10</sup>. They include:

- strategic allocations made within the WCS
- retained Local Plan allocations
- existing commitments
- regeneration projects, for example, those in Chippenham, Trowbridge and Salisbury
- neighbourhood plans
- windfall sites

3.8 Sites identified in the Plan supplement housing land supply providing not just an additional number of homes but increasing choice of location and housing types.

### **Consistency with the Spatial Strategy**

3.9 The Plan is being prepared to be consistent with the WCS. It implements the spatial strategy of the WCS and does not review the role and function of settlements summarised above or indicative levels of growth.

3.10 The Plan allocates land to help ensure the delivery of the HMA housing requirements and in doing so the indicative distribution of new homes intended by the WCS from 2006 to 2026. At this point in the plan period a good proportion of homes have either already been built or are committed to be built by resolutions to grant planning permissions or allocations already made. The site selection process generally focuses on those areas and settlements that would benefit from the allocation of additional land to provide a plan-led approach where current land supply does not match indicative requirements. The scale of a shortfall is termed a ‘residual indicative requirement’ and the locations for additional supply ‘Areas of Search’.

3.11 Each Community Area Topic Paper concludes, where necessary (i.e. where supply should be provided for through this Plan), with a set of proposed allocations at individual settlements. The total amount of housing that they can deliver is intended to meet the residual housing requirement for the HMA (see Figure 1).

3.12 Given the Government’s objective to boost housing supply, the residual indicative requirement is not treated as a ceiling to cap development but more of a guide to inform an appropriate level of growth. They are neither maxima nor minima. However

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<sup>10</sup> See Topic Paper 3: Housing Land Supply



at Large Villages development clearly in excess of what is meeting local need may not necessarily be acceptable, as it could conflict with WCS Core Policy 1 (see paragraphs 2.13 to 2.16) .

3.13 Tables for each HMA compare the indicative housing requirements of rural and urban parts of each community area with likely actual levels of housing development that will take place over the plan period once allocations in this Plan are accounted for. The information is presented in this way to reflect the different emphasis of the spatial strategy.

3.14 The discussion that follows focuses on those areas and settlements where there is either still likely to be a shortfall of housing land or where more land is being identified than suggested by the spatial strategy.

3.15 For each HMA in turn the purpose is to:

- determine whether or not the Plan is in general conformity with the WCS and consistent with the spatial strategy; and
- suggest steps to resolve a shortfall where housing delivery at a settlement looks as if it will not meet levels intended. It will be for measures and other plans outside of the Plan to consider these in more detail. The relevant Community Area Topic Paper describes constraints that prevent a residual requirement being met.

## East Wiltshire Housing Market Area

### Housing requirement

- 4.1 Information about planning permissions, dwelling completions and current plan allocations in the Housing Market Area (HMA) over the plan period so far (2006-2017), excluding any allowance for windfall, shows that land for a further 170 dwellings would meet the minimum required by WCS Core Policy 2.

Housing Market Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
East Wiltshire	5,940	3,497	2,273	170

Figure 7: East Wiltshire HMA - Housing Requirement

### Summary of Proposals

- 4.2 There is no strong strategic priority for allocating land at Large Villages in the HMA and no sites are proposed due to the strength of supply overall<sup>11</sup>. There is a small shortfall and, unlike the two other HMAs, a forecast rolling supply 20% in excess of five years for all the remaining years of the plan period except the last. Housing may be brought forward to meet needs for affordable homes under WCS Core Policy 44 and local communities may bring forward housing proposals to meet local needs by preparing Neighbourhood Plans.
- 4.3 Allocations are proposed that help ensure that settlements (Market Towns and Local Service Centres) in the HMA, fulfil roles defined for them in Core policy 1 of the WCS and the Area Strategies that are beyond solely meeting local needs<sup>12</sup>. These settlements are:

Areas of Search		Settlement
Tidworth and Ludgershall	Market Town	Ludgershall
Devizes Community Area Remainder	Local Service Centre	Market Lavington

Figure 8: East HMA - Areas of Search

- 4.4 Allocating land for housing at these settlements helps to deliver the spatial strategy of the WCS.
- 4.5 Ludgershall, alongside Tidworth, is defined as a Market Town that the WCS considers to have the potential for significant development and increasing the number of homes helps sustain and enhance services and facilities as well promote resilience and self-containment.
- 4.6 The WCS designates the role of Market Lavington as a Local Service Centre (LSC). They are defined as smaller towns and large villages that can provide the best opportunities outside Market Towns for greater self-containment. As such, modest

<sup>11</sup> See Topic Paper 3: Housing Land Supply

<sup>12</sup> See Wiltshire Core Strategy Core Policies 12, 14, 18 and 26

levels of development are suitable to safeguard their role and deliver affordable housing.

- 4.7 Informed by recommendations of sustainability appraisal and the input of specialist stakeholders site options were selected and developed further to create the following set of plan allocations at settlements within areas of search:

Settlement	Site Name	Approximate dwellings
Market Lavington	Southcliffe	15
	Underhill Nursery	50
	East of Lavington School	15
Ludgershall	Empress Way	270 <sup>13</sup>

Figure 9: East Wiltshire HMA - Plan allocations<sup>14</sup>

### Housing Land Supply

- 4.8 Excluding an allowance for windfall, anticipated land supply in the East Wiltshire HMA compared to strategic requirements, in terms of numbers of dwellings, is as follows:

HMA	Housing requirement 2006-2026	Housing completions 2006-2017	Commitments (2017-2026)	Plan Allocations (2017-2026)	TOTAL	Surplus
East Wiltshire	5,940	3,497	2,273	241	6,011	71

Figure 10: East Wiltshire HMA - Housing provision

- 4.9 The scale of housing more than meets requirements for the HMA for the plan period. At the baseline date of 1 April 2017 the supply of deliverable land<sup>15</sup> (land capable of being built in the next five years) for housing development is well in excess of five years with an additional 5% buffer.

HMA	Housing requirement 2006-2026	Housing completions 2006-2017	Five year housing requirement 2017-2022	Deliverable supply 2017-2022	Number of years of deliverable supply
East Wiltshire	5,940	3,497	1,357	2,493	9.18

Figure 11: East Wiltshire HMA - Five year land supply 2017

- 4.10 Estimates show that housing land supply in excess of five years with an additional 20% buffer will be achieved each year until the end of the plan period.

Year supply	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East Wiltshire	9.18	9.11	9.75	12.20	22.44	20.18	14.01	9.81	7.45

<sup>13</sup> This total includes 109 dwellings that already have planning permission

<sup>14</sup> For further information about individual Plan allocations refer to the relevant Community Area Topic Papers

<sup>15</sup> To be considered deliverable, sites should be available now, offer a suitable location for development, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.

Figure 12: East Wiltshire HMA - Five year land supply 2017 - 2026

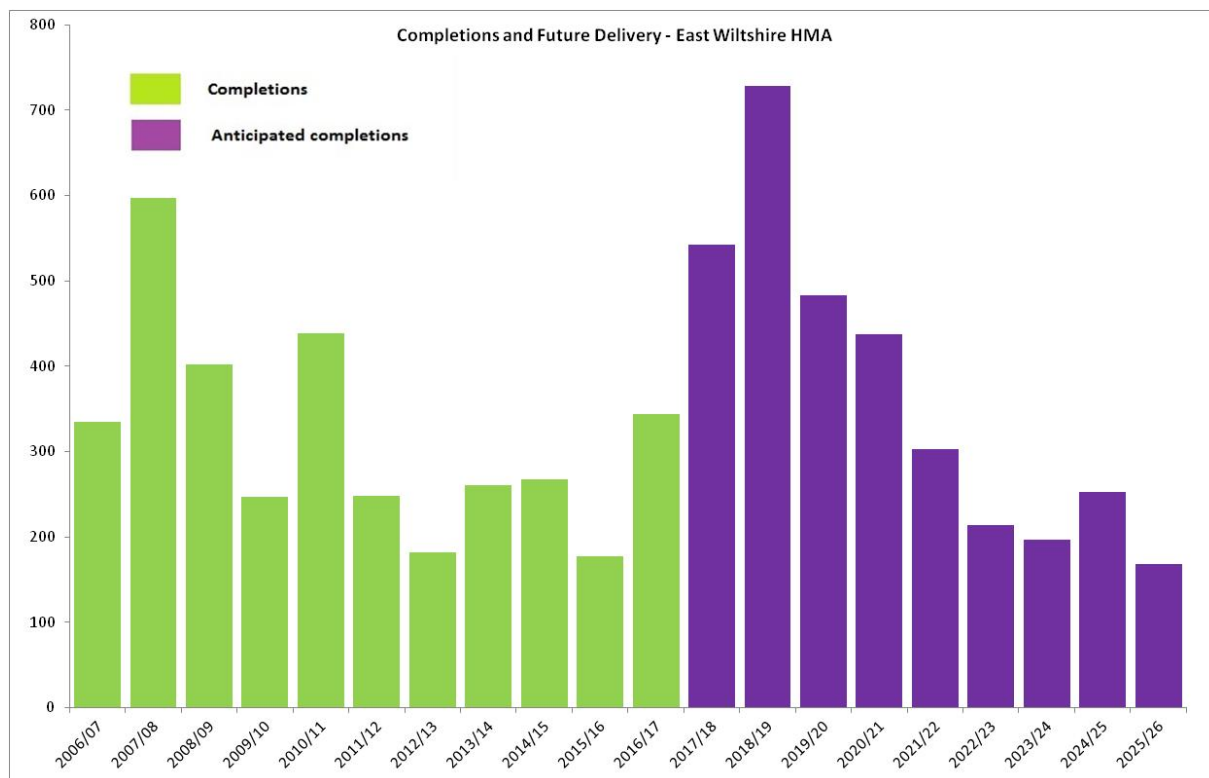


Figure 13: Completions and Future Delivery - East Wiltshire HMA

*Resilience testing*

4.11 The results of resilience testing also show that supply should remain in excess of requirements.

Test		Result
A	Site delay	<p>The impact of significant delays in the development of two large allocations<sup>16</sup> would have the effect of removing one and a half to two years worth of deliverable supply for the HMA as a whole.</p> <p>In the same scenario, deliverable land supply would still remain in excess of five years for each year until 2022/23. Neighbourhood Plans would also provide for additional sites for housing development. By this time annual monitoring would have triggered a response and additional land for housing development could be addressed through review of the WCS.</p>
B	Reliance on windfall	<p>Figure 10 shows that meeting minimum HMA housing requirements does not rely on housing contributed from windfall.</p>

<sup>16</sup> The scenario modelled the effect of Drummond Park, Ludgershall and Riverbourne Fields, Tidworth, remaining undeveloped.

C	Persistent under-delivery	<p>There has been no persistent under-delivery. Nonetheless, deliverable land supply provides a buffer in excess of 20% for the whole of the plan period.</p> <p>Over the first half of the Plan period, average housing completions have been very slightly higher than the rate envisaged; 318 dwellings compared to an annualised HMA housing requirement of 297 dwellings per annum. There was a marked difference between the first and second five years of the Plan period (2006-2010 compared to 2011-2015). The latter five years have recorded completions below the implied Core Strategy rate following the recession. This is anticipated to change according to site housing trajectories to levels averaging above 300 dwellings per annum.</p>
D	A backlog of development	<p>There has been no backlog of housing development in the HMA.</p>

*Whether to allocate sites at Large Villages?*

4.12 The baseline information also shows a reasonable surety of supply without any further land being allocated (see Figure 3). Most years supply exceeds 7 years' worth. There is no reliance on windfall to meet the minimum scale of development planned for the HMA.

4.13 Even were there serious delays in the development of important sites there would be a suitable supply until 2022/23. Additional allocations at Ludgershall and Market Lavington to support their growth and fulfil their role in the spatial strategy, extends surety of supply to the end of the plan period and confirms that allocations for housing at Large Villages in the HMA is unjustified. The Plan maintains a surety of land supply.

*What housing sites are important to ensuring a surety of supply?*

4.14 Main components of the increase in housing development over the next five years are anticipated to be the sites at Riverborne Fields, Tidworth and Drummond Park in Ludgershall. They are a large part of the area's long term growth. By themselves they are anticipated to provide about a third of all the year's new dwellings in the entire HMA during expected peaks in building (2017-2021), see Figure 13.

**Spatial Strategy**

4.15 The table below compares indicative requirements with proposed levels of growth in each area including the allocations proposed for inclusion in the Plan and this is followed by a consideration of where there are variations from the intended distribution indicated in the spatial strategy of the WCS. The Plan must be in general conformity with the WCS.

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	% Variation
<b>Urban areas</b>					
Devizes	2,010	1,447	689	2,136	6.3%
Marlborough	680	357	306	663	-2.6%
Tidworth and Ludgershall	1,750	728	1,109	1,836	5.0%
<b>TOTAL</b>	<b>4,440</b>	<b>2,532</b>	<b>2,103</b>	<b>4,635</b>	<b>4.4%</b>
<b>Rural areas</b>					
Devizes CA remainder	490	286	182	468	-4.5%
Marlborough CA remainder	240	160	46	206	-14.1%
Pewsey CA	600	426	179	605	0.9%
Tidworth CA remainder	170	93	3	96	-43.5%
<b>TOTAL</b>	<b>1,500</b>	<b>965</b>	<b>410</b>	<b>1,375</b>	<b>-8.3%</b>

Figure 14: East Wiltshire HMA - Fit with spatial strategy

- 4.16 The overall pattern of growth is in general conformity with the WCS. It is consistent with the principles of the spatial strategy. Compared to indicative levels, development is focussed slightly more on the market towns (+4%) and less on the rural settlements (-8%).
- 4.17 Indicative levels of housing for Market Towns are not a ceiling and a variance would not seem to present new or significant issues for local infrastructure and environmental capacity. Estimates show a very minor shortfall at Marlborough that will be easily bridged by minor redevelopment schemes over the plan period.
- 4.18 Similarly, variations from the spatial strategy do not appear to give rise to significant issues. The rural area around Tidworth contains two designated Large Villages. Collingbourne Ducis has experienced above average growth since 2006. This would seem sufficient to help maintain its role. Netheravon has several brownfield sites under consideration for redevelopment outside of this Plan. There is therefore scope to meet local needs in accordance with the spatial strategy. These possibilities would be best explored through a neighbourhood planning process, if desired by the local community, and would not, in any event fall to be allocated through this Plan.
- 4.19 A number of rural communities within the HMA are developing a local vision for the sustainable development of their settlement using neighbourhood planning<sup>[1]</sup>. These can address local needs, including needs for new homes, and they will progress further allocations to include housing that will contribute to supply. Neighbourhood plans will be a main means to sustain the roles of Large and Small Villages described in the spatial strategy.
- 4.20 The distribution of housing development accords with the underlying principles of the WCS to direct development to the most suitable, sustainable locations.

<sup>[1]</sup>Community Area Topic Papers summarise progress on neighbourhood planning.

## North and West Wiltshire Housing Market Area

### Housing Requirement

- 5.1 Information about planning permissions, dwelling completions and current plan allocations in the housing market area over the plan period so far (2006-2017) excluding any allowance for windfall shows that land for a further 571 dwellings would meet the minimum required by WCS Core Policy 2.

Housing Market Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
North and West Wiltshire	24,740	12,603	11,566	571

Figure 15: North and West Wiltshire HMA - Housing requirement

- 5.2 Developable commitments includes land allocated for large scale mixed use sites in the Chippenham Site Allocations Plan as well as several similar 'strategic sites' proposed in the WCS where construction has yet to commence. It was considered necessary to assess options at community area remainders containing Large Villages where additional growth through the Plan could be justified because of the scale of the requirement remaining to be met and the need to improve the five year land supply position across the Plan period.

### Summary of Proposals

- 5.3 Plan allocations are focussed on Areas of Search to help ensure that the remaining requirement for the HMA can be met. These are Principal Settlements and Market Towns and their rural hinterland, the 'community area remainder'; where it was considered necessary to identify additional land at Large Villages<sup>17</sup> in order to promote surety of supply and help achieve the minimum level set for the HMA in the WCS.
- 5.4 Plan allocations also supplement supply in order to help meet the indicative levels of development suggested by the Spatial Strategy of the WCS and fulfil the strategic role of settlements defined for them in Core Policy 1 of the WCS and the Area Strategies<sup>18</sup>.
- 5.5 Areas of search in the North and West Wiltshire HMA where site allocations are necessary to supplement supply are:

Areas of Search	
Chippenham Community Area remainder	Large Villages
Malmesbury Community Area remainder	Large Villages
Trowbridge	Principal Settlement
Warminster	Market Town
Warminster Community Area	Large Villages
Westbury Community Area	Large Villages

Figure 16: North and West Wiltshire HMA - Areas of Search

<sup>17</sup> Cricklade is the sole Local Service Centre in the North and West Wiltshire HMA. There was no indicative residual requirement for additional housing in the Community Area within which it is located.

<sup>18</sup> See Wiltshire Core Strategy Core Policies 7, 8, 10, 11, 13, 15, 19, 29, 31 and 32.

5.6 Informed by recommendations of sustainability appraisal and the input of specialist stakeholders site options were selected and developed further to create the following set of proposed plan allocations at settlements within areas of search:

Settlement	Site Name	Approximate dwellings
Hullavington	The Street	50
Yatton Keynell	East of Farrells Field	30
Crudwell	Ridgeway Farm	50 <sup>19</sup>
Trowbridge	Elm Grove Farm	200
	Church Lane	45
	Upper Studley	20
	Land off the A363 at White Horse Business Park	150
	Southwick Court	180
	Elizabeth Way	205
Warminster	East of the Dene	100
	Bore Hill Farm	70
	Boreham Road	30
Chapmanslade	Barbers Farm Nurseries	35
Bratton	Court Orchard / Cassways	40

Figure 17: North and West HMA - Plan allocations

5.7 In terms of the scale of housing development, Trowbridge, as a Principal Settlement, is the main focus for allocations in this Plan (66% of the HMA's proposed allocations). The rural parts of the HMA and the Market Town of Warminster make up the remainder.

## Housing Land Supply

5.8 Excluding an allowance for windfalls, anticipated land supply in the North and West Wiltshire Housing Market Area compared to strategic requirements, in terms of numbers of dwellings, is as follows:

HMA	Housing requirement 2006-2026	Housing completions 2006-2017	Commitments (2017-2026)	Plan Allocations (2017-2026)	TOTAL	Surplus
North and West Wiltshire	24,740	12,603	11,566	1,195	25,364	624

Figure 18: North and West Wiltshire HMA - Housing provision

5.9 The scale of housing more than meets requirements for the HMA for the plan period. At the baseline date of 1 April 2017 the supply of deliverable land for housing development (land capable of being built in the next five years) is well in excess of the minimum requirement of five years with an additional 5% buffer.

<sup>19</sup> This total includes 10 dwellings that already has planning permission



HMA	Housing requirement 2006-2026	Housing completions 2006-2017	Five year housing requirement 2017-2022	Deliverable supply 2017-2022	Number of years of deliverable supply
North and West Wiltshire HMA	24,740	12,603	6,743	9,643	7.15

Figure 19: North and West Wiltshire HMA - Five year land supply 2017

5.10 Estimates show that housing land supply in excess of five years and a 20% buffer can be achieved each year over nearly all the plan period. Just in the last year of the plan period will five year supply be met with a 5% buffer.

Year supply	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
North and West Wiltshire HMA	7.15	7.54	7.64	7.54	7.85	7.92	7.48	6.54	5.30

Figure 20: North and West Wiltshire HMA land supply 2017 – 2026

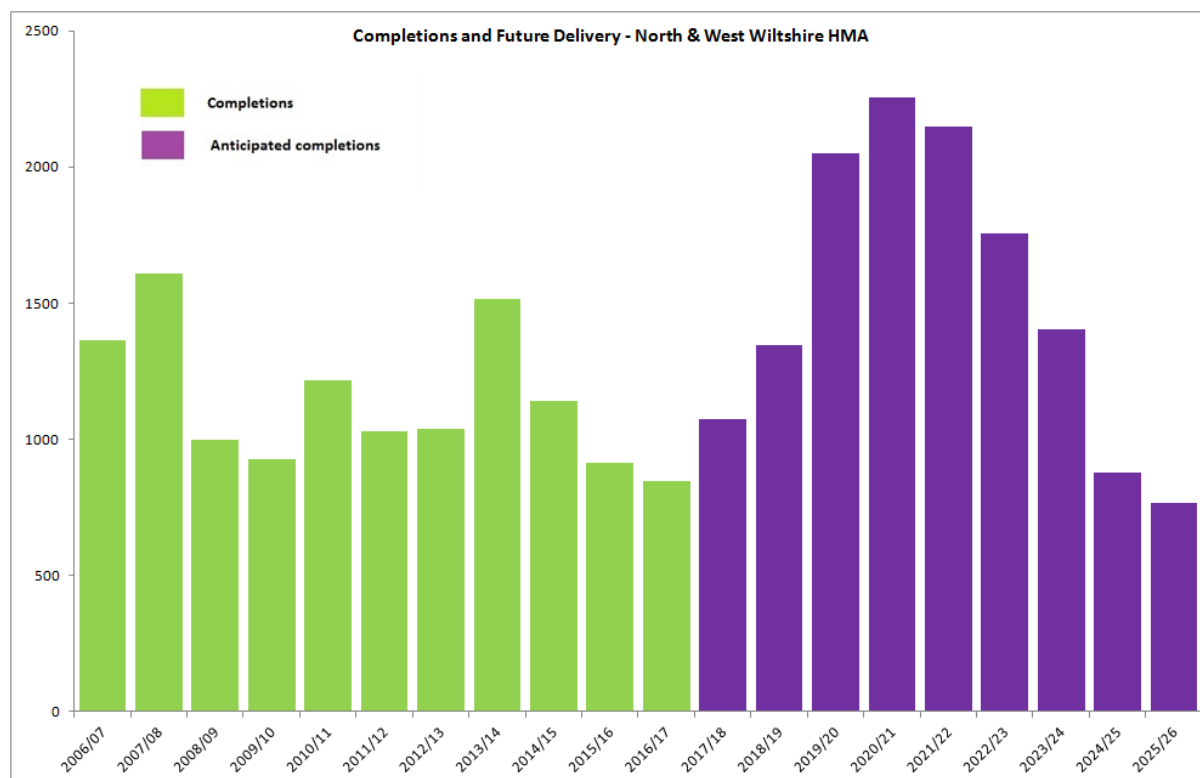


Figure 21: Completions and Future Delivery - North and West Wiltshire HMA

*Resilience testing*

Test	Result
A Site delay	Through the remainder of the Plan period over a quarter of new dwellings are anticipated to be built on strategic sites and plan allocations that currently do not have planning permission. It is sensible to consider the effect of a pessimistic scenario around this source of supply Resilience testing has used a scenario that just under a half

		<p>of the supply from this source does not materialise during the Plan period<sup>20</sup>.</p> <p>The impact of significant delays in the development of large allocations in this scenario would have a modest immediate impact with the effect of removing six months worth of deliverable supply for the HMA as a whole. The impact becomes more telling only later into the plan period when the affected sites had been expected to come 'on stream'. A five year supply falls to four and a half years in 2022/23 but before that supply is maintained with a sufficient buffer. By 2022/23 is sufficient time for additional land to be allocated through review of the WCS.</p> <p>Land supply is therefore resilient to a severe extent of sites being delayed.</p>
B	Reliance on windfall	Figure 18 shows that meeting minimum HMA housing requirements does not rely on the delivery of housing contributed from windfall.
C	Persistent under-delivery	<p>Completions over the plan period have averaged over 90% of the annualised HMA housing requirement.</p> <p>WCS strategic sites have been emerging over this period and will make a significant contribution to land supply but have made little significant contribution in the first half of the Plan. They are only now making a more serious contribution.</p> <p>In the past five years overall completions have continued to be just below the average annualised HMA figure. In one year completions have substantially exceeded the requirement, but the rates of development in this period are slightly lower than the first five years of the plan period (2006-2010).</p> <p>Falling slightly short of annualised rates can imply that there is vulnerability in the surety of supply. It would however be incorrect to say that there has been persistent under delivery of housing in the HMA.</p> <p>Deliverable land supply provides a buffer in excess of 20% for the plan period up until the final year of the plan period.</p> <p>Land supply is resilient to testing against persistent under delivery.</p>
D	A backlog of development	There is no serious backlog of housing development accruing over the plan period for the HMA because rates of construction are only slightly below the implied rate of development.

<sup>20</sup> Resilience testing assumed no development at Ashton Park, Trowbridge (because it is the largest site in the HMA) and also no dwellings built on this Plan's allocations at Trowbridge

		<p>Consequently, applying the alternative Sedgefield approach has only a minor impact on forward estimates of land supply over the remainder of the plan period. In terms of measuring deliverable land supply in years, it reduces the amount by less than half a year and would still mean an excess of six years supply up until 2025/26.</p>
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*Whether to allocate sites at Large Villages?*

- 5.11 There is a significant reliance on large strategic housing sites to meet strategic requirements in the HMA. This has contributed to rates of development in recent years not reaching the rates of development implied by the WCS requirement for the HMA. Strategic sites allocated in the WCS are now beginning to play a much more substantial role in housing growth and this is set to expand in the coming years.
- 5.12 It would however be unwise to place too much reliance on this being the case when some key strategic sites have yet to gain planning permission. The Plan should therefore look to allocate sites that can help to ensure a surety of supply. This is a justification for allocating sites for housing development to meet local needs at Large Villages where indicative requirements are not being met and there is not enough certainty that neighbourhood plans will provide for sufficient housing.

*What housing sites are important to ensuring a surety of supply?*

- 5.13 The WCS allocation at Ashton Park, South East Trowbridge is the largest single site within the HMA. More than one in ten of all new dwellings in the HMA are expected to be built on this one site over the remaining years of the plan period. It is self-evidently important to ensuring a surety of supply, and a site where planning permission has yet to be granted and a master plan agreed.
- 5.14 Rawlings Green, Chippenham is an allocation for mixed use development including up to 650 new dwellings, which is subject to a planning application. Other significant strategic sites, however, do have planning permission and will be developed in accordance with agreed master plans. This includes land at the West Warminster Urban Extension and South West Chippenham sites.

**Spatial Strategy**

- 5.15 The table below compares indicative requirements with proposed levels of growth in each area including the proposed allocations and this is followed by a consideration of where there are variations from the intended distribution indicated in the spatial strategy of the WCS. The Plan must be in general conformity with the WCS.

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	% Variation
<b>Urban areas</b>					
Bradford on Avon	595	387	212	599	1%
Calne	1,440	961	807	1,768	23%
Chippenham	4,510	1,204	3,819	5,023	11%
Corsham	1,220	646	587	1,233	1%
Malmesbury	885	560	455	1,015	15%
Melksham and Bowerhill	2,240	1,370	1,221	2,591	16%
Royal Wootton Bassett	1,070	997	158	1,155	8%
Trowbridge	6,810	2,965	2,625	5,590	-18%
Warminster	1,920	603	1,055	1,658	-14%
Westbury	1,500	877	931	1,808	21%
<b>TOTAL</b>	<b>22,190</b>	<b>10,570</b>	<b>11,871</b>	<b>22,441</b>	<b>1%</b>
<b>Rural areas</b>					
Bradford on Avon CA remainder <sup>1</sup>	185	119	72	191	3%
Calne CA remainder	165	92	153	245	49%
Chippenham CA remainder	580	409	113	522	-10%
Corsham CA remainder	175	255	96	351	101%
Malmesbury CA remainder	510	336	144	480	-6%
Melksham CA remainder	130	101	38	139	7%
Royal Wootton Bassett and Cricklade CA remainder <sup>2</sup>	385	315	150	465	21%
Trowbridge CA remainder	165	255	23	278	69%
Warminster CA remainder	140	90	53	143	2%
Westbury CA remainder	115	61	47	108	-6%
<b>TOTAL</b>	<b>2,550</b>	<b>2,033</b>	<b>890</b>	<b>2,923</b>	<b>15%</b>

Figure 22: North and West Wiltshire HMA - Fit with spatial strategy

- 5.16 There are marked differences in the anticipated growth of Calne and Westbury over the plan period compared to the two Principal Settlements of the HMA, Chippenham and Trowbridge.
- 5.17 Growth at Chippenham and Trowbridge has not matched expectations in terms of rates of house building so far over the plan period. As Principal Settlements within the HMA they are intended to be the primary focus for development, providing significant levels of jobs and homes.
- 5.18 In contrast, rates of development at most Market Towns have met expectations and at Bradford on Avon, Calne, Malmesbury, Melksham, Royal Wootton Bassett and Westbury anticipated levels of growth have been exceeded over the first half of the plan period.. Over the same interval, scales of development within rural areas in many places have also exceeded those anticipated by the WCS. The rural area around

Corsham, for instance, has experienced much higher rates of housing development overall by developments such as that south of Bradford Road at Rudloe involving former Ministry of Defence land.

- 5.19 Indicative levels of housing for Market Towns are not a ceiling and variations would not seem to present new or significant issues for local infrastructure and environmental capacity. Allocations made in the Plan are made to support the spatial strategy. It is not however possible for this Plan to completely re-dress imbalances in the distribution of development from what the Core Strategy envisaged. A review of the WCS is the appropriate means to properly consider the performance and long term prospects of settlements.
- 5.20 Chippenham, however, is now likely to exceed the minimum scale of growth anticipated in the WCS by higher rates of house building in the last half of the plan period compared to much lower rates over recent years. This will come about in large part as a result of significant allocations for housing development made in the Chippenham Site Allocations Plan.
- 5.21 Until very recently there has been a shortage of development opportunities at the town. It is difficult to substantiate a direct connection, but this shortage may also have contributed to the higher than anticipated rates of development experienced by Calne, neighbouring Chippenham. Higher rates of development than expected cause concern about the adequacy of local infrastructure to support population growth and about environmental impacts. No allocations are proposed in the Plan for Calne or Corsham.
- 5.22 Symptoms of similar circumstances appear to be apparent with regard to Trowbridge as at Chippenham, although there would not appear to be such a pronounced shortage of land at Trowbridge.
- 5.23 However unlike Chippenham, allocations made by the Plan at Trowbridge will not be sufficient to ensure that housing provision meets indicative requirements. Six new site allocations provide land for approximately 800 dwellings. Nevertheless, housing development at Trowbridge will fall short of the WCS indicative level of 6,810 dwellings by around 1,220.
- 5.24 One reason for a shortfall in land supply is the complexity and consequent delay developing Ashton Park; a south eastern urban extension to the town. 1,600 dwellings will be built on this site in the plan period and around a further 1,000 post 2026; rather than first envisaged that the whole of the allocation would have been completed in the plan period. This can be seen to account for 1,000 of the 1,220 dwelling shortfall.
- 5.25 A second reason for a shortfall has been the inability to identify enough land free from environmental constraints that could compensate for the consequences of delay to Ashton Park. Designated green belt provides long term protection from development and limits the scope for Trowbridge to expand. Ecological constraints result from the need to safeguard habitats for protected bats.
- 5.26 In addition, to meet Plan objectives, land identified should be capable of development within the plan period. Unlike Salisbury, there are no reserve locations or areas of

search. At this stage substituting one complex site by another would not provide a remedy to a relatively short term issue.

- 5.27 Looking over the Plan period there has not been as dramatic a fall off in housing completions at Trowbridge as took place at Chippenham. Average completions to date are around 285 dwellings per annum<sup>21</sup> compared to the forecast rate of 340. Unlike Chippenham where completions have been in double figures for several years, annual house completions have ranged from 130 to 474. The average rate is set to rise over the remainder of the plan period but still not to the level envisaged by the WCS. There are significant brownfield opportunities that are a priority for redevelopment, although this source of housing land is ultimately a modest proportion of overall supply. Ashton Park provides by far the largest part of new housing to serve the town and this area will continue to do so for several more years after 2026. It provides a longer term surety of supply that helps to support the town's long term role. There is not the same urgency to provide for housing development as there was perhaps at Chippenham.
- 5.28 The Plan allocations provide choice and flexibility as well as add to supply. The shortfall compared to an indicative level is not so severe as to jeopardise the position of Trowbridge as a Principal Settlement and undermine objectives of the spatial strategy. The WCS makes clear that indicative requirements for community areas are not prescriptive maxima or minima. A lower provision over the shorter term represents the flexibility associated with the indicative nature of the requirements of the WCS.
- 5.29 Both Westbury and villages around Trowbridge have experienced higher than anticipated rates of growth. The WCS has the objective of consolidating growth at Westbury and this plan makes no additional allocations for housing development.
- 5.30 Allocations at Large Villages in the HMA are made only in those rural areas ('community area remainders') where indicative levels will not be met and where local needs have not been addressed or are not being addressed through neighbourhood planning. As well as being necessary to help ensure a surety of supply, these allocations will help to support the role of those Large Villages, supporting a range of local employment, services and facilities.
- 5.31 The scale of development at Warminster is not envisaged to meet indicative strategic requirements. Two proposals of this Plan improve choice in the Town. Constraints include flood risks and managing phosphate levels that can affect the River Avon Special Area of Conservation. The West Warminster Urban Extension provides by far the largest part of new housing to serve the town and this area will continue to do so for several more years after 2026. It provides a longer term surety of supply that supports the role and function of the town.
- 5.32 Constraints to Trowbridge's longer term growth will be addressed as part of the review of the Core Strategy that will look from 2016 beyond 2026 to 2036. If all other reasonable alternatives have been considered, this might include a review of how Green Belt boundaries around the town may affect the town's longer term prospects.

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<sup>21</sup> 2006-2016

5.33 Differences from the pattern of development envisaged by the WCS have arisen over the first half of the plan period, which is as can be expected over such a large administrative area. Plan allocations go some way to reversing this, but only so far. Specifically, growth at Trowbridge is more constrained and more difficult to realise than had been envisaged, although not so much as to fundamentally undermine the spatial strategy. The Plan proposals for the HMA are in general conformity with the WCS. Housing provision exemplifies the flexibility made necessary by the indicative nature of the community area requirements of the WCS. The Plan is in general conformity with the WCS and adequately enhances surety of land supply.

## South Wiltshire Housing Market Area

### Housing requirement

- 6.1 Information about planning permissions, dwelling completions and current plan allocations in the housing market area over the plan period so far (2006-2017) excluding any allowance for windfall shows that land for a further 594 dwellings would meet the minimum required by WCS Core Policy 2.

Housing Market Area	Housing requirement 2006-2026	Housing completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
South Wiltshire	10,420	5,067	4,759	594

Figure 23: South Wiltshire HMA - Housing Requirement

### Summary of Proposals

- 6.2 Plan allocations are focussed on Areas of Search to help ensure the remaining requirement for the HMA can be met. These are Principal Settlements and Market Towns and their rural hinterland, the 'community area remainder.
- 6.3 The South Wiltshire HMA also includes several Local Service Centres (LSC) that have a particular role. Local Service Centres are defined as smaller towns and larger villages which serve a surrounding rural hinterland and possess a level of facilities and services that together with improved local employment, provide the best opportunities outside the Market Towns for greater self containment
- 6.4 Plan allocations also supplement supply in order to meet the indicative levels of development suggested by the spatial strategy of the WCS and fulfil the strategic role of settlements defined in the Area Strategies<sup>22</sup> and Core Policy 1 of the WCS.
- 6.5 Areas of search in the South Wiltshire HMA are

Areas of Search	
Amesbury, Durrington and Bulford	Market Town
Salisbury	Principal Settlement

Figure 24: South Wiltshire HMA - Areas of Search

- 6.6 Informed by recommendations of sustainability appraisal and the input of specialist stakeholders site options were selected and developed further to create the following set of plan allocations at settlements within areas of search:

<sup>22</sup> See Wiltshire Core Strategy Core Policies 4, 17, 20, 23, 27 and 33.



Settlement	Site Name	Approximate dwellings
Durrington	Piece Meadow	15
	Land to rear of Durrington Manor	15
	Land off Larkhill Road	15
Salisbury	Land at Netherhampton Road	640
	Land at Hilltop Way	10
	North of Netherhampton Road	100
	Rowbarrow	100

Figure 25: South Wiltshire HMA - Plan allocations

6.7 In terms of the scale of housing development, Salisbury, as a Principal Settlement, is the main focus for allocations in this Plan realised by bringing forward land in the area of search identified as a contingency for development in the WCS. Sites in Durrington make up the remainder. No sites are allocated at Large Villages in the HMA because of a lack of suitable and available site options. Proposals for housing development at Local Service Centre and Large Villages are contained in emerging and made Neighbourhood Plans.

### Housing Land Supply

6.8 Excluding an allowance for windfall, anticipated land supply in the South Wiltshire HMA compared to strategic requirements, in terms of numbers of dwellings, is as follows:

HMA	Housing requirement 2006-2026	Housing completions 2006-2017	Commitments 2017-2026	Plan allocations 2017-2026	TOTAL	Surplus
South Wiltshire	10,420	5,067	4,759	795 <sup>23</sup>	10,621	201

Figure 26: South Wiltshire HMA - Housing provision

6.9 The scale of housing meets requirements for the HMA for the plan period. At the baseline date of 2017 the supply of deliverable land (land capable of being built in the next five years) for housing development is well in excess of the minimum requirement of five years with an additional 5% buffer and achieves a target of six years supply.

Area	Housing requirement 2006-2026	Housing completions 2006-2017	Five year housing requirement 2017-2022	Deliverable supply 2017-2022	Number of years of deliverable supply
South Wiltshire	10,420	5,067	2,974	3,621	6.09

Figure 27: South Wiltshire - Five year land supply 2017

6.10 Estimates show that housing land supply in excess of six years can be achieved each year until the last two years of the plan period.

Year supply	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
South HMA	6.09	6.30	6.43	6.65	6.88	7.13	6.70	5.87	4.75

Figure 28: South Wiltshire - Five year land supply 2017 – 2026

<sup>23</sup> 100 dwellings at Netherhampton Road are expected to be built 2026/27 outside the plan period.

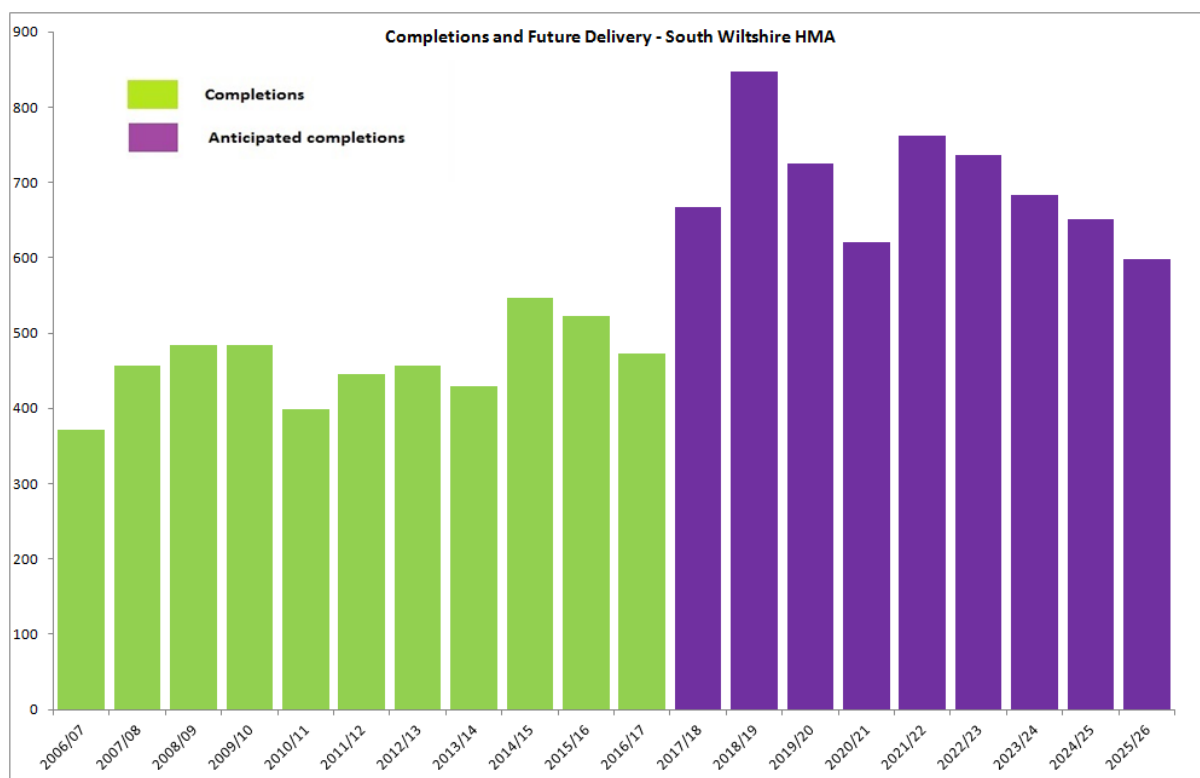


Figure 29: Completions and Future Delivery - South Wiltshire HMA

*Resilience testing*

Test	Result
Site delay	<p>WCS Strategic Sites at Fugglestone Red and Longhedge are currently the main components of supply in the area and being implemented.</p> <p>The supply from these sites is envisaged to be augmented by three other large sites each of more than 500 dwellings<sup>24</sup>. These three sites would make up approximately a little under a half of all planned supply over the remainder of the plan period. Resilience testing has used a pessimistic scenario that two of these sites do not commence<sup>25</sup>.</p> <p>At face value the Council would not be able to demonstrate a five year supply and 5% buffer of deliverable land for housing from 2019/20. This is because the delayed sites in this scenario are being expected to contribute toward supply in years four and five of the current forecast and therefore they have an immediate effect on estimates.</p>

<sup>24</sup> Churchfields and Netherhampton Road, Salisbury and King's Gate, Amesbury

<sup>25</sup> Resilience testing assumed no development on sites at Churchfields and Netherhampton Road, Salisbury (approximately 1300 dwellings).

	<p>The Netherhampton Road site is positioned to supplement supply in the last three quarters of the plan period. With a four year lead in there is still a good intervening period of time to resolve any unforeseen obstacles to development. A four year lead in also potentially allows time to consider additional sites to be allocated through the review of the WCS. Such a delay with two sites so central to the wider strategy for the City would, in any event, require such a more fundamental review.</p> <p>A high proportion of supply in the next five years is secure because of other large strategic sites currently or imminently under construction. This is a strong counter balance to any residual risks to the remainder of the supply. The impact of even the highly significant site delay envisaged in the tested scenario can still be mitigated in the unlikely event that two main Strategic Sites fall completely out of the anticipated supply.</p>
<p>Reliance on windfall</p>	<p>Figure 26 shows that meeting minimum HMA housing requirements does not rely on housing contributed from windfall.</p> <p>The margin shows that minimum requirements for the HMA will be provided over the plan period.</p>
<p>Persistent under-delivery</p>	<p>Completions over the plan period have averaged over 89% of the annualised housing strategic requirement. WCS strategic sites commenced toward the latter end of this period and are a significant supplement to land supply. They made little significant contribution in the first half of the plan period.</p> <p>The average of the last five years' completions is 480 dwellings per annum and exceeds the average rate of 461 over the plan period so far.</p> <p>The estimated annual rate of completions for the remainder of the Plan period is set to average around 600 dwellings per annum.</p> <p>There was some under delivery at the beginning of the plan period (before the WCS housing requirements were set), but completions have shown a rising trend since. This is an improvement on the position in 2014 when the WCS Inspector considered housing land supply and concluded that there was not a record of persistent under-delivery. Given that circumstances have improved, there has still not been persistent under delivery.</p> <p>Nonetheless, deliverable land supply provides a</p>

	buffer in excess of 20% until the final year of the plan period when additional land for housing development will have been allocated through review of the WCS .
A backlog of development	<p>There is no serious backlog of housing development accruing over the plan period.</p> <p>Applying the alternative Sedgefield approach has a limited impact on the next two years' estimates of land supply. Land supply would still be met in both these years with a 5% buffer.</p>

*Whether to allocate sites at Large Villages?*

6.11 The site selection process has not identified any new allocations for housing development at Large Villages. Local needs for housing will be addressed by several neighbourhood plans. This is explained below.

*What housing sites are important to ensuring a surety of supply?*

6.12 The South Wiltshire HMA has a slightly less generous housing land supply than elsewhere in Wiltshire.

6.13 Salisbury is the Principal Settlement within the HMA. It is intended to be the primary focus for development, providing significant levels of jobs and homes. Two site allocations of more than 500 dwellings are important to ensuring there is a surety of supply to the end of the period and that the City achieves the role set out in the spatial strategy. Churchfields and land at Netherhampton Road (Salisbury). The first is a strategic site allocated in the WCS. The latter of these, at Netherhampton Road, is an allocation of this Plan.

4.64 It is unlikely that all the strategic sites allocated in the WCS for Salisbury would deliver sufficiently within the plan period to meet housing requirements and ensure supply, and therefore land allocated at Netherhampton Road is necessary. A shortage of land could impede the City's prospects and it could also lead to greater development pressures in other settlements in the HMA less suited to growth.

6.14 Churchfields strategic mixed-use site that Core Policy 20 of the WCS requires to deliver 1100 dwellings by 2026. To be developed, this site requires substantial employment decant and is now expected to deliver much less within the plan period. It is a complex regeneration project that will take time to deliver and will require other sites to enable some of the existing businesses to relocate.

6.15 The site at Netherhampton Road has the ability to address the lack of housing delivery at Churchfields and also the potential to provide employment land for Churchfields businesses to relocate to, thereby freeing up land at Churchfields for housing delivery in the longer term. The WCS identifies the site at Salisbury as a reserve site to bring forward if, as is occurring, the redevelopment of Churchfields was taking longer than anticipated. The Plan therefore implements this contingency in order to ensure a sufficient supply of housing. The allocation of Netherhampton Road, a substantial site,

will not therefore lead to an increase in the overall scale of housing growth at Salisbury within the Plan period.

- 6.16 Recognising the scale of the site, a generous lead in time is provided for the delivery of Netherhampton Road. The site is not intended to contribute to housing delivery for several years whilst work is carried out to master plan the site and develop mitigation measures. In the meantime, supply from major schemes such as Fugglestone Red and Longehedge will ensure sufficient supply. Further sites at Salisbury support provision for primary education in the south of the City. They improve choice. They also help to safeguard land supply should there be unforeseen and serious delay with the delivery of any other sites.
- 6.17 Resilience testing shows the importance of both Churchfields and Netherhampton Road sites and the need for further land to be allocated for housing development by around 2022/23 should the development of either one of these sites be significantly delayed.
- 6.18 Further sites at Salisbury support provision for primary education in the south of the City. They improve choice. They also help to safeguard land supply should there be unforeseen and serious delay with the delivery of any other sites.

### **Spatial Strategy**

- 4.21 The table below compares indicative requirements with proposed levels of growth in each area including the proposed allocations and this is followed by a consideration of where there are variations from the intended distribution indicated in the spatial strategy of the WCS. The Plan must be in general conformity with the WCS.

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	% Variation
<b>Urban areas</b>					
Amesbury, Bulford and Durrington	2440	1,311	1,101	2412	-1%
Salisbury	6,060	2,273	3,833	6,637	10%
Wilton		323	208		
<b>TOTAL</b>	<b>8700</b>	3,907	5,142	9,049	6%
<b>Rural areas</b>					
Amesbury CA remainder	345	179	58	237	-31%
Mere CA remainder	50	37	5	42	-15%
Mere (LSC)	235	126	139	265	13%
Downton (LSC)	190	88	105	193	2%
Tisbury (LSC)	200	170	5	175	-12%
Wilton CA remainder	255	115	11	126	-51%
Southern Wiltshire CA remainder	425	385	78	463	9%
Tisbury CA remainder	220	60	11	71	-68%
<b>TOTAL</b>	<b>1,920</b>	1,160	412	1,572	-18%

Figure 30: South Wiltshire HMA - Fit with spatial strategy

- 6.19 Overall, the scale of development at urban areas matches the intention of the strategy in terms of how much growth is focussed on the main settlements. There are minor differences between indicative and proposed levels that are not significant.
- 6.20 Provision for the rural areas of the HMA can be divided between growth at Local Service Centres and elsewhere, including Large Villages.
- 6.21 Local Service Centres (LSCs) are defined as smaller towns and larger villages which serve a surrounding rural hinterland and possess a level of facilities and services that together with improved local employment, provide the best opportunities outside the Market Towns for greater self containment. The spatial strategy of the WCS sets levels for housing development over the plan period for each LSC. Levels of housing development envisaged at Mere and Downton fit with that strategy. The level of development proposed for Tisbury is lower. There is a significant brownfield site option under consideration through the neighbourhood planning process that takes priority over consideration of greenfield alternatives. This would meet indicative requirements at the settlement.
- 6.22 In terms of the wider rural area, overall, given the flexibility that should be associated with indicative requirements there is no fundamental conflict with spatial strategy and proposals are in general conformity with the WCS. There are three Large Villages in the rural area around Tisbury, where provision is currently much lower than expected by the WCS. All three villages are within the Cranborne Chase and West Wiltshire Downs AONB and this Plan does not propose any allocations because of a variety of constraints and a lack of land availability. In the rural area around Wilton, of the two Large Villages, Dinton has already experienced relatively significant growth and at

Broad Chalke sites are being investigated through the preparation of a Neighbourhood Plan, although the local primary school has limited capacity to support growth. Neighbourhood planning is suited to addressing local needs in these circumstances. The Plan is in general conformity with the WCS and adequately enhances surety of land supply.







## **Wiltshire Housing Site Allocations Development Plan Document (DPD) - Assessment of Viability**

Prepared for  
Wiltshire Council

May 2017



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# 1 Introduction

- 1.1.1 This report tests the ability of a range of development typologies identified by Wiltshire Council to be viably developed over the 2015 Wiltshire Core Strategy (WCS) plan period which runs to 2026 for the purpose of supporting the Wiltshire Housing Site Allocations plan.
- 1.1.2 The study takes account of the cumulative impact of the Council's current planning requirements, in line with the requirements of the National Planning Policy Framework ('NPPF') and the Local Housing Delivery Group guidance '*Viability Testing Local Plans: Advice for planning practitioners*'. While the study takes account of all plan policies and Community Infrastructure Levy, it focuses on the Council's requirements for affordable housing and tests 40% affordable housing which is the higher rate of affordable housing set out in Core Policy 43 of the Wiltshire Core Strategy.
- 1.1.3 Recent forecasts for future house price growth predict a continued increase over a 5 year period from 2017 in the south west housing markets albeit at reduced level to forecasts prior to the EU Referendum. Consequently, there is a degree of market uncertainty following the result of the referendum and the UK's impending withdrawal from the EU. However, as the WCS covers a period which runs to 2026, we have undertaken a sensitivity analysis to determine the potential viability outcomes of development typologies when sales values and construction costs are increased; and when sales values are reduced.
- 1.1.4 This analysis is indicative only, but is intended to assist the Council in understanding the broad viability of its proposed housing site allocations in terms of their ability to accommodate typical development costs and local plan policy requirements (e.g. affordable housing expectations). This assessment is therefore proportionate and presented on a high level and current day basis.
- 1.1.5 The main section of this report constitutes a study of a range development typologies, Our assessment makes overall judgements with regards to the viability of each typology and does not account for more detailed site specific attributes that may impact upon development viability. Due to the extent and range of financial variables involved in residual valuations, they can only ever serve as a guide. This is recognised within Section 2 of the Local Housing Delivery Group<sup>1</sup> guidance, which identifies the purpose and role of viability assessments within plan-making. The Guidance notes:
- "The role of the test is not to give a precise answer as to the viability of every development likely to take place during the plan period. No assessment could realistically provide this level of detail. Some site specific tests are still likely to be required at the development management stage. Rather, it is to provide high level assurance that the policies within the plan are set in a way that is compatible with the likely economic viability of development needed to deliver the plan".*
- 1.1.6 This Council's proposed allocations range in size and complexity. Therefore, in order to provide additional support to the Plan, detailed testing has been undertaken on one large site that has a particular infrastructure requirement specified in the proposed policies. This site is Netherhampton Road in Salisbury.

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<sup>1</sup> 'Viability Testing Local Plans: Advice for planning practitioners' August 2012. This group was led by the Homes and Communities Agency and comprises representatives from the National Home Builders Federation, the Royal Town Planning Institute, Local Authorities and valuers (including BNP Paribas Real Estate)

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## Key Findings

The key findings of the study are as follows:

- The results of this study are reflective of current market conditions, which may inevitably change over the medium term. It is therefore important that the Council keeps the viability situation under review so that policy requirements can be adjusted should conditions change markedly. We have modelled a sensitivity analysis on each of the development typologies with increases/reductions to market housing values and construction costs in order to demonstrate viability on schemes in differing market conditions.
- The typologies we have modelled across the HMAs can accommodate the Council's affordable housing requirement of 40% affordable housing with a policy compliant tenure mix of 70% affordable rented and 30% shared ownership units. It is important to stress that the typology appraisal results are based upon a specific unit mix and generic assumptions and as a result an alternative scheme may render different results.
- In summary, our development typology appraisals indicate that 40% affordable housing is supportable, however, there will inevitably be a degree of negotiation when site specific schemes come forward through the planning process due to scheme-specific factors that cannot be determined in a high level assessment of generic development typologies. This issue is, however, adequately addressed through planning policy measures that are in place that recognise that the actual amounts of affordable housing delivered on individual schemes may vary when scheme-specific viability issues emerge.
- Our assessment of Netherhampton Road which has been identified by the Council as a strategic site demonstrates that this site can support 40% affordable housing in addition to infrastructure requirements comprising payments towards education and road infrastructure.

## 2 Methodology

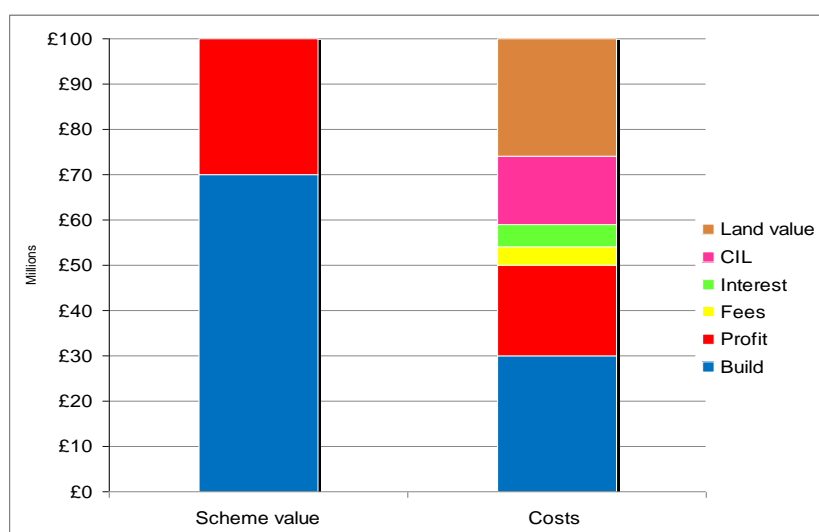
2.1.1 Our methodology follows standard development appraisal conventions, using development typologies and assumptions that reflect local market and planning policy circumstances. The study is therefore specific to Wiltshire Council and reflects the Council's existing and planning policy requirements.

### Approach to testing development viability

2.1.2 The study methodology compares the residual land values generated by a series of development typologies that are reflective of the types of development expected to come forward over the plan period to a range of 'benchmark land values'. The typology approach has been found by examiners to be sound in a significant number of studies and examples include over 50 CIL viability studies we have undertaken in addition to Wiltshire Council CIL, London Borough of Hounslow Local Plan, Welwyn Hatfield Local Plan and Brighton and Hove City Council Local Plan.

2.1.3 In summary, if a development incorporating the Council's policy requirements generates a higher residual land value than the benchmark land value, then it can be judged that the site is viable and deliverable. Following the adoption of policies, developers will need to reflect policy requirements in their bids for sites, in line with requirements set out in the RICS Guidance on 'Financial Viability in Planning'<sup>2</sup>.

2.1.4 The study utilises the residual land value method of calculating the value of each development. This method is used by developers when determining how much to bid for land and involves calculating the value of the completed scheme and deducting development costs (construction, fees, finance, sustainability requirements and CIL) and developer's profit. The residual amount is the sum left after these costs have been deducted from the value of the development, and guides a developer in determining an appropriate offer price for the site. Appraisal models can be summarised via the following diagram. The total scheme value is calculated, as represented by the left hand bar. This includes the sales receipts from the private housing and the payment from a Registered Provider ('RP') for the completed affordable housing units. The model then deducts the build costs, fees, interest, CIL (at varying levels) and developer's profit. A 'residual' amount is left after all these costs are deducted – this is the land value that the Developer would pay to the landowner. The residual land value is represented by the brown portion of the right hand bar in the diagram.



<sup>2</sup> This guidance notes that when considering site-specific viability "Site Value should equate to the market value subject to the following assumption: that the value has regard to development plan policies and all other material planning considerations and disregards that which is contrary to the development plan". Providing therefore that Site Value does not fall below a site's existing use value, there should be no reason why policy requirements cannot be achieved.

- 2.1.5 The Residual Land Value is normally a key variable in determining whether a scheme will proceed. If a proposal generates sufficient positive land value (in excess of current use value), it will be implemented. If not, the proposal will not go ahead, unless there are alternative funding sources to bridge the 'gap'.
- 2.1.6 Ultimately, the landowner will make a decision on implementing a project on the basis of return and the potential for market change, and whether alternative developments might yield a higher value. The landowner's 'bottom line' will be achieving a residual land value that sufficiently exceeds 'existing use value' or another appropriate benchmark to make development worthwhile. The margin above current use value may be considerably different on individual sites due to particular reasons why the premium to the landowner should be higher or lower than other sites.
- 2.1.7 Clearly, however, landowners have expectations of the value of their land which will often exceed the value of the sites' current use. Ultimately, if landowners' expectations are not met, they will not voluntarily sell their land and (unless a Local Authority is prepared to use its compulsory purchase powers) some may simply hold on to their sites, in the hope that policy may change at some future point with reduced requirements. It is within the scope of those expectations that developers have to formulate their offers for sites. The task of formulating an offer for a site is complicated further still during buoyant land markets, where developers have to compete with other developers to secure a site, often speculating on increases in development value or with the expectation of value engineering costs.

#### **Viability Benchmark**

- 2.1.8 The NPPF does not prescribe any particular methodology for assessing the viability of developments in their areas for testing local plan policies. The Local Housing Delivery Group guidance (June 2012) on testing viability of local plan policies notes that *"consideration of an appropriate Threshold Land Value [or viability benchmark] needs to take account of the fact that future plan policy requirements will have an impact on land values and landowner expectations. Therefore, using a market value approach as the starting point carries the risk of building-in assumptions of current policy costs rather than helping to inform the potential for future policy"*. The RICS Guidance Note 'Viability in Planning' (August 2012) which advocates market value as a benchmark for testing viability, is therefore not applicable to a test of planning policy.
- 2.1.9 In light of the weaknesses in the market value approach, the Local Housing Delivery Group guidance recommends that benchmark land value *"is based on a premium over current use values"* with the *"precise figure that should be used as an appropriate premium above current use value [being] determined locally"*. The guidance considers that this approach *"is in line with reference in the NPPF to take account of a "competitive return" to a willing land owner"*.
- 2.1.10 The examination on the Mayor of London's CIL charging schedule considered the issue of an appropriate land value benchmark. The Mayor had adopted current use value, while certain objectors suggested that 'Market Value' was a more appropriate benchmark. The Examiner concluded that:
- "The market value approach....while offering certainty on the price paid for a development site, suffers from being based on prices agreed in an historic policy context." (para 8) and that "I don't believe that the EUV approach can be accurately described as fundamentally flawed or that this examination should be adjourned to allow work based on the market approach to be done" (para 9).*

In his concluding remark, the Examiner points out that:

*"the price paid for development land may be reduced [so that CIL may be accommodated. As with profit levels there may be cries that this is unrealistic, but a reduction in development land value is an inherent part of the CIL concept. It may be argued that such a reduction may be all very well in the medium to long term but it is impossible in the short term because of*

*the price already paid/agreed for development land. The difficulty with that argument is that if accepted the prospect of raising funds for infrastructure would be forever receding into the future. In any event in some instances it may be possible for contracts and options to be re-negotiated in the light of the changed circumstances arising from the imposition of CIL charges". (para 32 – emphasis added).*

2.1.11

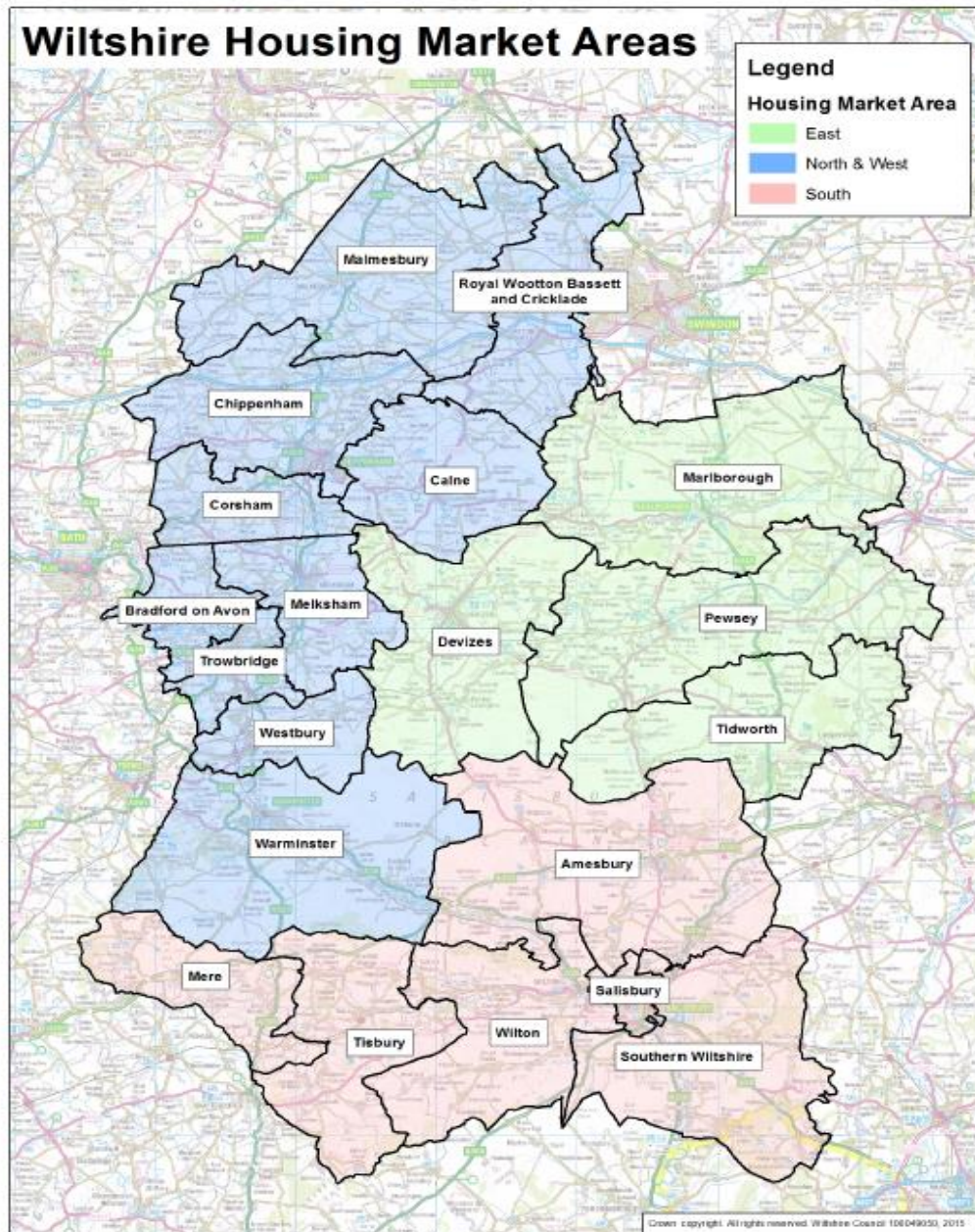
It is important to stress, however, that there is no single threshold land value at which land will come forward for development. The decision to bring land forward will depend on the type of owner and, in particular, whether the owner occupies the site or holds it as an asset; the strength of demand for the site's current use in comparison to others; how offers received compare to the owner's perception of the value of the site, which in turn may be influenced by prices achieved by other sites. Given the lack of a single threshold land value, it is difficult for policy makers to determine the minimum land value that sites should achieve. This will ultimately be a matter of judgement for each individual Planning Authority.

## 3 Development Appraisals

Our assumptions adopted for the development appraisals are set out in the following section.

### 3.1 Housing Market Areas

3.1.1 We have been provided with details of the housing market areas (HMAs) that form the basis of this study and comprise East HMA, North and West HMA and South HMA. We set out below a map which highlights the HMAs in the context of Wiltshire.



Source: Wiltshire Housing Site Allocations Development Plan Document Informal consultation on initial site options - Housing supply paper February 2015



## 3.2 Development Typologies

- 3.2.1 A range of development typologies have been formulated in discussions with the Council. These development typologies have been established through an analysis of built or extant planning permissions across each Housing Market Area (HMA). The analysis covers the period 2009/10 to 2015/16. These time frames were chosen by the Council as earlier time periods (2006/07 and 2008/09) only recorded dwellings, not flats and/or houses and would have compromised the determination of a unit mix. Therefore, in determining 'typical' development typologies across all three HMAs, the Council used a cluster analysis approach using ESRI ArcGIS mapping tools and the natural breaks (Jenks) optimisation method. In undertaking this level of analysis on past/current build out patterns across Wiltshire's three HMAs, the Council have been able to demonstrate that housing developments typically fall into four site size classes. The characteristics of these development typologies are summarised in Tables 3.2.1, 3.2.2 and 3.2.3.

**Table 3.2.1: East HMA Development Typologies**

Site Size Class (number of units)	Typology Tested (number of units)	Typology Size (hectares)	Density (units per hectare)
Class 1: 1 – 18	10	0.64	15
Class 2: 19 – 51	35	1.24	28
Class 3: 52 – 138	95	2.58	37
Class 4: 139 +	225	6.75	33

**Table 3.2.2: North & West HMA Development Typologies**

Site Size Class (number of units)	Typology Tested (number of units)	Typology Size (hectares)	Density (units per hectare)
Class 1: 0 – 25	13	0.53	25
Class 2: 26 – 70	48	1.60	30
Class 3: 71 – 129	100	3.02	33
Class 4: 130 +	276	9.41	29

**Table 3.2.3: South HMA Development Typologies**

Site Size Class (number of units)	Typology Tested (number of units)	Typology Size (hectares)	Density (units per hectare)
Class 1: 1 – 25	13	0.40	32
Class 2: 26 – 100	63	1.77	35
Class 3: 101 – 170	136	4.28	32
Class 4: 171 +	336	10.08	33

## 3.3 HMA Unit mixes

- 3.3.1 The Council has provided us with indicative unit mixes which we have applied to each of the typologies tabulated above based upon completed and commenced planning permissions from 2009 to 2015 in the HMAs. We tabulate in the tables below the unit mixes adopted for each HMA and the postcodes that falls within these HMAs. For the purpose of this assessment we have assumed that the typologies of less than 15 units will comprise of houses.

**Table 3.3.1: East HMA Unit mixes**

Site Size Class	Typology Tested (number of units)	Unit Mix (% Flats)	Unit Mix (% Houses)
Class 1: 1 – 18	10	-	100%
Class 2: 19 – 51	35	-	100%
Class 3: 52 – 138	95	26%	74%
Class 4: 139 +	225	12%	88%

**Table 3.3.2: North and West HMA Unit mixes**

Site Capacity (units)	Typology Tested (number of units)	Unit Mix (% Flats)	Unit Mix (% Houses)
Class 1: 0 – 19	13	-	100%
Class 2: 20 – 62	48	27%	73%
Class 3: 63 – 129	100	20%	80%
Class 4: 130 +	276	29%	71%

**Table 3.3.3: South HMA Unit mixes**

Site Capacity (units)	Typology Tested (number of units)	Unit Mix (% Flats)	Unit Mix (% Houses)
Class 1: 0 – 31	13	-	100%
Class 2: 32 – 100	63	21%	79%
Class 3: 101 – 170	136	10%	90%
Class 4: 171 +	336	15%	85%

### 3.4 Unit Sizes

3.4.1 We have adopted the unit sizes tabulated in Table 3.4.1 having regard to the DCLG's national space standards<sup>3</sup>.

**Table 3.4.1: Average Unit Sizes**

Unit Type	Average Floor Area (sq/m)
Detached House	120
Semi-Detached House	100
Terraced House	80
Flat	60

<sup>3</sup> Department for Communities and Local Government 'Technical Housing Standards – Nationally described space standard' March 2015

### 3.5 Project Programme

- 3.5.1 We have assumed that market housing sales rates would correlate with the anticipated build out rates over the course of the construction programme with a post practical completion sales period for each typology. However, for the typologies under 15 units we have assumed that the unit sales will commence from practical completion.
- 3.5.2 Development sales periods vary between the types of scheme being delivered. However, our sales periods are based upon an average sales rate of 4 per month. However, we have assumed that the larger typologies in excess of 171 units will have more than one sales and marketing outlet each targeting different markets which would increase the sales rate to 8 per month. In terms of the affordable housing units, we have assumed the developers will seek contracts with RPs for the disposal of the affordable housing prior to commencement of construction. The disposal price for the affordable housing is assumed to be received in tranches across the construction programme.

### 3.6 Market Housing Sales Values

- 3.6.1 In arriving at sales values for the market housing units, we have had regard to sale prices from the Land Registry database and we have extracted sold price data for both new build and second hand sales within the HMAs over the past twelve months. The Land Registry has recorded 649 new build sales and 6,563 second hand sales over the last twelve months across the HMAs combined. We have analysed and allocated these sale transactions into the corresponding HMA.
- 3.6.2 Whilst we have had regard to sales transactions, data on unit floor areas is not available. As a result, we have therefore adopted average net internal unit areas of 120 square metres for detached houses; 100 square metres for semi-detached houses; 80 square metres for terraced houses; and 60 square metres for flats as set out in Table 3.4.1. By dividing the prices paid by these average floor areas, it is possible to arrive at indicative values for each HMA, but it is important to recognise that average values per square metre may vary if unit sizes are significantly different from our assumed unit areas.
- 3.6.3 We tabulate below in Table 3.6.3 the average capital values per sq/m from our analysis of for new build properties derived from our analysis within each HMA. We also tabulate in Table 3.6.4 the average capital values per sq/m from our analysis of sales of second hand properties in each HMA.

**Table 3.6.3: New Build Average Sales Values in each HMA**

HMA	Average Sales Value for Houses (£ per sq/m)	Average Sales Value for Flats (£ per sq/m)
East	£3,633	£3,262
North & West	£2,815	£2,321
South	£3,205	£3,115

**Table 3.6.4 Second-hand Average Sales Values in each HMA**

HMA	Average Sales Value for Houses (£ per sq/m)	Average Sales Value for Flats (£ per sq/m)
East	£2,828	£2,428
North & West	£2,536	£2,132
South	£3,022	£2,894

3.6.4 We have had regard to the new build and second-hand sales tabulated above and highlight that c. 70% of the new build sales transactions we have considered have transacted in 2015. As a result, there will be a significant number of transactions that will not have benefited from capital value growth in value from 2015 to 2017.

3.6.5 We have therefore had regard to the Land Registry House Price index which shows that sales values increased across the Wiltshire by c. 9.5% from July 2015 to August 2016 (the date of our review of evidence). As c. 79% of the sales transactions we have had regard to occurred in 2015 we have added a conservative increase of 5% to the new build sales values tabulated in Table 3.6.3. We tabulate in Table 3.6.5 the sales values per sq/m that we have adopted for each HMA.

**Table 3.6.5: HMA Adopted Sales Values**

HMA	House Capital Value (£ per sq/m)	Flat Capital Value (£ per sq/m)
East	£3,815	£3,425
North & West	£2,956	£2,437
South	£3,365	£3,271

3.6.6 For the affordable rented units we have valued the units on the basis that rents will be capped at Local Housing Allowance (LHA) rates. In the 2015 Budget, the Chancellor announced that the government will require RPs to reduce their rents by 1% per annum over the next four years. Our model reflects this requirement which results in the reduction in capital value of the affordable rented units.

3.6.7 For shared ownership units, we have assumed that RPs will sell 30% initial equity stakes so that units are affordable to households on moderate incomes and charge a rent of 2.5% on the retained equity, the latter being slightly lower than the maximum charge permitted by the Homes and Communities Agency (2.75%). We have capitalised the rent using a yield of 5%.

### 3.7 Construction Costs

3.7.1 We have sourced construction costs for the residential units from the RICS Build Cost Information Services ('BCIS'), which is based upon tenders for actual schemes. We have adopted a 'mean' gross base build cost rebased to Wiltshire of £1,095 per sq/m for houses and £1,307 for flats.

3.7.2 In addition to the base construction costs, we have included an allowance of £16,000 per dwelling to reflect external works and roads and utilities. This allowance accounts for any additional costs that may be incurred due to the physical nature of the sites plus any works required for landscaping, security enhancement and driveways/parking within the site.

3.7.3 We have adopted this cost due to recent evidence and the Wokingham Borough CIL examination where the Inspector agreed with evidence submitted that indicated that an allowance of £16,000 per unit was sufficient. In our experience it is likely that developers will be able to value engineer build costs to lower levels than assumed in this study on larger sites, such as the subject strategic sites.

### 3.8 Professional Fees

- 3.8.1 In addition to the base construction costs, development schemes will incur professional fees, covering consultants such as architects, quantity surveyors, mechanical and electrical engineers and Highways consultants.
- 3.8.2 Our appraisals incorporate an allowance of 8% for professional fees which covers all professional input and planning fees, energy performance certificates and NHBC warranty costs. We have adopted 8% as strategic sites are Greenfield sites and should incur lower professional fees in comparison to brownfield sites. In particular, volume house builders will typically adopt standard house types which will significantly reduce design fees in addition to retaining in-house consultants which can reduce fees.

### 3.9 Finance Costs

- 3.9.1 Our appraisals incorporate finance costs on land acquisition and all construction costs at 7%.

### 3.10 Planning Obligations & CIL

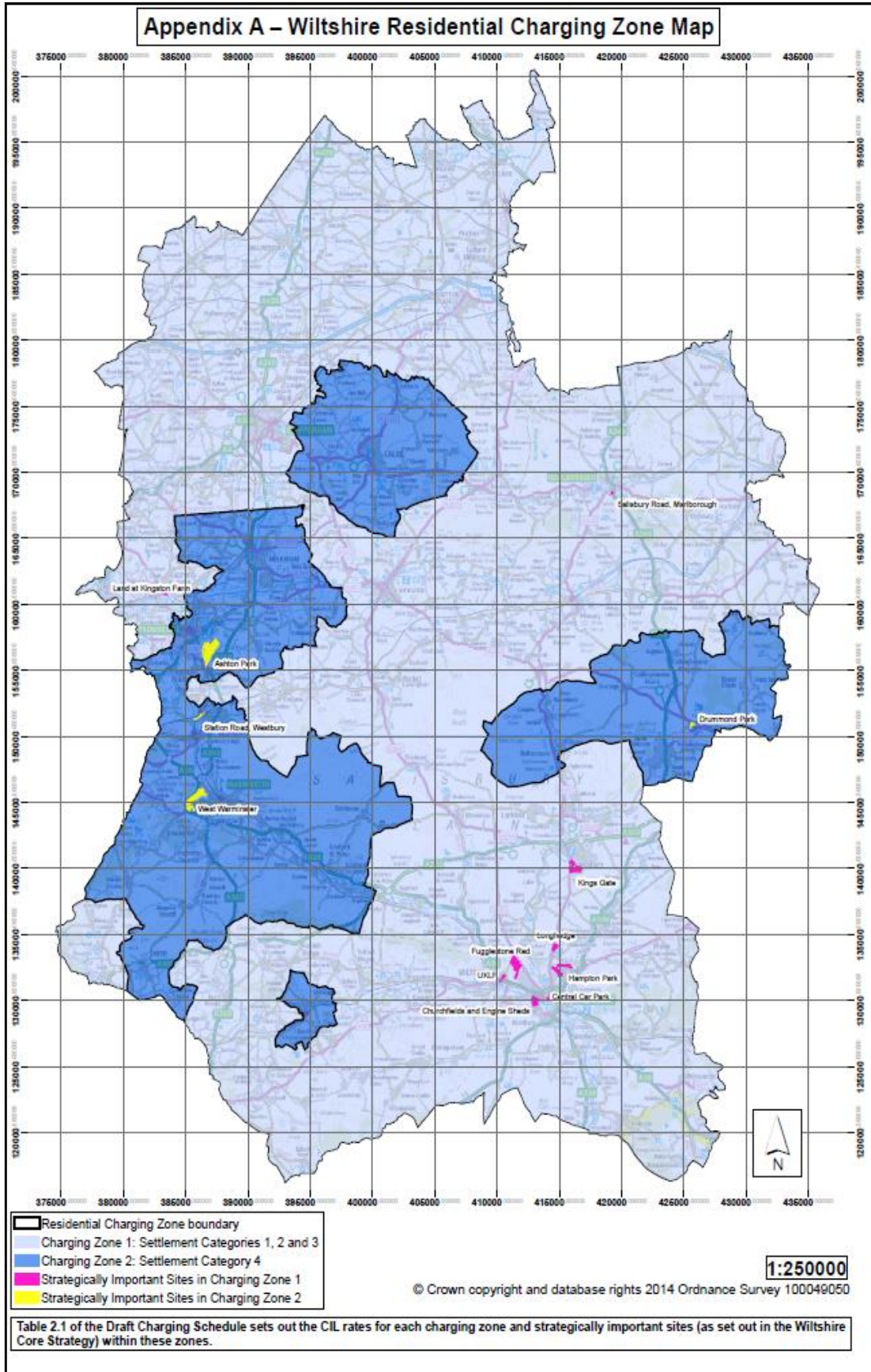
- 3.10.1 We have adopted planning obligations as provided by the Council for each typology and we set these out in Table 3.10.1. We comment in further detail below with regards to the CIL rates we have tested.

**Table 3.10.1: Planning Obligations and CIL**

Planning Obligation	Cost (£ / %)
Affordable Housing	30% for sites with a CIL rate of £55 per sq/m 40% for sites with a CIL rate of £85 per sq/m
S106	£1,000 per unit
Wiltshire CIL	£55 per sq/m & £85 per sq/m

In terms of the S106 obligations we have assumed a notional cost of £1,000 per dwelling for all site typologies. However, the detail in respect of each and every planning obligation will ultimately be determined by the particular requirements of individual sites.

In terms of CIL, the Wiltshire CIL Charging Schedule splits Wiltshire geographically into two CIL charging zones (1 and 2) set out on page 14.



Source: Wiltshire Community Infrastructure Levy 'Charging Schedule' May 2015

### 3.11 Profit

- 3.11.1 Developer's profit is closely correlated with the perceived risk of residential development. The greater the risk, the greater the required profit level, which helps to mitigate against the risk, but also to ensure that the potential rewards are sufficiently attractive for a bank and other equity providers to fund a scheme. In 2007, profit levels were at around 15 -17% of development value. However, following the impact of the credit crunch and the collapse in interbank lending and the various government bailouts of the banking sector, profit margins have increased. It is important to emphasise that the level of minimum profit is not necessarily determined by developers (although they will have their own view and the boards of the major house builders will set targets for minimum profit).
- 3.11.2 The views of the banks which fund development are more important; if the banks decline an application by a developer to borrow to fund a development, it is very unlikely to proceed, as developers rarely carry sufficient cash to fund it themselves. Consequently, future movements in profit levels will largely be determined by the attitudes of the banks towards development proposals. The near collapse of the global banking system in the final quarter of 2008 has resulted in a much tighter regulatory system, with UK banks having to take a much more cautious approach to all lending. In this context, and against the backdrop of the current sovereign debt crisis in the Eurozone, the banks may not allow profit levels to decrease much lower than their current level of 17 -20% even for well-established volume house builders with a solid track record and long standing relationships with funding institutions.
- 3.11.3 We have adopted a profit rate of 20% on GDV for the market housing units to reflect the level of risk that we consider to be present in the current market. We recently experienced a range of 17% to 20% on GDV for market housing units. However, due to the uncertainty that is now apparent after the EU Referendum in the United Kingdom and potential risks associated with leaving the European Union, we consider a profit allowance of 20% on GDV to be reflective of the current market.
- 3.11.4 We have adopted a profit of 6% on GDV for the affordable housing element of the scheme. This reduced profit for the affordable housing reflects the risk of delivery. The developer will contract with a RP prior to commencement of construction and they are – in effect – acting as a contractor, with their risk limited to cost only. After contracting with the RP, there is no sales risk to the developer. In contract, the market housing construction will typically commence before any units are sold and sales risk is present well into the development period.

### 3.12 Sales & Marketing Costs

- 3.12.1 We have adopted industry standard cost assumptions to reflect the cost of sales and marketing and we tabulate these costs in Table 3.13.1

**Table 3.12.1: Sales and Marketing Costs**

Cost Heading	Cost (%)
Sales Agent Fee	1.5%
Marketing Costs	1.5%
Sales Legal Fee	0.5%

## 4 Benchmark Site Value

Land values for Greenfield sites currently used as agricultural land typically transact in the region of £20,000 - £22,000 per hectare. However, landowners are unlikely to release their land for development at such low values. The extent of 'uplift' required is often a matter of debate and has been considered by CLG research on land values. This research indicates a range of £0.247m to £0.371m per gross hectare<sup>4</sup>.

In arriving at benchmark land values for each site we have adopted a value for the gross developable area of each site of £0.35m per hectare toward the upper end of the range and £0.25m toward the bottom on the basis of the values outlined in the CLG research for Greenfield development Land.

The price per hectare at which any development land could transact will be dependent upon a range of factors such as the extent of infrastructure costs, affordable housing provision, costs of strategic transport links and the market's perception of future values and costs. As a result, land could potentially transact at a range of land values dependent upon the individual circumstances of each site.

It should be highlighted that land values are not fixed and can (and should) be flexible to accommodate planning requirements such as affordable housing. We would draw the readers' attention to the comments on land values in the Examiner's report on the Mayor of London's CIL<sup>5</sup>, which indicates that land owners will need to adjust their expectations to accommodate allowances for infrastructure. Whilst these comments related to a CIL report the same principle should also apply to additional planning obligations such as affordable housing and S106 obligations.

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<sup>4</sup> CLG 'Cumulative impacts of regulations on house builders and landowners Research paper' 2011

<sup>5</sup> Para 32: "the price paid for development land may be reduced.... a reduction in development land value is an inherent part of the CIL concept.... in some instances it may be possible for contracts and options to be re-negotiated in the light of the changed circumstances arising from the imposition of CIL charges."



## 5 Appraisal Results

5.1.1 This section sets out the results of our appraisals with the residual land values (RLVs) calculated for each of the development typologies. The RLVs are then compared to benchmark land values at the upper end of the CLG guidance of £0.35m per hectare and the lower end of the range of £0.25m. We tabulate below the results of our assessment of the viability. The typologies that have their results highlighted in red are sites that are not viable when benchmarked against the site value. In our appraisals, we have also incorporated the Council's two CIL rates of £55 and £85 per sq/m.

**Table 5.1.1: 40% affordable housing, Benchmark Site Value of £0.35m per hectare and CIL rate of £85 per sq/m**

HMA	Typology	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.32	0.6	£2.06	£0.35	£1.71
East	Class 2 - 35 Units	£2.10	1.3	£1.68	£0.35	£1.33
East	Class 3 - 95 Units	£3.57	2.6	£1.38	£0.35	£1.03
East	Class 4 - 225 Units	£9.85	6.8	£1.46	£0.35	£1.11
North & West	Class 1 - 13 Units	£0.57	0.3	£1.83	£0.35	£1.48
North & West	Class 2 - 48 Units	£0.96	0.6	£1.53	£0.35	£1.18
North & West	Class 3 - 100 Units	£1.59	2.7	£0.60	£0.35	£0.25
North & West	Class 4 - 276 Units	£4.94	6.3	£0.78	£0.35	£0.43
South	Class 1 - 13 Units	£0.76	0.4	£2.18	£0.35	£1.83
South	Class 2 - 63 Units	£1.86	1.6	£1.20	£0.35	£0.85
South	Class 3 - 136 Units	£4.00	3.1	£1.30	£0.35	£0.95
South	Class 4 - 336 Units	£8.62	8.2	£1.05	£0.35	£0.70

5.1.2 In summary, the results of our assessment demonstrate that each of the typologies are viable with 40% affordable housing and generate a surplus when benchmarked against a site value of £0.35m per hectare. We tabulate in Table 5.1.2 our appraisal results benchmarked against a site value of £0.25m per hectare.

**Table 5.1.2: 40% Affordable Housing, Benchmark Site Value of £0.25m per hectare and CIL rate of £85 per sq/m**

HMA	Typology	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.32	0.6	£2.06	£0.25	£1.81
East	Class 2 - 35 Units	£2.10	1.3	£1.68	£0.25	£1.43
East	Class 3 - 95 Units	£3.57	2.6	£1.38	£0.25	£1.13
East	Class 4 - 225 Units	£9.85	6.8	£1.46	£0.25	£1.21
North & West	Class 1 - 13 Units	£0.57	0.3	£1.83	£0.25	£1.58
North & West	Class 2 - 48 Units	£0.96	0.6	£1.53	£0.25	£1.28
North & West	Class 3 - 100 Units	£1.38	2.7	£0.60	£0.25	£0.35
North & West	Class 4 - 276 Units	£4.94	6.3	£0.78	£0.25	£0.53
South	Class 1 - 13 Units	£0.76	0.4	£2.18	£0.25	£1.93
South	Class 2 - 63 Units	£1.86	1.6	£1.20	£0.25	£0.95
South	Class 3 - 136 Units	£4.00	3.1	£1.30	£0.25	£1.05
South	Class 4 - 336 Units	£8.62	8.2	£1.05	£0.25	£0.80

5.1.3 In summary, when the residual land values of the typologies are compared to a benchmark of £0.25m per hectare all of the typologies can support 40% affordable housing in addition to a larger surplus than those tabulated in Table 5.1.1.

5.1.4 We tabulate in Table 5.1.4 and Table 5.1.5 our appraisal results adopting a CIL rate of £55 per sq/m and benchmark site values of £0.25m and £0.35m. Due to the lower CIL rates all of the typologies are viable with 30% affordable housing and generate a surplus in excess of the typologies with a CIL rate of £85 per sq/m.

**Table 5.1.4: 30% Affordable Housing, Benchmark Site Value of £0.35m per hectare and CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.33	0.64	£2.08	£0.35	£1.73
East	Class 2 - 35 Units	£2.46	1.25	£1.97	£0.35	£1.62
East	Class 3 - 95 Units	£4.31	2.58	£1.67	£0.35	£1.32
East	Class 4 - 225 Units	£11.70	6.75	£1.73	£0.35	£1.38
North & West	Class 1 - 13 Units	£0.69	0.31	£2.24	£0.35	£1.89
North & West	Class 2 - 48 Units	£1.26	0.63	£2.00	£0.35	£1.65
North & West	Class 3 - 100 Units	£2.16	2.66	£0.81	£0.35	£0.46
North & West	Class 4 - 276 Units	£6.46	6.33	£1.02	£0.35	£0.67
South	Class 1 - 13 Units	£0.91	0.35	£2.61	£0.35	£2.26
South	Class 2 - 63 Units	£2.31	1.55	£1.49	£0.35	£1.14
South	Class 3 - 136 Units	£4.90	3.08	£1.59	£0.35	£1.24
South	Class 4 - 336 Units	£10.63	8.19	£1.30	£0.35	£0.95

**Table 5.1.5: 30% Affordable Housing, Benchmark Site Value of £0.25m per hectare and CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.33	0.64	£2.08	£0.25	£1.83
East	Class 2 - 35 Units	£2.46	1.25	£1.97	£0.25	£1.72
East	Class 3 - 95 Units	£4.31	2.58	£1.67	£0.25	£1.42
East	Class 4 - 225 Units	£11.70	6.75	£1.73	£0.25	£1.48
North & West	Class 1 - 13 Units	£0.69	0.31	£2.24	£0.25	£1.99
North & West	Class 2 - 48 Units	£1.26	0.63	£2.00	£0.25	£1.75
North & West	Class 3 - 100 Units	£2.16	2.66	£0.81	£0.25	£0.56
North & West	Class 4 - 276 Units	£6.46	6.33	£1.02	£0.25	£0.77
South	Class 1 - 13 Units	£0.91	0.35	£2.61	£0.25	£2.36
South	Class 2 - 63 Units	£2.31	1.55	£1.49	£0.25	£1.24
South	Class 3 - 136 Units	£4.90	3.08	£1.59	£0.25	£1.34
South	Class 4 - 336 Units	£10.63	8.19	£1.30	£0.25	£1.05

## 6 Sensitivity Analysis

6.1.1 We have utilised our appraisal as the basis for testing sensitivities for each typology. This sensitivity analysis has been provided for illustrative purposes to assist the Council with understanding how the viability might be affected by movements in sales values and construction costs. However, it should be noted that the future trajectory of the housing market is inherently uncertain and predictions in respect of value growth/cost inflation cannot be relied upon. It should be noted that we have retained the benchmark site value range used in the base appraisals, but in practice a fall in sales values should reduce land values and therefore a reduction in sales values may not materially affect viability.

**Table 6.1.1: 5% reduction in market housing sales values, 40% affordable housing, £0.35m benchmark site value and CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.18	0.64	£1.85	£0.35	£1.50
East	Class 2 - 35 Units	£1.81	1.25	£1.45	£0.35	£1.10
East	Class 3 - 95 Units	£2.99	2.58	£1.16	£0.35	£0.81
East	Class 4 - 225 Units	£8.46	6.75	£1.25	£0.35	£0.90
North & West	Class 1 - 13 Units	£0.47	0.31	£1.52	£0.35	£1.17
North & West	Class 2 - 48 Units	£0.68	0.63	£1.08	£0.35	£0.73
North & West	Class 3 - 100 Units	£0.92	2.66	£0.34	£0.35	- £0.01
North & West	Class 4 - 276 Units	£3.61	6.33	£0.57	£0.35	£0.22
South	Class 1 - 13 Units	£0.66	0.35	£1.88	£0.35	£1.53
South	Class 2 - 63 Units	£1.47	1.55	£0.95	£0.35	£0.60
South	Class 3 - 136 Units	£3.26	3.08	£1.06	£0.35	£0.71
South	Class 4 - 336 Units	£6.99	8.19	£0.85	£0.35	£0.50

6.1.2 In summary, a 5% reduction in market housing sales values does not affect the viability of 11 of the typologies across the HMAs. However, the 100 unit typology in the north and west becomes marginally unviable with a deficit of £0.01m per hectare when benchmarked against a site value of £0.35m per hectare.

**Table 6.1.2: 5% reduction in market housing sales values, 40% affordable housing, £0.25m benchmark site value and CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.18	0.64	£1.85	£0.25	£1.60
East	Class 2 - 35 Units	£1.81	1.25	£1.45	£0.25	£1.20
East	Class 3 - 95 Units	£2.99	2.58	£1.16	£0.25	£0.91
East	Class 4 - 225 Units	£8.46	6.75	£1.25	£0.25	£1.00
North & West	Class 1 - 13 Units	£0.47	0.31	£1.52	£0.25	£1.27
North & West	Class 2 - 48 Units	£0.68	0.63	£1.08	£0.25	£0.83
North & West	Class 3 - 100 Units	£0.92	2.66	£0.34	£0.25	£0.09
North & West	Class 4 - 276 Units	£3.61	6.33	£0.57	£0.25	£0.32
South	Class 1 - 13 Units	£0.66	0.35	£1.88	£0.25	£1.63
South	Class 2 - 63 Units	£1.47	1.55	£0.95	£0.25	£0.70
South	Class 3 - 136 Units	£3.26	3.08	£1.06	£0.25	£0.81
South	Class 4 - 336 Units	£6.99	8.19	£0.85	£0.25	£0.60

6.1.3 When a 5% reduction in sales values is benchmarked against a site value of £0.25m per hectare all of the typologies are viable across each of the HMAs.

**Table 6.1.3: 5% reduction in market housing sales values, 30% affordable housing, £0.35m benchmark site value and CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.20	0.64	£1.87	£0.35	£1.52
East	Class 2 - 35 Units	£2.15	1.25	£1.72	£0.35	£1.37
East	Class 3 - 95 Units	£3.68	2.58	£1.43	£0.35	£1.08
East	Class 4 - 225 Units	£10.17	6.75	£1.51	£0.35	£1.16
North & West	Class 1 - 13 Units	£0.59	0.31	£1.89	£0.35	£1.54
North & West	Class 2 - 48 Units	£0.97	0.63	£1.54	£0.35	£1.19
North & West	Class 3 - 100 Units	£1.38	2.66	£0.52	£0.35	£0.17
North & West	Class 4 - 276 Units	£5.03	6.33	£0.79	£0.35	£0.44
South	Class 1 - 13 Units	£0.79	0.35	£2.27	£0.35	£1.92
South	Class 2 - 63 Units	£1.89	1.55	£1.22	£0.35	£0.87
South	Class 3 - 136 Units	£4.09	3.08	£1.33	£0.35	£0.98
South	Class 4 - 336 Units	£8.85	8.19	£1.08	£0.35	£0.73

6.1.4 When a CIL rate of £55 per sq/m is adopted together with a 5% reduction in market housing sales values all of the typologies are viable when benchmarked against a site value of £0.35m per hectare.

**Table 6.1.4: 5% reduction in market housing sales values, 30% affordable housing, £0.25m benchmark site value and CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.20	0.64	£1.87	£0.25	£1.62
East	Class 2 - 35 Units	£2.15	1.25	£1.72	£0.25	£1.47
East	Class 3 - 95 Units	£3.68	2.58	£1.43	£0.25	£1.18
East	Class 4 - 225 Units	£10.17	6.75	£1.51	£0.25	£1.26
North & West	Class 1 - 13 Units	£0.59	0.31	£1.89	£0.25	£1.64
North & West	Class 2 - 48 Units	£0.97	0.63	£1.54	£0.25	£1.29
North & West	Class 3 - 100 Units	£1.38	2.66	£0.52	£0.25	£0.27
North & West	Class 4 - 276 Units	£5.03	6.33	£0.79	£0.25	£0.54
South	Class 1 - 13 Units	£0.79	0.35	£2.27	£0.25	£2.02
South	Class 2 - 63 Units	£1.89	1.55	£1.22	£0.25	£0.97
South	Class 3 - 136 Units	£4.09	3.08	£1.33	£0.25	£1.08
South	Class 4 - 336 Units	£8.85	8.19	£1.08	£0.25	£0.83

6.1.5 When a CIL rate of £55 per sq/m is adopted together with a 5% reduction in market housing sales values all of the typologies are viable when benchmarked against a site value of £0.25m per hectare.

6.1.6 We have also modelled a sensitivity analysis which demonstrates the performance of the typologies if construction costs are increased by 5%.

**Table 6.1.5: 5% increase in construction costs, 40% Affordable Housing, Benchmark Site Value of £0.35m, CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.25	0.64	£1.96	£0.35	£1.61
East	Class 2 - 35 Units	£1.87	1.25	£1.50	£0.35	£1.15
East	Class 3 - 95 Units	£3.07	2.58	£1.19	£0.35	£0.84
East	Class 4 - 225 Units	£8.72	6.75	£1.29	£0.35	£0.94
North & West	Class 1 - 13 Units	£0.48	0.31	£1.55	£0.35	£1.20
North & West	Class 2 - 48 Units	£0.67	0.63	£1.06	£0.35	£0.71
<b>North &amp; West</b>	<b>Class 3 - 100 Units</b>	<b>£0.89</b>	<b>2.66</b>	<b>£0.33</b>	<b>£0.35</b>	<b>- £0.02</b>
North & West	Class 4 - 276 Units	£3.59	6.33	£0.57	£0.35	£0.22
South	Class 1 - 13 Units	£0.68	0.35	£1.93	£0.35	£1.58
South	Class 2 - 63 Units	£1.49	1.55	£0.96	£0.35	£0.61
South	Class 3 - 136 Units	£3.33	3.08	£1.08	£0.35	£0.73
South	Class 4 - 336 Units	£7.13	8.19	£0.87	£0.35	£0.52

6.1.7 In summary, a 5% reduction in market housing sales values does not affect the viability of 11 of the typologies across the HMAs. However, the 100 unit typology in the north and west becomes marginally unviable with a deficit of £0.02m per hectare when benchmarked against a site value of £0.35m per hectare.

**Table 6.1.6: 5% increase in construction costs, 40% Affordable Housing, Benchmark Site Value of £0.25m, CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.25	0.64	£1.96	£0.25	£1.71
East	Class 2 - 35 Units	£1.87	1.25	£1.50	£0.25	£1.25
East	Class 3 - 95 Units	£3.07	2.58	£1.19	£0.25	£0.94
East	Class 4 - 225 Units	£8.72	6.75	£1.29	£0.25	£1.04
North & West	Class 1 - 13 Units	£0.48	0.31	£1.55	£0.25	£1.30
North & West	Class 2 - 48 Units	£0.67	0.63	£1.06	£0.25	£0.81
North & West	Class 3 - 100 Units	£0.89	2.66	£0.33	£0.25	£0.08
North & West	Class 4 - 276 Units	£3.59	6.33	£0.57	£0.25	£0.32
South	Class 1 - 13 Units	£0.68	0.35	£1.93	£0.25	£1.68
South	Class 2 - 63 Units	£1.49	1.55	£0.96	£0.25	£0.71
South	Class 3 - 136 Units	£3.33	3.08	£1.08	£0.25	£0.83
South	Class 4 - 336 Units	£7.13	8.19	£0.87	£0.25	£0.62

6.1.8 When the compared to a site benchmark of £0.25m, all of the typologies are viable and the 100 unit typology in the north and west HMA which was marginally unviable against a site of value of £0.35m generates a surplus of £0.08m.

**Table 6.1.7: 5% increase in construction costs, 30% Affordable Housing, Benchmark Site Value of £0.35m, CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.26	0.64	£1.97	£0.35	£1.62
East	Class 2 - 35 Units	£2.24	1.25	£1.79	£0.35	£1.44
East	Class 3 - 95 Units	£3.82	2.58	£1.48	£0.35	£1.13
East	Class 4 - 225 Units	£10.59	6.75	£1.57	£0.35	£1.22
North & West	Class 1 - 13 Units	£0.61	0.31	£1.96	£0.35	£1.61
North & West	Class 2 - 48 Units	£0.97	0.63	£1.54	£0.35	£1.19
North & West	Class 3 - 100 Units	£1.40	2.66	£0.53	£0.35	£0.18
North & West	Class 4 - 276 Units	£5.15	6.33	£0.81	£0.35	£0.46
South	Class 1 - 13 Units	£0.83	0.35	£2.36	£0.35	£2.01
South	Class 2 - 63 Units	£1.95	1.55	£1.26	£0.35	£0.91
South	Class 3 - 136 Units	£4.24	3.08	£1.38	£0.35	£1.03
South	Class 4 - 336 Units	£9.17	8.19	£1.12	£0.35	£0.77

6.1.9 When a CIL rate of £55 per sq/m is applied to the typologies all of the typologies are viable when benchmarked against a site value of £0.35m per hectare and generate a surplus in excess of the site value.

**Table 6.1.8: 5% increase in construction costs, 30% Affordable Housing, Benchmark Site Value of £0.25m, CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.26	0.64	£1.97	£0.35	£1.72
East	Class 2 - 35 Units	£2.24	1.25	£1.79	£0.35	£1.54
East	Class 3 - 95 Units	£3.82	2.58	£1.48	£0.35	£1.23
East	Class 4 - 225 Units	£10.59	6.75	£1.57	£0.35	£1.32
North & West	Class 1 - 13 Units	£0.61	0.31	£1.96	£0.35	£1.71
North & West	Class 2 - 48 Units	£0.97	0.63	£1.54	£0.35	£1.29
North & West	Class 3 - 100 Units	£1.40	2.66	£0.53	£0.35	£0.28
North & West	Class 4 - 276 Units	£5.15	6.33	£0.81	£0.35	£0.56
South	Class 1 - 13 Units	£0.83	0.35	£2.36	£0.35	£2.11
South	Class 2 - 63 Units	£1.95	1.55	£1.26	£0.35	£1.01
South	Class 3 - 136 Units	£4.24	3.08	£1.38	£0.35	£1.13
South	Class 4 - 336 Units	£9.17	8.19	£1.12	£0.35	£0.87

6.1.10 Whilst we have demonstrated the performance of the typologies in the event that sales values reduce by 5% and construction costs increase by 5%, we have also modelled the appraisal results assuming that sales values increase by 10%. We tabulate the results of this analysis in Tables 6.1.9 to 6.1.12 set out below.

**Table 6.1.9: 10% increase in market housing values, 40% Affordable Housing, Benchmark Site Value of £0.35m, CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.32	0.64	£2.06	£0.35	£1.71
East	Class 2 - 35 Units	£2.10	1.25	£1.68	£0.35	£1.33
East	Class 3 - 95 Units	£3.57	2.58	£1.38	£0.35	£1.03
East	Class 4 - 225 Units	£9.85	6.75	£1.46	£0.35	£1.11
North & West	Class 1 - 13 Units	£0.57	0.31	£1.83	£0.35	£1.48
North & West	Class 2 - 48 Units	£0.96	0.63	£1.53	£0.35	£1.18
North & West	Class 3 - 100 Units	£1.38	2.66	£0.52	£0.35	£0.17
North & West	Class 4 - 276 Units	£4.94	6.33	£0.78	£0.35	£0.43
South	Class 1 - 13 Units	£0.76	0.35	£2.18	£0.35	£1.83
South	Class 2 - 63 Units	£1.86	1.55	£1.20	£0.35	£0.85
South	Class 3 - 136 Units	£4.00	3.08	£1.30	£0.35	£0.95
South	Class 4 - 336 Units	£8.62	8.19	£1.05	£0.35	£0.70

**Table 6.1.10: 10% increase in market housing values, 40% Affordable Housing, Benchmark Site Value of £0.25m, CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.32	0.64	£2.06	£0.35	£1.81
East	Class 2 - 35 Units	£2.10	1.25	£1.68	£0.35	£1.43
East	Class 3 - 95 Units	£3.57	2.58	£1.38	£0.35	£1.13
East	Class 4 - 225 Units	£9.85	6.75	£1.46	£0.35	£1.21
North & West	Class 1 - 13 Units	£0.57	0.31	£1.83	£0.35	£1.58
North & West	Class 2 - 48 Units	£0.96	0.63	£1.53	£0.35	£1.28
North & West	Class 3 - 100 Units	£1.38	2.66	£0.52	£0.35	£0.27
North & West	Class 4 - 276 Units	£4.94	6.33	£0.78	£0.35	£0.53
South	Class 1 - 13 Units	£0.76	0.35	£2.18	£0.35	£1.93
South	Class 2 - 63 Units	£1.86	1.55	£1.20	£0.35	£0.95
South	Class 3 - 136 Units	£4.00	3.08	£1.30	£0.35	£1.05
South	Class 4 - 336 Units	£8.62	8.19	£1.05	£0.35	£0.80

**Table 6.1.11: 10% increase in market housing values, 30% Affordable Housing, Benchmark Site Value of £0.35m, CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.60	0.64	£2.50	£0.35	£2.15
East	Class 2 - 35 Units	£3.08	1.25	£2.47	£0.35	£2.12
East	Class 3 - 95 Units	£5.56	2.58	£2.15	£0.35	£1.80
East	Class 4 - 225 Units	£14.74	6.75	£2.18	£0.35	£1.83
North & West	Class 1 - 13 Units	£0.91	0.31	£2.93	£0.35	£2.58
North & West	Class 2 - 48 Units	£1.88	0.63	£2.99	£0.35	£2.64
North & West	Class 3 - 100 Units	£2.83	2.66	£1.06	£0.35	£0.71
North & West	Class 4 - 276 Units	£9.28	6.33	£1.47	£0.35	£1.12
South	Class 1 - 13 Units	£1.15	0.35	£3.29	£0.35	£2.94
South	Class 2 - 63 Units	£3.13	1.55	£2.02	£0.35	£1.67
South	Class 3 - 136 Units	£6.49	3.08	£2.11	£0.35	£1.76
South	Class 4 - 336 Units	£14.13	8.19	£1.73	£0.35	£1.38

**Table 6.1.12: 10% increase in market housing values, 40% Affordable Housing, Benchmark Site Value of £0.25m, CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.60	0.64	£2.50	£0.25	£2.25
East	Class 2 - 35 Units	£3.08	1.25	£2.47	£0.25	£2.22
East	Class 3 - 95 Units	£5.56	2.58	£2.15	£0.25	£1.90
East	Class 4 - 225 Units	£14.74	6.75	£2.18	£0.25	£1.93
North & West	Class 1 - 13 Units	£0.91	0.31	£2.93	£0.25	£2.68
North & West	Class 2 - 48 Units	£1.88	0.63	£2.99	£0.25	£2.74
North & West	Class 3 - 100 Units	£2.83	2.66	£1.06	£0.25	£0.81
North & West	Class 4 - 276 Units	£9.28	6.33	£1.47	£0.25	£1.22
South	Class 1 - 13 Units	£1.15	0.35	£3.29	£0.25	£3.04
South	Class 2 - 63 Units	£3.13	1.55	£2.02	£0.25	£1.77
South	Class 3 - 136 Units	£6.49	3.08	£2.11	£0.25	£1.86
South	Class 4 - 336 Units	£14.13	8.19	£1.73	£0.25	£1.48

**6.2** In summary, all of the typologies tabulated above with a 10% increase in sales values generate a surplus when compared to the site value benchmarks and can therefore support 40% affordable housing.

**6.2.1** Finally, we have modelled a sensitivity analysis which demonstrates the performance of the typologies when sales values increase by 10% and construction costs increase by 5%.

**Table 6.1.13: 10% increase in market housing sales values 5% increase in construction costs, 40% Affordable Housing, Benchmark Site Value of £0.35m, CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.52	0.64	£2.38	£0.35	£2.03
East	Class 2 - 35 Units	£2.44	1.25	£1.95	£0.35	£1.60
East	Class 3 - 95 Units	£4.22	2.58	£1.64	£0.35	£1.29
East	Class 4 - 225 Units	£11.50	6.75	£1.70	£0.35	£1.35
North & West	Class 1 - 13 Units	£0.67	0.31	£2.17	£0.35	£1.82
North & West	Class 2 - 48 Units	£1.23	0.63	£1.96	£0.35	£1.61
North & West	Class 3 - 100 Units	£1.81	2.66	£0.68	£0.35	£0.33
North & West	Class 4 - 276 Units	£6.23	6.33	£0.98	£0.35	£0.63
South	Class 1 - 13 Units	£0.89	0.35	£2.55	£0.35	£2.20
South	Class 2 - 63 Units	£2.24	1.55	£1.45	£0.35	£1.10
South	Class 3 - 136 Units	£4.80	3.08	£1.56	£0.35	£1.21
South	Class 4 - 336 Units	£10.37	8.19	£1.27	£0.35	£0.92



**Table 6.1.14: 10% increase in market housing sales values 5% increase in construction costs, 40% Affordable Housing, Benchmark Site Value of £0.25m, CIL rate of £85 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.52	0.64	£2.38	£0.35	£2.13
East	Class 2 - 35 Units	£2.44	1.25	£1.95	£0.35	£1.70
East	Class 3 - 95 Units	£4.22	2.58	£1.64	£0.35	£1.49
East	Class 4 - 225 Units	£11.50	6.75	£1.70	£0.35	£1.45
North & West	Class 1 - 13 Units	£0.67	0.31	£2.17	£0.35	£1.92
North & West	Class 2 - 48 Units	£1.23	0.63	£1.96	£0.35	£1.71
North & West	Class 3 - 100 Units	£1.81	2.66	£0.68	£0.35	£0.43
North & West	Class 4 - 276 Units	£6.23	6.33	£0.98	£0.35	£0.73
South	Class 1 - 13 Units	£0.89	0.35	£2.55	£0.35	£2.30
South	Class 2 - 63 Units	£2.24	1.55	£1.45	£0.35	£1.20
South	Class 3 - 136 Units	£4.80	3.08	£1.56	£0.35	£1.31
South	Class 4 - 336 Units	£10.37	8.19	£1.27	£0.35	£1.02

6.2.2 The results of this sensitivity analysis and a benchmark site value of £0.25m per hectare improves the viability of all of the typologies across the HMAs in comparison to the results tabulated in Table 6.1.13.

**Table 6.1.15: 10% increase in market housing sales values, 5% increase in construction costs, 30% Affordable Housing, Benchmark Site Value of £0.35m, CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	1.53	0.64	£2.40	£0.35	£2.05
East	Class 2 - 35 Units	2.86	1.25	£2.29	£0.35	£1.94
East	Class 3 - 95 Units	5.08	2.58	£1.97	£0.35	£1.62
East	Class 4 - 225 Units	13.65	6.75	£2.02	£0.35	£1.67
North & West	Class 1 - 13 Units	0.82	0.31	£2.65	£0.35	£2.30
North & West	Class 2 - 48 Units	1.59	0.63	£2.53	£0.35	£2.18
North & West	Class 3 - 100 Units	2.39	2.66	£0.90	£0.35	£0.55
North & West	Class 4 - 276 Units	8.01	6.33	£1.27	£0.35	£0.92
South	Class 1 - 13 Units	1.06	0.35	£3.04	£0.35	£2.69
South	Class 2 - 63 Units	2.77	1.55	£1.79	£0.35	£1.44
South	Class 3 - 136 Units	5.85	3.08	£1.90	£0.35	£1.55
South	Class 4 - 336 Units	12.71	8.19	£1.55	£0.35	£1.20

6.2.3 In summary, a reduction to the CIL rate from £85 per sq/m to £55 per sq/m improves the viability of the typologies with 30% affordable housing.

**Table 6.1.16: 10% increase in market housing sales values 5% increase in construction costs, 30% Affordable Housing, Benchmark Site Value of £0.25m, CIL rate of £55 per sq/m**

HMA	Site	Residual land value (£millions)	Gross site area	Residual per gross ha (£millions)	BLV (£m)	RLV less BLV (£m)
East	Class 1 - 10 units	£1.53	0.64	£2.40	£0.25	£2.15
East	Class 2 - 35 Units	£2.86	1.25	£2.29	£0.25	£2.04
East	Class 3 - 95 Units	£5.08	2.58	£1.97	£0.25	£1.72
East	Class 4 - 225 Units	£13.65	6.75	£2.02	£0.25	£1.77
North & West	Class 1 - 13 Units	£0.82	0.31	£2.65	£0.25	£2.40
North & West	Class 2 - 48 Units	£1.59	0.63	£2.53	£0.25	£2.28
North & West	Class 3 - 100 Units	£2.39	2.66	£0.90	£0.25	£0.65
North & West	Class 4 - 276 Units	£8.01	6.33	£1.27	£0.25	£1.02
South	Class 1 - 13 Units	£1.06	0.35	£3.04	£0.25	£2.79
South	Class 2 - 63 Units	£2.77	1.55	£1.79	£0.25	£1.54
South	Class 3 - 136 Units	£5.85	3.08	£1.90	£0.25	£1.65
South	Class 4 - 336 Units	£12.71	8.19	£1.55	£0.25	£1.30

6.2.4 In summary, a reduction to the benchmark site value from £0.35m to £0.25m improves the viability of the typologies with 30% affordable housing.

## 7 Strategic Sites

### 7.1 Sites and Appraisal Assumptions

7.1.1 This section outlines our approach to testing the viability of a strategic development identified by the Council and we tabulate in Table 7.1.1 the site we have tested.

**Table 7.1.1: Strategic Site**

Site	Density – Units per Ha	Units	Employment / Local Centre	Country Park (Ha)	Green Space	School (Ha)	Residential Developable Area (Ha)
Netherhampton Road	43	640	5.8	33	7.35	1.8	14.85

7.1.2 Our appraisal of Netherhampton Road adopts the following assumptions tabulated in Table 7.1.2.

**Table 7.1.2: Strategic Site Appraisal Assumptions**

Appraisal Heading	Assumption
Unit Mix	85% Houses, 15% Flats
Market Housing Sales Values	£3,498 per sq/m
Affordable Housing	40% (70% affordable rent, 30% shared ownership)
Employment Land Value	£200,000 per hectare
Construction Cost Rate	Flats: £1,095 per sq/m Houses: £1,307 per sq/m Blended Cost Rate: £1,118 per sq/m
Construction Contingency	5%
On-site Infrastructure	£16,000 per unit
Professional Fees	8%
Profit	20% on GV for market housing units 6% on value for affordable housing units
Section 106 Costs	Road Improvement Costs: £5,152,000 Education: £5,251,503
Community Infrastructure Levy	£85 per sq/m
Sales Rates Assumptions	8 per month (multiple sales/marketing outlets)
Finance Rate	7%

### 7.2 Benchmark Site Value

We tabulate in Table 7.2.1 the benchmark site values we have calculated on the basis of the site areas tabulated in Table 7.1.1. As with the development typologies we have applied a value of £250,000 and £350,000 per hectare to the gross developable area to reflect the lower and upper end of the CLG range referenced in section 4 of this report in addition to a value of £10,000 per hectare for the Country Park.

**Table 7.2.1: Netherhampton Road Benchmark Site Values**

Value per hectare	Gross developable area (30 ha)	Country Park (33 ha)	Site Value	Benchmark per Ha
£350,000 & £10,000 (Country Park)	£10,500,000	£330,000	£10,830,000	c. £164,000
£250,000 & £10,000 (Country Park)	£7,500,000	£330,000	£7,830,000	c. £119,000

### 7.3 Appraisal Results

7.3.1 We set out below the results of our assessment of Netherhampton Road with 40% affordable housing and the appraisal assumptions tabulated in Table 7.1.2.

**Table 7.3.1: Appraisal Results with Benchmark Land Value at £0.35m per hectare and Country Park at £0.01m per hectare**

Residual Land Value	Benchmark Land Value	Surplus/ (Deficit)	Benchmark Per Hectare	RLV per Hectare	Surplus/ (Deficit) per hectare
c. £17.06m	£10.83m	£6.23m	c. £0.16m	c. £0.26m	£0.10m

7.3.2 The results above demonstrate that with 40% affordable housing Netherhampton Road generates a surplus of £0.10m per hectare when compared to the benchmark land value of c. £0.16m per hectare. As a result, the scheme can support 40% affordable housing and support site specific payments towards roads and education.

7.3.3 We have benchmarked our appraisal results against a land value at the lower end of the CLG range and we tabulate the results below.

**Table 7.3.3: Appraisal Results with Benchmark Land Value at £0.25m per hectare and Country Park at £0.01m per hectare**

Residual Land Value	Benchmark Land Value	Surplus/ (Deficit)	Benchmark Per Hectare	RLV per Hectare	Surplus/ (Deficit) per hectare
c. £17.06m	£7.83m	£9.23m	c. £0.119m	c. £0.26m	£0.141m

7.3.4 In this scenario the adoption of a benchmark land value which reflects the value of land at the lower end of the CLG research range ensures that the site can generate a surplus of c. £0.14m.

## 8 Conclusions

- 8.1.1 The NPPF states that the cumulative impact of local planning authority standards and policies “should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle”. This report tests this proposition in Wiltshire.
- 8.1.2 We have tested the impact of the Council’s affordable housing target of 40% based upon a CIL rate of £85 per sq/m and 30% affordable housing based upon a CIL rate of £55 per sq/m, with a tenure mix of 70% rented and 30% intermediate housing. Our appraisals indicate that on a current day basis the development typologies that we have tested can support a policy compliant level of affordable housing when benchmarked against either the upper benchmark site value of £0.35m per hectare or at the lower benchmark site value of £0.25m.
- 8.1.3 While scheme-specific viability on individual applications can be determined relatively accurately at the point of application, viability changes over time. Residual land values are very sensitive to changes in sales values and build costs, which can vary significantly over the development period. As a result, we have modelled a sensitivity analysis that demonstrates the performance of development typologies in the event that sales values and construction costs increase or decrease.
- 8.1.4 Our analysis demonstrates that the development typologies can support policy compliant affordable housing in the event that sales values decrease or construction costs increase. We stress that when sales values decrease generally site values will decrease and as a result the viability of these sites will improve when land values are adjusted. To demonstrate this point, the 100 unit typology in the north and west HMA which was marginally unviable against a site of value of £0.35m generates a surplus of £0.08m when benchmarked against a site value of £0.25m per hectare.
- 8.1.5 Whilst our development typology appraisals indicate that 30% and 40% affordable housing is supportable dependent upon the CIL rate that applies, there will inevitably be a degree of negotiation when site specific schemes come forward through the planning process due to scheme-specific factors that cannot be determined in a high level assessment of generic development typologies. This issue is, however, adequately addressed through planning policy measures that are in place that recognise that the actual amounts of affordable housing delivered on individual schemes may vary when scheme-specific viability issues emerge.
- 8.1.6 In addition to assessing a number of typologies we have also tested a specific strategic site at Netherhampton Road in Salisbury which takes into account the costs of site specific S106 obligations (road and education payments). Our assessment of this site demonstrates that this site can support 40% affordable housing and the specific section 106 obligations whilst generating a significant financial surplus when benchmarked against our site value range.
- 8.1.7 As noted in earlier sections of this report, the NPPF requires that developments should generate a competitive return for developers and landowners. The competitive return for developers is addressed through the inclusion of a profit margin as a cost in each appraisal. The return to the landowner needs to be addressed through a capital sum for releasing land for development.
- 8.1.8 It should be noted that there is no single threshold return that can be assumed for all landowners and, in practice, the return would be scheme specific and determined by individual site factors.
- 8.1.9 However it is clear from the results set out above that benchmark land values have a significant influence on the level of surplus in addition to the 40% affordable housing that each site/typology can support. Assumptions about owners’ expectations of land value make a large difference in terms of viability.

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**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject:               Recommissioning of the Wiltshire Substance Misuse Service**

**Cabinet Member: Councillor Jerry Wickham - Adult Social Care, Public Health and Public Protection**

**Key Decision:       Yes**

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## **Executive Summary**

The purpose of this report is to:

Seek approval from Cabinet to undertake a tendering process to commission a new, single (pan Wiltshire) adult substance misuse treatment service for Wiltshire and Swindon (drugs & alcohol service for over 18's).

The current Wiltshire substance misuse service contract, provided by Turning Point, has operated since 2013. It was awarded originally for a year 3 term with the ability to be extended for a further 2 years. The extension option was activated in 2015 and the contract is now scheduled to expire on March 31<sup>st</sup>, 2018.

Following positive dialogue between the commissioning teams of Wiltshire and Swindon Borough Councils, there is a mutual commitment to work collaboratively across the substance misuse arena, offering improved partnership working arrangements and economies of scale. Commissioning a single provider, funded by both councils, will realise these benefits and allow both authorities to offer a high quality service as the local government budget situation continues to present its challenges.

Change Grow Live (CGL) is the current Swindon provider and their 3 year contract also expires on March 31<sup>st</sup>, 2018. Swindon will be seeking approval to go to market (in partnership) via their Gateway process (equivalent to our CLT). The timescales outlined within the procurement timeline have been developed in consultation with Swindon.

In addition, the Wiltshire Council (partnership) also grant fund 3 supported houses specifically for people in recovery from substance misuse. It is proposed to include the recommissioning of supported housing as an additional lot to the main contract. This will allow bidders to tender for the main treatment service together with the supported housing contract, or purely for just the treatment service or supported housing element as separate lots. It is hoped that this will test the market to explore whether further service improvements and/or economies of scale are possible.

To respond to these timelines there is now a requirement to go out to competitive tender for the 2018-21 contract.

### **Proposals**

Cabinet is requested to:

- Approve the commencement of a tendering process; subject to Swindon also securing necessary approvals, to commission a new pan Wiltshire adult substance misuse treatment service for a 3 year agreement (2018-21), with the ability to extend for 2 further years.
- Approve the inclusion of a supported housing lot in addition to the main contract specification.
- Delegate authority for award of contract resulting from this tendering process to Carolyn Godfrey, Corporate Director, in consultation with the Cabinet Member for Public Health & Public Protection, the Associate Director Legal & Governance and the Associate Director Finance.

### **Reason for Proposals**

Under the Health and Social Care Act 2012, Local Authorities have the duty to reduce health inequalities and improve the health of their local population by ensuring that there are public health services aimed at reducing drug and alcohol misuse.

In order to meet the April 1<sup>st</sup> 2018 deadline there is now the necessity to begin the commissioning process. This will enable the council to continue to support thousands of Wiltshire residents wishing to improve their health, whilst ensuring Wiltshire is one of the safest counties in the country.

The proposal to collaborate with partners from Swindon Borough Council, will offer improved joint working/economies of scale and in turn enable a high quality substance misuse service to continue to be available for Wiltshire residents.

**Tracy Daszkiewicz –Interim Director, Public Health**



## Wiltshire Council

### Cabinet

20 June 2017

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**Subject:                    Recommissioning of the Wiltshire Substance Misuse Service**

**Cabinet Member: Councillor Jerry Wickham - Adult Social Care, Public Health and Public Protection**

**Key Decision:        Yes**

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### **Purpose of Report**

1. To seek approval from Cabinet to go to market to commission a single adult Substance Misuse Service for Wiltshire and Swindon. The current providers' (Turning Point – Wiltshire and CGL – Swindon) contracts both expire in March 31<sup>st</sup> 2018.

### **Relevance to the Council's Business Plan**

2. Delivery of the Council's Business Plan Vision, 'to create stronger and more resilient communities' is fundamental throughout the provision of a substance misuse service:
  - **Outcome 1 – Wiltshire has a thriving and growing local economy -** Through the provision of an adult substance misuse service there are clear economic benefits. Over 700 of Wiltshire Council's service users are still able to maintain paid employment because of the support they are offered.
  - **Outcome 5 – People in Wiltshire have healthy, active and high-quality lives -** By supporting people to reduce or abstain from alcohol, drugs or both, it helps people to lead healthy active lives. This has real self-esteem benefits and allows for a positive contribution towards society.
  - **Outcome 6 – People are as protected from harm as possible and feel safe -** As there is a strong link between drug taking and criminal behaviour; (an injecting heroin user will commit between 180-230 crimes per annum) we are offering a positive alternative to our (approx.) Wiltshire Council 2000 service users (this includes alcohol) per annum (Swindon approx. 1100 users). This significantly contributes towards making Wiltshire one of the safest counties in the country, whilst improving the health of many Wiltshire residents.

The service contributes towards the safeguarding of those who are most vulnerable within our communities, whilst also offering support to the wider family impacted by substance use.

## **Main Considerations for the Council**

3. Following a request by the Wiltshire Community Safety Partnership's Drugs and Alcohol Strategic Group, discussions have taken place between the commissioners of Wiltshire and Swindon's substance misuse services. As both organisations have the opportunity to commission a new service to go live from April 1<sup>st</sup>, 2018 it was recommended by the partnership that collaboration opportunities were explored. These discussions have proven to be extremely fruitful and there is mutual understanding about the benefits of collaborating to commission a single 'pan Wiltshire' contract, particularly as budgets continue to be pressurised. For example, a future drugs and alcohol provider would be able to operate with a single management team across pan Wiltshire, where there are currently two because they are operated in isolation.
4. When focusing on both local authorities existing specifications, the emphasis given to providers in Swindon and Wiltshire is a focus towards the provision of high quality 'treatment' services. The new pan-Wiltshire proposed offer will look to evolve this further with an increased emphasis on prevention, improved access and increased collaboration.
5. Wiltshire Council introduced a new commissioning team in September 2015. In response to this change an immediate area of work identified for further development was collaborative working. Intensive effort was committed to forge relationships with external partners such as the police/probation/CCG and internal stakeholders, whose area was impacted by substance misuse. A success of this investment being an improvement in the service's child safeguarding processes and a commitment to support the Troubled Families agenda. An officer from the treatment service now sits within the MASH on a part time basis, helping to safeguard Wiltshire children, the positive impacts of which were recently recognised within an outstanding Care Quality Commission – CQC inspection/report.
6. However, there is recognition from both Wiltshire and Swindon that there are opportunities for additional collaboration going forward. For example, by commissioning a single provider working with the Swindon and Wiltshire MASHs, there would be the opportunity to create a bridge around substance misuse between the MASHs of neighbouring authorities; the safeguarding of children being the key goal. The same argument could be applied to the two custody suites operated by Wiltshire Police (Gable Cross – Swindon & Melksham - Wiltshire). A single provider across both suites would allow for improved collaboration between police and the treatment service, hopefully leading to a reduction in substance misuse related crime by improving access.
7. Access to the new service will be particularly important. Wiltshire currently has an urban model based model with hubs in Salisbury, Trowbridge and Chippenham providing treatment to approx. 2000 people per year (Swindon has a single hub). This offers an excellent service for residents within these wider communities, but is prohibitive for those who do not live within close proximity, particularly those from the east of the county. The aspiration going forward is that Wiltshire residents will feel able to access treatment wherever

they live. This will partly be achieved through the use of community satellite buildings (in addition to the hub); offering the public different environments to access support.

8. An improved digital offer will also be incorporated into the new service; this too will be critical in enhancing access. As it stands our penetration rate for Wiltshire residents drinking harmfully or dependently is less than 5%; this is not unusual across England. To support the remaining 95% we need to transform the service away from one reacting to offer treatment, to one which offers preventative support and guidance to those who maybe unaware of the risks associated with their drinking behaviour. A web based offer supported by social media will be critical. We want to create virtual Wiltshire substance misuse communities, where people through social media can access peer support from people who have been through the same experiences.
9. Through the use of technology and by offering services within the community it is hoped we can prevent significant substance misuse related harm. This could include delaying the demand for adult social (domiciliary and residential) care, or preventing alcohol related domestic abuse and the associated child safeguarding issues.
10. These principles come together to form the PACT model which will shape the new service contract. PACT is short for Prevention, Accessibility, Collaboration and Treatment; the four strands which we will test the market against. Our partners in Swindon are supportive of the PACT model and are happy for this to underpin the new service.
11. In addition to the substance misuse service, grant funding has also been awarded for the provision of 3 'supported houses', which accommodate people in recovery from drugs and alcohol. These are Acorn House (Trowbridge), Ruth House (Devizes) and Arch House (Salisbury). It is proposed to include the recommissioning of supported housing as an annex to the main contract. This will allow bidders to tender for the main treatment service together with the supported housing contract, or purely for just the treatment service or supported housing element as separate Lots. It is hoped that this will test the market to explore whether service improvements or economies of scale are further possible. (This is separate to the Swindon collaboration opportunity and is only relevant to Wiltshire Council).

## **Background**

12. The current adult substance misuse service contract; provided by Turning Point, has operated since 2013. It was awarded originally for a year 3 term with the ability to be extended for a further 2 years. The extension option was activated in 2015 and the contract is now scheduled to expire on March 31st 2018. In Swindon their contract provider is Change Grow Live (CGL) and their contract expires on the same date – March 31<sup>st</sup> 2018. The timescales are fortunately concurrent and make a joint approach towards commissioning achievable.
13. The service offers support to adults who are experiencing drug and/or alcohol problems; this includes over the counter medications, (former) legal highs and

the use of prescription medications. Examples of treatment include counselling, structured one to one work and substitute prescribing (e.g. methadone for heroin).

The aim is through support to reduce or stop usage as well as minimising the harmful effects associated with drug and/or alcohol use.

14. The current service specification has a focus towards the wider impacts of substance misuse. Through the adoption of collaborative approaches we have realised real benefits and the aspiration going forward is to only grow this preventative approach further. Examples of this current approach include:

- Attendance at MARAC – Domestic Abuse Weekly risk assessment meetings;
- Substance misuse service managers and mental health managers meeting regularly to discuss dual diagnosis service users;
- Liaising with hospitals to ensure alcohol related admissions are given the opportunity to engage with the service;
- Substance misuse service working with Licensing Officers to ensure safe music festivals e.g substance misuse service hosted a stall at Womad;
- Working closely with police partners to offer positive outcomes for those causing substance misuse Anti- social behaviour;
- A substance misuse officer based within the MASH (part-time).

15. In addition to the treatment service grant funding has been historically awarded to 3 supported houses specifically for people in recovery from substance misuse. The properties are abstinence based and act as a springboard for people, often leaving the substance misuse service, who need an interim housing arrangement prior to full independent living. People can stay for 24 months in supported houses, although they often leave before.

The properties are as follows:

Acorn House	5 bedrooms	Trowbridge	Provider – DHI (Developing Health and Independence)
Ruth House	4 bedrooms	Devizes	Provider Alabare
Arch House	6 bedrooms	Salisbury	Alabare

We propose to test the market to see if there is any potential to improve service provision and reduce costs by allowing treatment providers to potentially bid for this as an addition to the future contract.

### **Overview and Scrutiny Engagement**

16. The Chair and Vice Chair of the Health Select Committee have been briefed on the forthcoming commissioning exercise. Following this meeting continued dialogue has taken place with the lead officer from Overview & Scrutiny.

## **Safeguarding Implications**

17. Safeguarding is at the heart of drugs and alcohol treatment and as such there are clear processes in place to ensure that service providers identify those at risk of harm and / or exploitation and that such concerns are reported appropriately. The commissioning team will ensure the provider works closely with the both adult safeguarding teams (to include domestic abuse) and children's safeguarding (MASH) and child protection teams to ensure that any risks, concerns or incidents are escalated in line with council protocols.

## **Public Health Implications**

18. The 2012 Health and Social Care Act introduced a new duty for all upper-tier and unitary local authorities in England to take appropriate steps to improve the health of the people who live in their areas.

In 2015/16 the public health grant included a new condition that requires: A local authority must, in using the grant, "...have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services..."

The public health outcomes framework which sets the vision for improving public health nationally (via a selection of desired outcomes and indicators) has *Substance misuse at its heart, with examples below:*

- 2.15i - Successful completion of drug treatment - opiate users
- 2.15ii - Successful completion of drug treatment - non-opiate users
- 2.15iii - Successful completion of alcohol treatment
- 2.15iv - Deaths from drug misuse
- 2.18 – Alcohol Related Hospital Admissions (Narrow Definition) (direct)

## **Procurement Implications**

19. Officers have been working closely with the Strategic Procurement Hub to develop a robust programme to ensure timely delivery, whilst adhering to procurement regulations and policies. The proposal will see a single provider funded directly and independently by both partners. The successful provider will be able to demonstrate/account for how the funding is spent across the service, protecting both partners from any potential of cross-subsidising.

### Substance Misuse Tendering Timeline

Process	Date	Days	Activity
Invitation To Tender	01.09.2017	35 days	Place advert and issue tender packs (via supplyingthesouthwest.org.uk)
	13.09.2017 at 17:00		Deadline for questions submitted in writing by post / e-mail
	20.09.2017 at 17:00		Deadline for responses to questions circulated to all tenderers
	05.10.2017 at 15:00		Closing date for submission of tenders
Tender Evaluation	05.10.2017 - 03.11.2017	30 days	Evaluation of tenders
Contract Award	03.11.2017	10days	Contract award
	03.11.2017 – 13.11.2017		Standstill
	13.11.2017		Tender award and Contracts issued
	01.04.2018		Contract start date

### Equalities Impact of the Proposal

20. The current location of services leads to an inequity of access. Better geographic placement and a greater focus on outreach will enable easier access to specialist services for more vulnerable people, especially people who rely more on public transport.
21. The service specification will state that providers will be expected to demonstrate the use of local resources and provision of services which take account of relevant Wiltshire Council policies.
22. An Equality Impact Assessment will be conducted as part of the procurement process and the findings will be shared for consideration by the officer with delegated responsibility to execute the contract.

### Environmental and Climate Change Considerations

23. The move towards the greater use of technology will hopefully reduce the amount of travelling for both people accessing treatment and the recovery workers driving to appointments. With this new way of working it will inevitably reduce the carbon emissions directly associated with driving as well as moving the service away from a reliance upon fossil fuels.

### Risks that may arise if the proposed decision and related work is not taken

24. Wiltshire would not have a drugs and alcohol service post April 2018. This would impact dramatically on the health of thousands of the county's most vulnerable people. Without the preventative benefits offered by the service we would also see significant impacts on partners – police, fire, NHS and CCG who would be exposed to increased reactive demand.

### Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

25. Operating a single contract that bridges two local authorities will require close monitoring. It is vital that the investment from both local authorities is reflected in the service available to their respective residents. Any imbalance will need to be addressed urgently. To manage this risk it is proposed to reconstitute the

Community Safety Partnership's (CSP) Drugs and Alcohol Strategic Group. This is the body responsible for Wiltshire's drugs and alcohol commissioning. This will become a pan Wiltshire group reporting into both CSPs and will be the forum to ensure this risk is addressed prior to commissioning commencing. In addition regular contract review meetings will take place with both sets of commissioners in attendance, scrutinising contract performance.

26. A further risk associated with awarding a new contract relates the service users. The transition stage following contract award will be crucial for continuity of care. This will require careful management of any staffing issues linked to the contract and ensuring appropriate infrastructure for the new contract is in place. To mitigate this risk we are programmed to award the contract over 4 months in advance of April 2018. This will allow appropriate time for:

- TUPE arrangements (if staff need to transfer to a new employer);
- Securing premises to deliver future service from;
- Training of staff on areas such as database usage (to record service users' details).

### **Financial Implications**

27. The substance misuse contract is almost entirely funded by Wiltshire Council (predominantly via the Public Health Grant), although contributions are also provided from Wiltshire Police and upto 2016/17 Probation (Community Rehabilitation Companies) (the latter was withdrawn due to budget pressures).

28. The payment for the awarded contract will be though quarterly received invoices, reflecting the existing arrangements.

29. The budget for the main contract and supported housing annex will determined after engagement with the market and consideration of how it complements the agreed medium term financial strategy.

### **Legal Implications**

30. Due to the potential value of the contract we will be following the OJEU (Official Journal of the European Union) level tender process. As a result the advertisement of the procurement will be sufficiently widespread to alert the market to the opportunity. By using Public Contract Regulations 2015 compliant processes we will minimise the risk of challenge on procurement grounds and as well the Council's "VFM" duty will be satisfied.

31. Legal Services have been engaged to assist with the drafting of the contract documentation and to advise on any TUPE implications.

### **Options Considered**

32. The main consideration was to go to market for an independent Wiltshire (Council boundary) contract. This would however, make it challenging to achieve the same level of savings on what is against a 2013 (5 years old) contract figure. The preferred option will allow north Wiltshire residents to

access the Swindon hub, if appropriate; this is not currently available. A traditional approach would also continue to cause difficulty for our partners across the Community Safety Partnership – Police, Fire, Probation, CCG; who are pan Wiltshire in focus and would have to work in silo with Wiltshire's two authorities.

33. The other option considered was the potential of amalgamating the young people's service with the main adult service. The Motiv8 (young people's) service is 10% the size of the adult service in budgetary terms. It is however entirely based on an outreach model, with the main substance issues being alcohol and cannabis rather than harder drugs seen in the over 18's service. Although there would have been potential economies of scale, there was concern that the young people's service would be diluted and the 3000 young people given preventative advice each year would reduce, to the detriment of young people's health. (There is no current proposal to collaborate with Swindon in this contract area).

### **Conclusions**

34. Significant progress has been made in Wiltshire to reduce the burden of ill health associated with substance misuse. The changing landscape in respect of how the council is funded presents opportunities to be innovative and further develop the service to be shaped around its users, from all corners of the county and to include our partner from Swindon.
35. With Cabinet approval to go to market Wiltshire will continue to have an adult drugs and alcohol service protecting a significant number of its residents directly and indirectly affected by substance misuse. This will allow thousands of people to contribute towards the council's goals as captured within its business plan.

### **Tracy Daszkiewicz Interim Director, Public Health**

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Date of report June 13 2017



**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Wiltshire Domestic Abuse Support Services Procurement**

**Cabinet Member: Councillor Jerry Wickham – Adult Social Care, Public Health and Public Protection**

**Key Decision: Yes**

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## **Executive Summary**

The purpose of this report is to:

Seek authority from Cabinet to undertake a procurement process of the Wiltshire Domestic Abuse Support Services, currently commissioned jointly by the Local Authority and Office for the Police and Crime Commissioner.

The current contracts will expire on the 31 March 2018 and it is therefore timely to re-align into a single contract to include a package of domestic abuse support services for victims and their families and launch a competitive tender for their services.

The proposed new domestic abuse service model will offer an integrated service approach to tackling domestic abuse, focusing on earlier intervention, to include targeted support for adults and children impacted and living with the effects of domestic abuse and the provision of emergency refuge support services for victims fleeing abusive relationships.

## **Proposals**

Cabinet is requested to:

- Agree to undertake a procurement process to provide domestic abuse support services for a 5 year agreement (3+2).
- Delegate authority for award of contract resulting from this tendering process to Carolyn Godfrey, Corporate Director, in consultation with the Cabinet Member for Public Health & Public Protection, the Associate Director Legal & Governance and the Associate Director Finance
- Delegate authority to enter into the new domestic abuse support services contract resulting from the tendering activity to Carolyn Godfrey,

Corporate Director.

- Delegate authority to Carolyn Godfrey, Corporate Director, to extend the current refuge support service agreements by up to three months, to facilitate a successful and robust mobilisation of the new contracts.

### **Reason for Proposals**

Under the Health and Social Care Act 2012, Local Authorities have the duty to reduce health inequalities and improve the health of their local population.

Domestic abuse is a complex issue, recognised as a key public health priority. Rarely an isolated incident, domestic abuse is a pattern of sustained behaviours that violate human rights, significantly impacting on population's health and well-being.

This procurement proposal looks to reduce the significant burden of harm and address the economic and emotional costs caused by domestic abuse.

**Tracy Daszkiewicz Interim Director, Public Health**

## Wiltshire Council

### Cabinet

20 June 2017

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**Subject: Wiltshire Domestic Abuse Support Services Procurement**

**Cabinet Member: Jerry Wickham – Adult Social Care, Public Health and Public Protection**

**Key Decision: Yes**

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### Purpose of Report

The purpose of this report is to:

1. To seek agreement from Cabinet to the procurement of an integrated Wiltshire Domestic Abuse Support service, including refuge support services. The current contracts expire 31 March September 2018.
2. Wiltshire has adopted the Home Office (2013) definition of domestic abuse (DA):

*“Any incident or pattern of incidents of controlling, coercive, threatening behaviour, violence or abuse between those aged 16 or over who are, or have been intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to: psychological, physical, sexual, financial and / or emotional”.*

‘Controlling behaviour’ is; a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

‘Coercive behaviour’ is; is an act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

### Relevance to the Council’s Business Plan

3. The Council’s Business Plan vision to create stronger and more resilient communities is at the heart of Wiltshire’s Domestic Abuse Support services.
  - Firstly, by helping Wiltshire residents by reducing the prevalence of domestic abuse and its impacts will enable children and families to live a life free from violence and abuse, and will help facilitate healthy active

lives, where they can positively contribute towards society (Wiltshire Council Business Plan- outcome 5).

- The Domestic Abuse Support services will significantly contribute towards the safeguarding of those who are most vulnerable and at greatest risk of harm, repeated injury, emotional impact and even death within our communities and also offer support for children and the wider family, impacted by the effects of domestic abuse.

### **Main Considerations for the Council**

4. The procurement of an integrated domestic abuse service in Wiltshire is essential to addressing the impact and reduce the far reaching harms associated with domestic abuse.
5. The current community model for existing Domestic Abuse service provision, limits the opportunities for earlier identification; with the contracts expiring on the 31 March 2018, there is now an opportunity to re-commission specialist Domestic Abuse services to ensure that the needs of victims and their families in Wiltshire are being met.
6. There remains a high uptake of Domestic Abuse services in Wiltshire; in 2015/16 in excess of 1,900 referrals were received to local Domestic Abuse services; however this only represents the identified need, as domestic abuse remains a hidden crime, it is likely that it remains significantly under-reported. This could be further improved through the provision of more integrated Domestic Abuse services, to better support victims and reduce the impact of harm to children living in households where Domestic Abuse is present, embedding support into existing services and settings, facilitating the earlier identification and increased access and engagement in support interventions.

### **Background**

7. The procurement arrangements for the current Wiltshire Domestic Abuse services has become fragmented over recent years; as a result of historic, long-standing arrangements which pre-date the unitary transition, resulting in various separate contracts, identified in the table below.

Figure One: Current Services and Service Provider

<b>Service Area</b>	<b>Service Provider</b>
High Risk Support	Splitz Support Service
Paloma Outreach Support	Splitz Support Service

Children's Support work	Splitz Support Service
4 x Refuge Support Services	GreenSquare Housing Association Advance Housing Association Aster Living Housing Association Salisbury Women's Refuge

8. The current Domestic Abuse Outreach service is founded on a historic partnership agreement, precluding the service from a full competitive tender. This agreement has now exceeded the exemption processes, which will expire 31 March 2018.
9. Wiltshire undertook a recent procurement process in 2015 for the Domestic Abuse high risk 'crisis' support contract, providing a short-term solution, to align the operating timeframes, expiring on 31 March 2018.
10. The children's support work was recently funded through a direct award by Wiltshire Council in October 2016, to pre-empt a service gap, following the expiration of charitable grants sourced by the service provider.
11. Following a review of Wiltshire Council's supported housing accommodation contracts; driven by their re-commissioning process an opportunity has arisen to join the Domestic Abuse refuge provision with the proposed new integrated Domestic Abuse Support Service model. Current refuge support provision will expire 31 March 2018.
12. There is an opportunity to re-align the Domestic Abuse contracts and re-commission a new service model, supported by the findings from the Wiltshire Domestic Abuse Needs Assessment.
13. Under the terms of the Health and Social Care Act 2012, Local Authorities have a responsibility for improving the health of their population.

The White Paper (2010) *Healthy Lives, Healthy People* looks to tackle health inequalities across life course and the social determinants of health that shape people's lives.

The Government's Violence against Women and Girls 2016-20 strategy, is the policy driver for the national Domestic Abuse agenda, prioritising the 'provision of services' mandating local delivery using the proposed new National Statement of Expectations (NSE) as a blueprint for local areas to follow, affording local areas the flexibility to address local need.

In addition to the policy context, the following local indicators of harm support the evidence-base of need in Wiltshire:

- 56% of violent crime is attributable to DA in Wiltshire

- Over 50% of children known to Wiltshire Children's Services are living with the effects of DA.
- In excess of 3,300 DA incidents were reported to Wiltshire Police (15/16)
- Wiltshire received 494 high risk referrals to the Multi-Agency Risk Assessment Conference (MARAC) in 15/16, of which 652 children were identified and recorded in the household at the time of a high risk incident.
- DA has the highest volume of repeat offences than any other crime type.
- Only 1 in 5 incidents will be reported to the police.
- 85% of victims sought help five times on average from professionals before accessing effective help to stop abuse.

14. Between 31 October and 4 November 2016, Ofsted, the Care Quality Commission (CQC), HMI Constabulary (HMIC) and HMI Probation (HMI Probation) undertook a joint inspection of the multi-agency response to abuse and neglect in Wiltshire. This inspection included a 'deep dive' focus on the response to children living with domestic abuse.

15. The overall findings were positive with inspectorates reporting that:

"Organisations across Wiltshire have worked together well to overcome issues that have been raised in inspections conducted by the different inspectorates over the last few years. Significant progress has been made in all areas to ensure that children and families receive a well-coordinated and helpful response when difficulties are identified. This is clearly evident in the work undertaken to support children who are experiencing domestic abuse".

16. Key multi-agency strengths identified included:

- A strong and committed partnership dedicated to improving outcomes for vulnerable children, including those experiencing DA
- Multi-Agency Safeguarding Hub (MASH) arrangements
- Management oversight in agencies and challenge between partners
- Wiltshire Safeguarding Children Board and the DA sub-group promote, coordinate and prioritise the work of statutory partners effectively in relation to DA.
- Partners remain committed to drive the agenda forward and implement actions identified to ensure continuous learning and improvement is achieved in the safeguarding of Wiltshire's vulnerable populations.

## **Existing Domestic Abuse Support Services in Wiltshire**

17. To support the understanding of what is driving the new procurement proposal, post 1 April 2018, an overview of the existing service offer is provided below:

### **Adults**

18. Wiltshire's current Domestic Abuse Support service funded by Wiltshire Council and the Police and Crime Commissioner operates a two-tiered level of service provision covering the risk thresholds:

- i) 'Crisis Intervention'- high risk ;  
Delivering short term, crisis intervention to reduce immediate risk, to improve safety and wellbeing of domestic abuse victims at greatest risk, enabling and accessing immediate support and services adopting a multi-disciplinary approach to reducing the impact and effects of domestic abuse and;
- ii) 'Outreach - Paloma' – medium to standard risk;  
Providing medium to long term support interventions, aimed to rebuild confidence and establish key networks of support and re-engagement within local communities.

Both services work with female and male victims aged 16yrs + (in line with the DA definition). The service operates from an office in Trowbridge, but delivers a community outreach model delivering support across the County.

### **Children**

19. The contract for Children's Support funded by Wiltshire Council includes work with children and young people identified at level 3/4 (Children in Need/Child Protection) impacted and living with the effects of domestic abuse. The service works with young people in threshold, aged 11-16yrs and is delivered via the Thrive Hubs in Wiltshire.

### **Supported Accommodation (Refuge Provision)**

20. Refuge Support Services are currently funded by Wiltshire Council, providing support to victims and their children fleeing from Domestic Abuse. Refuge provision can support up to 35 families across Wiltshire.

### **Key Issues with Current Domestic Abuse Service Provision**

21. The current service model lacks flexibility to be responsive to changes in demand and provision is variable or offered with restrictions, which hinders the ability to achieve good outcomes. The demand for Domestic

Abuse services is outweighing the services ability to deliver and meet service user's needs.

22. Service users are not always able to access support services immediately, increasing the risk of dis-engagement before the intervention has started.
23. The current service model for domestic abuse is out of date and does not adhere to the new evidence-based approaches and the national focus on 'invest to save' in early intervention and the integration of services; maximising earlier identification and increasing opportunities for improved take-up and engagement in support.
24. Due to the geographical make-up of the County, the current model has limitations due to the extensive travel time and associated costs.
25. Whilst the high risk service was subject to a recent competitive tender process, the other elements of Domestic Abuse service provision have been precluded from a competitive process, due to historic arrangements.
26. Multiple contracts across the same business area result in duplicate on-costs and charges, minimising opportunities for savings to be achieved.
27. There is an increasing trend in the volume of cases of domestic abuse victims having increasing multiple complex needs including substance misuse and mental health issues. The current services lack the flexibility to be able to meet such service-user needs.

### **The Future – Domestic Support Services from 1 April 2018**

28. The proposed new Domestic Abuse service procurement provides a number of key opportunities.

#### **New areas for inclusion:**

- Alignment of Domestic Abuse services into **one-single contract**, to maximise the interest from potential providers, making it a more viable procurement process, as well as offer efficiencies and greater economies of scale.
- The recent evidence-base from the Domestic Abuse Needs Assessment supports the development of an **integrated service** approach to tackling domestic abuse in Wiltshire, focusing on



earlier intervention and prevention, to include targeted support for adults and children living with the effects of domestic abuse and address service user needs for supported refuge support services.

- To embed and co-locate Domestic Abuse support services into existing service and health settings to maximise opportunities for **earlier intervention**, preventing further escalation, mitigating immediate risk and reducing long-term costs associated with repeat access to services and crisis response.
- To promote a service model which delivers a co-ordinated response **focused around the family** as a whole; working across both children and adult services.
- To include the supported accommodation (refuge) element within the contract, enables a full **end to end suite of Domestic Abuse services** to be procured; modernising the service offer, drawing on evidence-based practice and being able to support those victims with multiple, complex needs (toxic trio of domestic abuse, mental health and substance misuse).
- To facilitate and support the commissioning and procurement process, as part of our soft market research it identified that fully integrated service models have been developed and delivered successfully in other Local Authority areas.

29. The principles above have been discussed and developed through the Wiltshire Community Safety Partnership and Wiltshire's Safeguarding Children's Board Domestic Abuse Commissioning Sub Group, which includes membership from the Local Authority – Public Health, Housing, Children's Services, Adult Social Care, Finance and Corporate Procurement, Police, Probation and GP representation, as well as through a Domestic Abuse stakeholder session held including wide representation from professionals working across the agenda.

### **Overview and Scrutiny Engagement**

30. Following dialogue with officers from Overview and Scrutiny, a paper was prepared on the proposed procurement model for the Wiltshire Domestic Abuse Support services, which has been tabled at the Health Select Committee (10 January 2017), the Joint Commissioning Group (11 January 2017) and the Health and Well Being Board (9 February 2017).

31. In addition, there has been further awareness raising across the breadth of governance arrangements, which hosts the Domestic Abuse agenda, including the Wiltshire Community Safety Partnership and the Wiltshire Safeguarding Children's Board, where elected members are represented.

### **Safeguarding Implications**

32. Safeguarding is at the heart of the Domestic Abuse agenda and as such there are strong processes in place to ensure that service providers identify those at risk of harm and/or exploitation and those concerns are reported appropriately. Public Health work closely with the both adult safeguarding teams and children's safeguarding and child protection teams to ensure that any risks, concerns or incidents are escalated in line with Council protocols and procedures.

### **Public Health Implications**

33. Domestic abuse is a key public health priority, which creates a substantial burden of harm that significantly impacts on health and wellbeing. Still referred to as a 'hidden crime', it has one of the highest under-reporting rates; using the crime survey for England and Wales, we can project that just fewer than 9,000 women in Wiltshire will be living with the effects of domestic abuse.
34. The health impacts of domestic abuse are widely reported; from physical injury, to the significant long-term association with poor mental health and wellbeing including depression, anxiety, increased risk of suicide, as well as increased use and reliance of alcohol and drugs.
35. There has been much documented on the impact of domestic abuse on children; with domestic abuse recognised as a factor in over half of all serious case reviews. There are significant long-term impacts of children witnessing domestic abuse, with over a third going on to experience another form of abuse. There is also a higher probability of parental neglect, poor emotional wellbeing and resilience, school non-attendance, behavioural issues (including anti-social behaviour/offending) and difficulty in recognising and establishing appropriate relationships with others.
36. The Wiltshire domestic abuse agenda is cross-cutting and is integrated across Child and Adult Safeguarding, Drugs and Alcohol, Private Space Violence, Child Sexual Exploitation and the Modern-day Slavery agendas.
37. The Local Authority Public Health team leads on behalf of the Wiltshire Community Safety Partnership on the statutory duty to commission and

oversee Domestic Homicide Reviews in the county. The Reviews provide the opportunity for lessons to be learned and identify recommendations for change.

### **Equalities Impact of the Proposal**

38. The current model has led to an inequity of access, due to the geography of Wiltshire and the lack of capacity to meet service user needs. The new model proposed of integrating support within existing services and settings will increase the geographic placement and as supported by evidence-base practice, facilitates earlier opportunities for domestic abuse to be identified, which increases opportunities for earlier interventions and easier access to specialist services for more vulnerable people, with multiple complex needs.
39. The service specification will state that providers will be expected to demonstrate the use of local resources and provision of services which take account of relevant Wiltshire Council policies.
40. An Equality Impact Assessment (EIA) will be conducted as part of the procurement process and the findings will be shared for consideration by the officer with delegated responsibility to execute the contract. Once the new service is in place a further EIA will be undertaken and registered with Wiltshire Council.

### **Environmental and Climate Change Considerations**

41. The proposal to deliver an integrated domestic abuse service, embedding support within existing services and settings; will reduce the environmental impact of people needing to travel long distances, frequently around the County, for short appointments.

### **Risks that may arise if the proposed decision and related work is not taken**

42. There is a service delivery risk, should the procurement recommendation not be approved; Wiltshire would not have any domestic abuse support services post 31 March 2018 to support some of the most vulnerable residents in Wiltshire. The procurement of an integrated domestic abuse service in Wiltshire will improve service delivery and enable easier access to a full range of specialist support services. This is crucial for tackling poor health outcomes associated with domestic abuse. This would impact significantly on the health of thousands of the county's most vulnerable populations.
43. The contract with the current provider has been extended to the 31 March 2018 to allow sufficient time to undertake the procurement process. Not taking this decision now, increases the risk of a gap in provision.

## Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

44. During the mobilisation to a new service there is a risk of service disruption. The mobilisation stage will be crucial to ensure continuity of support and manage any staffing issues linked to the contract; ensuring appropriate infrastructure for the new contract is in place. To mitigate this risk we are programmed to award the contract by the 1<sup>st</sup> December 2017, allowing appropriate time to manage the above. In addition, this paper seeks approval for delegated authority to extend the existing refuge support service contracts by up to three months, to help support and facilitate the mobilisation of new contracts. The mobilisation will be subject to the appointed providers; specific mobilisation plans will be required as part of the bidders tender submission.
45. The Commissioning sub group have worked closely with Corporate Procurement, to develop a feasibility plan, to enable timely delivery (figure two).
46. Adequate measures will be taken to ensure sufficient procurement capacity and expertise to ensure a robust procurement process is carried out to mitigate against any potential for legal challenge to the process

Figure Two; Domestic Abuse Tendering Timeline

Process	Date	Days	Activity
<b>Invitation To Tender</b>	15.09.2017	35 days	Place advert and issue tender packs (via supplyingthesouthwest.org.uk)
	27.09.2017 at 17:00		Deadline for questions submitted in writing by post / e-mail
	05.10.2017 at 17:00		Deadline for responses to questions circulated to all tenderers
	19.10.2017 at 15:00		Closing date for submission of tenders
<b>Tender Evaluation</b>	20.10.2017 - 21.11.2017	30 days	Evaluation of tenders
<b>Contract Award</b>	21.11.2017	10days	Contract award
	21.11.2017 – 01.12.2017		Standstill
	01.12.2017		Tender award and Contracts issued
	01.04.2018		Contract start date

### Financial Implications

47. Funding for the current domestic abuse support services has come from a pooled budget, with contributions from Wiltshire Council's Public Health, Children's Services, Adult Social Care and the Office for the Police and Crime Commissioner. The refuge provision is funded through Wiltshire Council Housing's Support Accommodation funding (refer to Part II – of the report).

48. It is proposed that the new Domestic Abuse Service model will be funded through a pooled budget arrangement (refer to Part II – of the report). All parties are committed in principle to continue this funding for the full duration of the contract. Any alteration in funding necessitated by changes in financial circumstances would need to be agreed to by all parties.
49. The new Domestic Abuse Support service model is to be procured using an enhanced total budget compared to previous year's contributions; this allows for alignment of the current contracts and procurement of a service that will meet the demand evidenced in the Needs Assessment. Each aspect of the specification will be commissioned to include a clear date of when aspects of the service become vulnerable; therefore six months prior, funding will be sought from across the partnership to maintain the provision.
50. Despite the increased investment, it is anticipated that efficiencies will be achieved through greater economies of scale through the procurement of a single service, compared with the current multiple service provision arrangements.
51. Whilst the impact and long-term effects of domestic abuse presents a significant case in its own right to support the need for investment in service provision. Using a national costing model, the financial cost of domestic abuse to Wiltshire services is in the region of £18million per annum (figure four, appendix). Evidence-based practice demonstrates a preventative approach to tackling domestic abuse will not only increase the opportunities to save lives through earlier interventions, but offer savings on public money. National studies have calculated a significant return on the investment in these specialist services of at least £6 for every £1 invested.
52. Additionally, investing in an early intervention model could positively contribute to reducing the risks associated with future domestic-related homicides. In the event of a domestic-related homicide there is a statutory duty to undertake an independent Review, which has a financial cost associated on average £10-15,000 per review.

### **Legal Implications**

53. Due to the size of the contract, the procurement process will be following the OJEU (Official Journal of the European Union) process. As a result the advertisement of the procurement will be sufficiently widespread to alert the market to the opportunity. By following the correct process, it will ensure there is little or no risk of challenge on procurement grounds, as well as satisfying the Council's "VFM" duty.

54. Legal Services will be involved fully within both the procurement process and contract award to ensure that any legal risks within process are minimised.

### **Options Considered**

55. The Wiltshire Domestic Abuse Commissioning Sub Group considered several options including the development of existing services. However the contracts for the existing provision expire on the 31 March 2018 and the absence of a transparent tendering process may lead to challenge.

It is also an opportunity to commission a provider who can help implement the changes towards service and access improvement.

### **Conclusions**

56. Significant progress has been made in Wiltshire to reduce the impact on ill health associated with domestic abuse, with many more initiatives put in place to increase awareness and identification, reducing the stigma associated with it, as well as work to challenge the inter-generational patterns of abuse.

57. The changing landscape in respect of how the council is funded presents opportunities to think differently and allows for innovation, to develop and shape future service provision based on need and demand.

58. The procurement of improved domestic abuse services is crucial to our continued efforts to improve domestic abuse outcomes and reduce the long lasting impacts and effects on children, adults and their families.

### **Proposal**

Cabinet is requested to:

59. Agree to undertake a procurement process to provide domestic abuse support services for a 5 year agreement (3+2).

60. Agree to procure a new contract for domestic abuse support services.

61. Delegate authority for award of contract resulting from this tendering process to Carolyn Godfrey, Corporate Director, in consultation with the Cabinet Member for Public Health & Public Protection, the Associate Director Legal & Governance and the Associate Director Finance.

62. Delegate authority to enter into the new domestic abuse support service contract resulting from the tendering activity to Carolyn Godfrey, Corporate Director.

63. Delegate authority to Carolyn Godfrey, Corporate Director to extend the current service agreements by up to three months, to facilitate a successful and robust mobilisation of the new contracts.

**Tracy Daszkiewicz Interim Director, Public Health**

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10 April 2017

## Appendices

**Figure Two Glossary of terms**

DA	Domestic Abuse
DV	Domestic Violence
CiN	Children in Need
CP	Child Protection
IDVA	Independent Domestic Violence Advisor
MARAC	Multi-Agency Risk Assessment Conference
IRO	In the Region Of
CSC	Children's Social Care
WCSP	Wiltshire Community Safety Partnership
WSCB	Wiltshire Safeguarding Children's Board



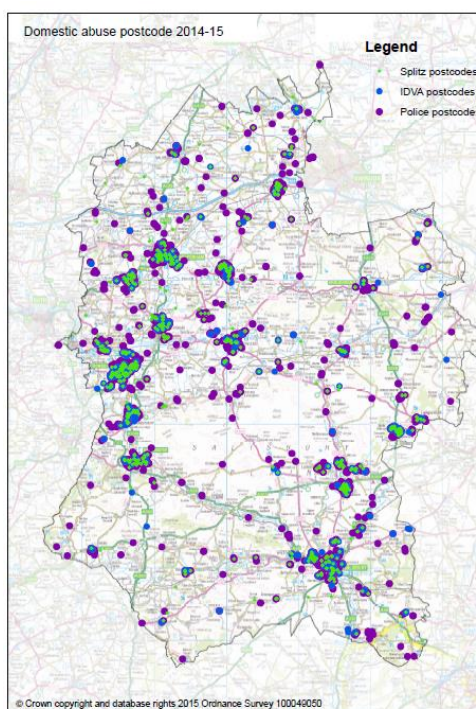
## Domestic Abuse Prevalence in Wiltshire

### 1. Key Stats:

#### Adults

- Reported levels of DA continue to increase; over 3,300 incidents reported to Wiltshire Police in 2015-16; representing 17.7 DA incidents per 1000 population.
- Wiltshire's is lower than that reported by England (20.4 incidents per 1000 population), but slightly above the South West region (17.6 incidents per 1000 population).
- Increases recorded in volume of referrals to the commissioned DA services and refuge provision, with in excess of 1,900 referrals received.
- The Wiltshire MARAC referrals have increased for the fourth consecutive year; just under 500 cases discussing those at greatest risk of harm.

Figure Three: Thematic Map illustrating the 'hot spots' for DA referrals across the County



- Two third of service users referred to support services will be aged between 16-39yrs.

## Children

- Over 50% of cases known to Wiltshire's children's social care will be living with the effects of domestic abuse.
- In 2015-16, children recorded in the household of the highest risk cases discussed at MARAC was 652, of which 97 children were identified in the household where further repeat incidents of DA occurred.
- 60% of the caseload of the current commissioned services will have dependent children.

## **2. Costs attributed to domestic abuse:**

The cost of domestic abuse in terms of public services and loss of economic activity for Wiltshire is approximately £18million per annum.

Figure Four: Cost of domestic abuse breakdown for Wiltshire (extrapolating data from the national costing model, Walby, 2009).

Criminal Justice	1,149,679
Civil Justice	2,852,834
Education	74,713
Refuge	345,077
Additional Agency	91,694
Social Services	1,635,068
Health	148,976
Housing	143,844
Benefits	1,429,513
Employers	10,628,660

<b>TOTAL COSTS</b>	18,500,000
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**Wiltshire Council**

**Cabinet**

**20 June 2017**

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**Subject: Proposed Alignment of Council Structure to the New Business Plan**

**Cabinet member: Baroness Scott of Bybrook OBE, Leader of the Council**

## Executive Summary

1. Since 2009, when Wiltshire Council was formed, the council has focused on a single vision to deliver stronger and more resilient communities. This vision has driven an environment of innovation and change. The challenges the council faced meant that services had to be delivered in a different way to significantly reduce costs and achieve the right outcomes for local communities and residents.
  2. The challenges continue with the ongoing reduction in funding from central government, and the increasing demands for some key frontline services. A draft business plan for the next ten years (2017 – 2027) will continue to focus on the vision to create strong communities and will also shape a portfolio of work to improve how we deliver services for residents and businesses across Wiltshire set against four priorities:
    - i. Growing the economy
    - ii. Strong communities
    - iii. Protecting those who are most vulnerable
    - iv. An innovative and effective council
  3. Delivery of these priorities will be largely based on further developing our collaborative work with partners, businesses and local communities. This work will include, amongst other programmes, the integration of adult social care services and health, early intervention and prevention to protect those who are the most vulnerable, and growing the economy of Wiltshire.
  4. To ensure delivery of the plan, we need to ensure that the council has an organisational structure aligned to the vision and priorities, as well as the strategic capacity and resilience to continue to meet the challenges ahead.
5. A review of the senior management structure at tier 1 has therefore now taken place, and a change to the current structure is proposed.

## Proposal

That the cabinet:

- a) Considers the proposed alignment of council structure at tier 1, to the new business plan for 2017 - 2021.

### Reason for Proposal

- The continued reduction in funding from central government, and the increasing demands that we face for our key frontline services, means that a new business plan for 2017 – 2027 will continue to focus on the vision and improvements in the delivery of services to the communities and businesses across Wiltshire.
- A key aspect in the delivery of the priorities is continuing our collaborative working with communities, partners and businesses. A number of programmes including the integration of adult social care and health, early intervention and prevention to protect those who are most vulnerable, and continue to grow the economy of Wiltshire.
- We need to ensure that the council has a structure that is aligned to the delivery of the business plan priorities, and provides the strategic capacity and resilience to continue to meet the challenges ahead.
- A proposed change in the senior management structure at tier 1 will provide the strategic capacity and resilience to deliver the priorities in the new business plan and the challenges ahead.

**Baroness Scott of Bybrook, Leader of the Council**

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