

Wiltshire Local Plan Review

Planning for Tidworth and Ludgershall

Introduction

1. What will Tidworth and Ludgershall be like in the future?
 - How much should the towns grow?
 - What priorities should we tackle?
 - Where should development take place?
2. Answers to these fundamental questions affect how the town develops over the next 15 years.
3. The Council is thinking about these questions in planning Wiltshire's future. It's an important stage in the Council's review of the current Wiltshire Core Strategy and the development of the Local Plan.
4. The Wiltshire Core Strategy is the basis for determining most planning applications. It also identifies land for development that provides for new homes, jobs and infrastructure for our growing communities whilst balancing the need to protect the environment. The Local Plan will continue this role and therefore help shape the places the community of Wiltshire live and work within.
5. The Council has come to some initial answers to these three questions. It is sharing them and wants your views.

Scale of growth

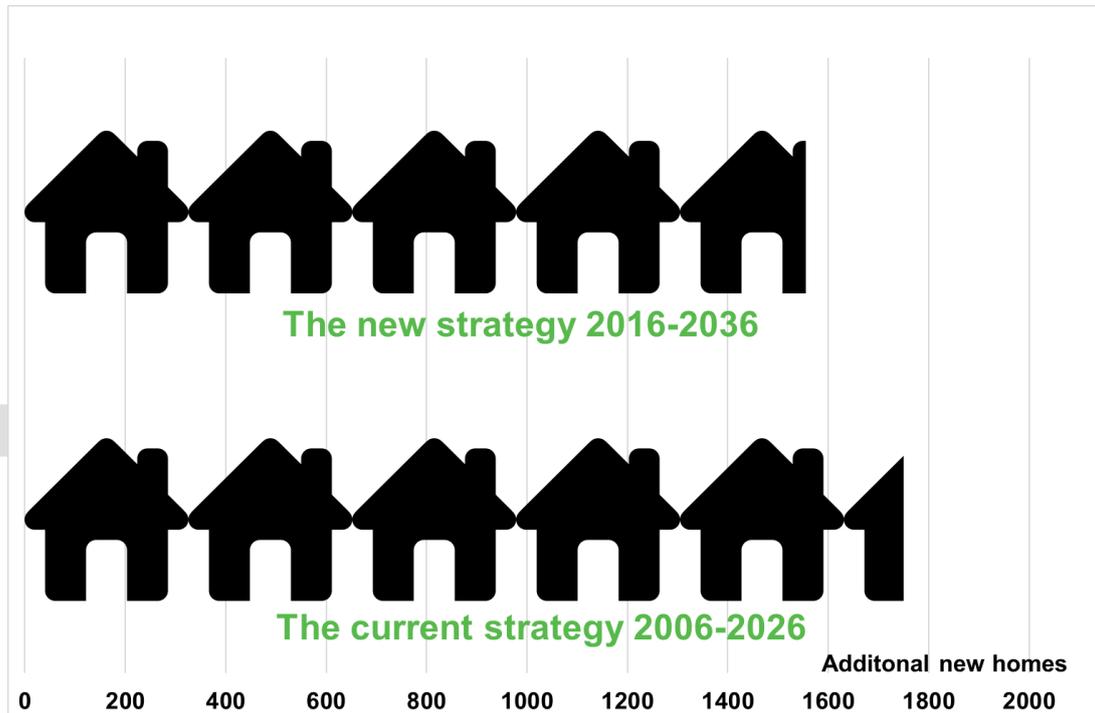
How much should the towns grow?

6. The Council assesses what amount of new homes are needed between 2016 and 2036, the period of the Local Plan. It does the same for how much land will be needed for new jobs and business. Detail on these requirements can be found in the 'Emerging Spatial Strategy' paper.

Additional homes

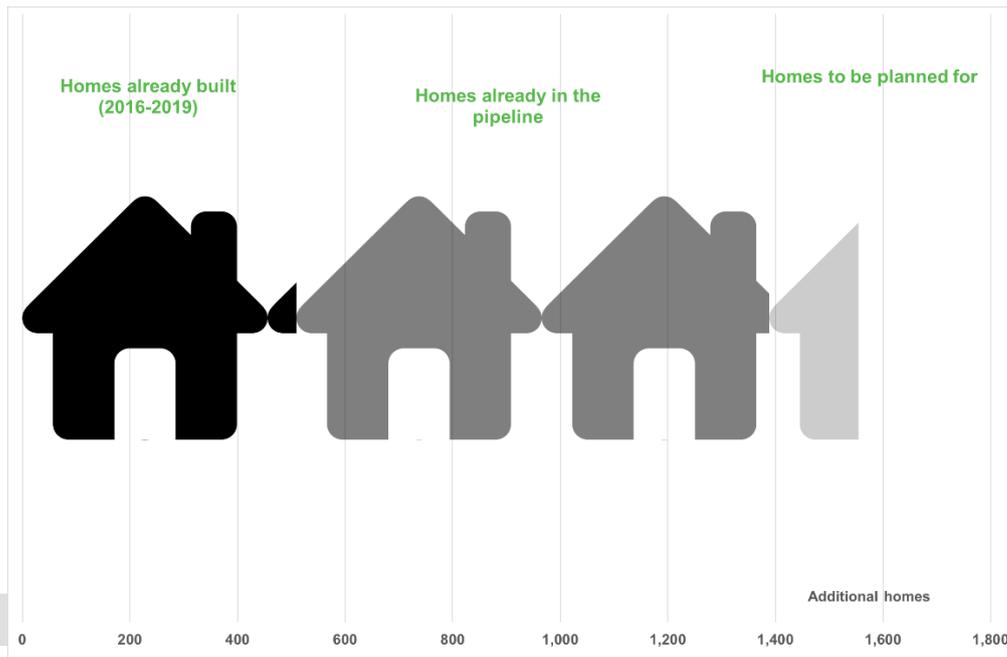
7. Assessments estimate levels of need for new homes within housing market areas, as these reflect where the majority of the local population live and work, where the majority of home moves take place and where there is a common range of private sector rents. There are four housing market areas in Wiltshire and each area includes many settlements. Tidworth and Ludgershall is in the Salisbury Housing Market Area.

8. The Council has considered how best to accommodate needs for new homes, setting scales of growth by testing different distributions. The result of this work suggests the scale of growth should change from what is currently planned as shown below:



9. The current strategy 2006-2026, the Wiltshire Core Strategy, identified a requirement for 1,750 homes. The new strategy proposes a requirement of 1,555 homes for the plan period 2016-2036.
10. From this total estimate of need over the plan period can be deducted homes already built and those already in the pipeline as shown in the diagram below¹.

¹ In Tidworth and Ludgershall 510 dwellings have been built between 2016-2019 and at 1 April 2019 889 homes are in the pipeline (i.e. they have planning permission, resolution to grant planning permission or are allocated in the Wiltshire Housing Site Allocations Plan).



11. When the number of homes built and in the pipeline is deducted it leaves a further 165 homes to be accommodated up until 2036. Both the Local Plan and neighbourhood plan can allocate sites for development. Each community is encouraged to help determine where development takes place through the preparation of a neighbourhood plan. The Local Plan will only allocate land where necessary to ensure supply of deliverable land to meet strategic housing needs and for large or complex sites.
12. The Local Plan will identify sites on which new homes can be built. The starting point for determining sites for allocation within the Local Plan has been to identify a pool of potential development sites. The most appropriate locations to meet the emerging scale of growth for the towns will be selected.
13. There are currently no 'made' neighbourhood plans for the area. In the case that one comes forward in the plan period at either of the towns it would be able to propose development on sites, e.g. to meet a need for a particular housing type, such as self-build homes or that positively plan for brownfield sites.
14. Needs for development land should be met as far as possible on brownfield sites in order to help minimise the loss of greenfield land. The Council suggests that a target of 40 homes should be built on brownfield sites over the next 10 years². This would be in addition to the delivery of the Drummond Park site at Ludgershall for 475 homes, which has planning permission.
15. The Local Plan ensures that the proposed scale of growth will be accommodated. It must be certain that there is a land supply sufficient to meet assessed need. It cannot rely on the brownfield target being met by as yet unidentified windfall redevelopment, the scale or timing of which is uncertain.
16. Meeting a brownfield target will instead reduce the need for greenfield sites in future reviews of the Local Plan. This could be a focus for a neighbourhood plan were one to

² Further detail can be found in the Emerging Spatial Strategy paper.

be prepared. Sites identified formally, with sufficient certainty, either in the development plan or by granting planning permission, reduce the need.

17. Alongside neighbourhood plans, development briefs for individual sites and master plans for larger areas, are a means for the community, with developers and landowners, to help bring forward brownfield opportunities and achieve appropriate designs.

The Local Economy

18. The Council has assessed what additional land is needed for business in each of the economic zones of the County. These zones encompass many settlements. It has considered how best to accommodate needs for new business by testing different distributions³.
19. On current evidence, a further 5ha of employment land is needed at Tidworth and Ludgershall in the period to 2036. 12ha of employment land is also allocated at Castledown Business Park in the existing Wiltshire Core Strategy. Of the 12ha allocation, only approximately 2ha of the site has been built out.

QUESTIONS

What do you think to this scale of growth? Should there be a brownfield target? Should they be higher or lower?

Do you agree that the strategy should look to allocate more employment land?

How could the delivery of employment on the Castledown Business Park be facilitated?

Place Shaping Priorities

What priorities should we tackle?

20. The Local Plan will contain a set of place shaping priorities for each main settlement. They play a central role in developing planning policies and proposals for development. They will be the basis for an overarching planning policy for Tidworth and Ludgershall that will guide development and the direction of growth.
21. Some priorities apply equally everywhere, notably the need to address climate change and achieve carbon reduction. Place shaping priorities are intended to be those distinct to a particular place. They may include:
 - Important local objectives or issues and how they can be addressed
 - Opportunities that have been identified that can help support a local community's vision
 - Infrastructure requirements for which there are local aspirations and capable of delivery or that are necessary to support likely future growth

³ Further detail can be found in the Emerging Spatial Strategy paper.

22. They must relate to the development and use of land and so should revolve around specific outcomes and their benefits
23. They are also a starting point for policies that can be in neighbourhood plans. The Council will continue to work with Town and Parish Councils to find the priorities best suited to delivering sustainable development and town centre improvements. At this stage of the plan making process, these are the draft priorities that have been identified for Tidworth and Ludgershall.

- Plan for a level of housing growth to meet local needs, including that from those leaving military accommodation and moving into civilian housing.
- Respond to market needs in diversifying the employment offer across the two towns, including facilitating the delivery of Castledown Principal Employment Area and provision for small and medium business enterprises.

Tidworth

- Promote and encourage regeneration of Tidworth Town Centre (Station Road).

Ludgershall

- Support local road improvements to ensure any growth is suitably integrated into the local transport network. Including support for the continuation of Empress Way to the south-east of the town.
- Encourage the balancing of commercial leisure uses and community facilities to support housing delivery at Ludgershall.
- Explore long-term opportunities to open the MOD railhead as a commercial line to Andover and the east.

QUESTIONS

Are these the right priorities? What priorities may be missing? How might these place shaping priorities be achieved?

Potential Development Sites

Where should development take place?

24. Land around Tidworth and Ludgershall is being promoted for development by landowners or prospective developers. From this larger amount of land, the Council is focussing its own assessment on a smaller pool of potential development sites that are shown on the map below. How these sites have been chosen is explained in a separate 'site selection report', published alongside this document. Not all these sites will be needed to meet the housing requirement in Tidworth and Ludgershall, further assessment will be carried out following the consultation to identify which site(s) will be proposed for allocation in the draft plan.

25. The Local Plan ensures the proposed scale of growth will be accommodated. The amount to be planned for takes account of development that is already certain and in the pipeline, including as many brownfield sites as can be relied on, such as those with planning permission.
26. But, if Tidworth and Ludgershall is to expand, the next difficult question focuses on where and how the built-up area may need to extend to accommodate change. Therefore, what will the role be for the release of greenfield land at Tidworth and Ludgershall and where is it most appropriate to consider development options.
27. Each potential development site has its own individual characteristics. Rarely is one site very clearly the best choice. There are a range of different constraints and opportunities associated with each. Some are common to several or even all potential development sites. The information below shows what features, possibly both good and bad, set each one apart from others under consideration using current evidence. This pool of sites can be used to allocate sites in the Local Plan. One or more sites in whole or part will be selected and the rest of the pool of the potential development sites will remain as they are – i.e. potentially available for consideration in any subsequent plan review. The results of this consultation might remove some sites, might restore others that were rejected or might even throw up new ones that have not so far been considered.
28. Only a small amount of land is required at Tidworth and Ludgershall in meeting strategic housing requirements. There is potential for a joint neighbourhood plan or neighbourhood plans for the respective towns to be prepared that would be able to consider further sites for the development of homes, businesses or other uses to meet local needs. Alternatively, the Council could look to identify new sites to ensure that strategic needs can be met. The pool of sites here is a starting point for the assessment of additional greenfield sites at both settlements. The urban area of Ludgershall to its east is adjacent to the adjoining local authority area of Test Valley, where there are sites that have been put forward with potential for development. These have not been included given the relatively small amount of land that is required, and the pool of sites identified which are better related to the town.

QUESTIONS

Is this the right pool of potential development sites? Are there any other sites we should be considering?

What land do you think is the most appropriate upon which to build? What type and form of development should be brought forward at the town?

Are there important factors you think we've missed that need to be considered generally or in respect of individual sites?

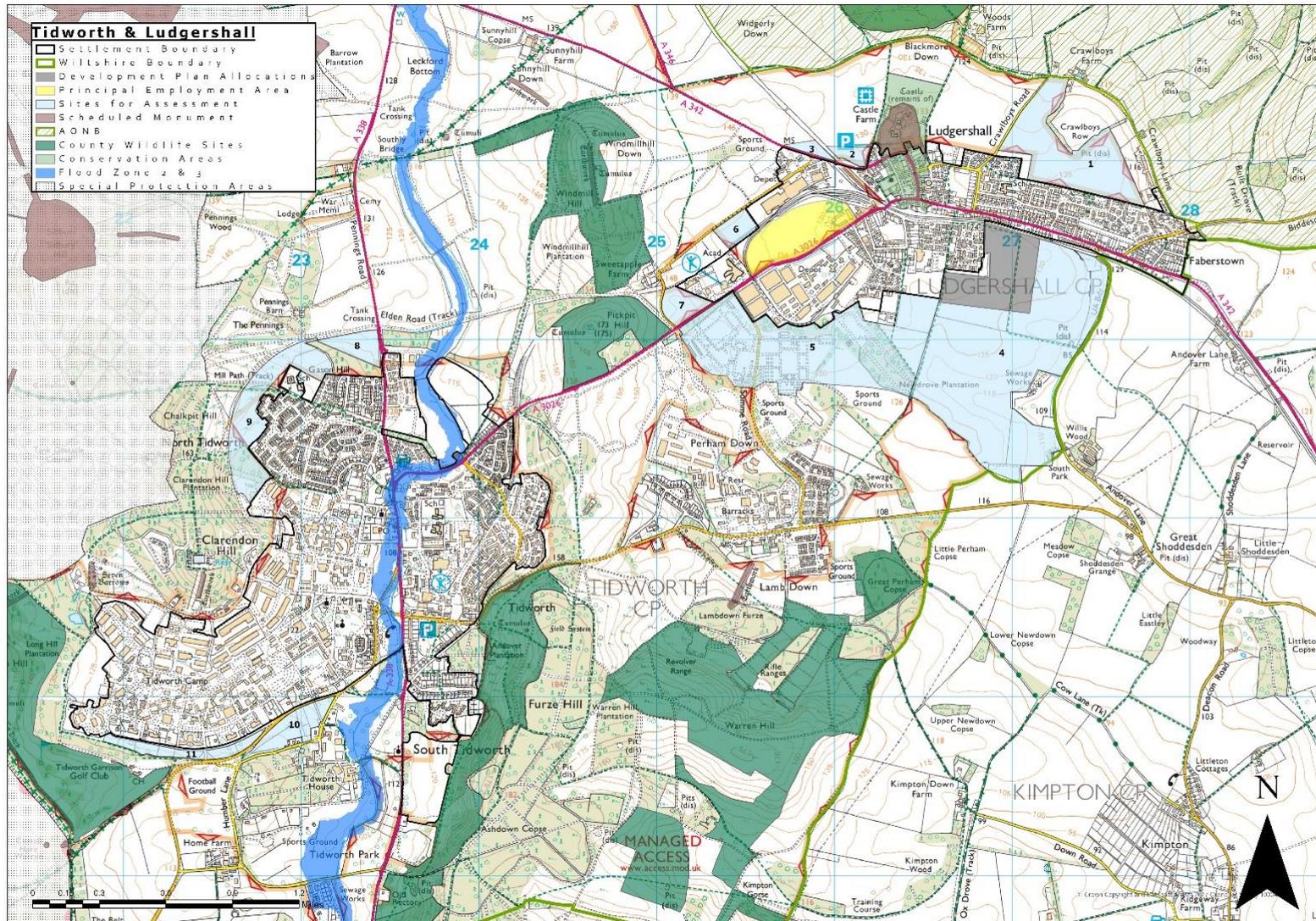


Figure 1 Map showing potential development sites for assessment

Eleven sites have been identified for Tidworth and Ludgershall for further assessment of their development potential. Not all of these sites will be allocated for development. Given the relatively small amount of land that needs to be planned for at Tidworth and Ludgershall, not all of any particular site may be required at this time, but it would be sensible to consider the area as a whole when decision-making. Key considerations for the individual sites are set out below.

Considerations that are relevant for all or a number of the sites:

- Contributions would be required to expand existing school provision, including early years, and ensure safe walking routes.
- All sites will require groundwater investigations in relation to potential flood risk.
- Sites 1-7 will need detailed consideration of the control of surface water discharges from new development.
- Most sites will require a suitable assessment of land required to uncover any apparent contamination.

Site 1: Land East of Crawlboys Road (SHELAA site 3498)

- The site is particularly sensitive in landscape terms and has a limited to medium capacity to accommodate a housing development. Development at the site would need to limit encroachment on the North Wessex Downs Area of Outstanding Natural Beauty, including limiting development on the slopes towards the north of the site and retaining hedgerows and woodland.
- Careful consideration of potential impacts on the setting of Grade II Listed Crawlboys Farm, the setting of the scheduled ringworks and castle and other farm buildings in the north of the site is required.

Site 2: Land North of A342 (SHELAA site 3468)

- Ludgershall Castle Scheduled Monument and the medieval town of Ludgershall are within 100m of the site. Further archaeological assessment is required.
- The scheduled castle and ringworks have an important defensive position on the edge of the town. Account needs to be taken of any impact development will cause to the setting of these and the conservation area.
- Significant habitat buffer to dismantled railway would be required.
- The site has strong boundaries and as such, the landscape has a medium sensitivity.

Site 3: Land North-east of A342 (SHELAA site 2067)

- The scheduled castle and ringworks have an important defensive position on the edge of the town. Account needs to be taken of any impact development will cause to the setting of these and the conservation area.
- Significant habitat buffer required to dismantled railway.
- Windmill Hill is a prominent hill to the west of the site, which has a very rural character with very distinctive boundaries. The landscape has a medium sensitivity.

Site 4: Land at Empress Way (SHELAA site 555)

- The site is a large parcel of land that has a strong rural character, contributing to the separation of Ludgershall and outlying rural settlements. As such, it has a medium landscape sensitivity and medium capacity to accommodate housing development. Development must avoid a large-scale urban extension in a sensitive area, which creates a hard settlement edge.
- Nearby sewage suggests a high potential for odour impacts. The extent of development should be limited, and the layout carefully planned.

Site 5: South-west Ludgershall (SHELAA sites 2064, 2065, 2066)

- High value habitat across the site, including land secured for mitigation of approved army basing development. Thus, significant mitigation is required.

Site 6: Land North of Wellington Academy (SHELAA site 2062)

- Highly sensitive historic landscape within the site and wider network of weak continuity due to change in the landscape. More investigation is required.

Site 7: Land North of A3026 (SHELAA site 2063)

- Site forms lower slopes of Pickpit Hill, which rises to a low hill to the southwest of the site and as such, the site has medium landscape sensitivity.
- Groundwater levels could impact infiltration techniques and groundwater investigations will be required.

Site 8: Land West of Pennings Road (SHELAA site 3110)

- Account needs to be taken of the potential impact of development on scheduled Sidbury Hill.
- Forms part of the distinctive Plains landscape that encompasses the north and west of Tidworth. Distinct from the settlement itself, the landscape is valued in landscape terms and therefore subject to medium to high landscape sensitivity.

Site 9: North-west Tidworth (SHELAA site 3111)

- Number of archaeological assets onsite and in close proximity. Although risk to the majority of these remains low, the site is considered to be constrained by archaeological remains.
- Highly sensitive landscape character. Likely that further investigation is required to understand full historic landscape significance on the downland forming most of the site.
- Development in the north of the site may need to be avoided in order to preserve the historic landscape.
- The site is unlikely to be able to support a new school to meet education needs, but an existing school expansion is possible for a development of up to 350 homes.
- Account needs to be taken of the potential impact of development on scheduled Sidbury Hill.
- Forms part of the distinctive Plains landscape that encompasses the north and west of Tidworth. Distinct from the settlement itself, the landscape is valued in landscape terms and therefore subject to medium to high landscape sensitivity.

Site 10: Land South of Bulford Road (SHELAA site 3037)

- Highly sensitive historic landscape within the site. Development poses a high risk of significant adverse effects towards Tidworth Park Ornamental Parkland, which has a strong and well retained character.
- Account needs to be taken of the potential impact of development on Grade II Listed Jellalabad barracks and historic barracks as a whole.
- High value habitat across whole of site. Significant mitigation required.
- Forms part of a locally identifiable landscape, forming part of the parkland setting to Tidworth House and landscape character of Tidworth Camp. As such, it has medium landscape sensitivity.

Site 11: Land South of The Mall (SHELAA site 3036)

- The site forms part of the parkland landscape surrounding the south of Tidworth and Tidworth Camp and forms part of a legible settlement edge. As such, the site has a medium landscape sensitivity and medium capacity to accommodate housing development.
- Account needs to be taken of the potential impact of development on Grade II Listed Jellalabad barracks and historic barracks as a whole.
- High value habitat across whole of site. Significant mitigation is likely to be required.

Settlement profiles

29. When planning for growth it is important to consider the characteristics of the town in terms of important services and infrastructure (green infrastructure, health, education, transport and utilities), as well as housing need and the local economy. The following profiles therefore summarise measures in place or being put in place to address known infrastructure issues and their timing, what additional provision would be needed to support growth and what other opportunities there may be.

QUESTIONS

Are there any other issues or infrastructure requirements that should be identified?

Topic	Comment
Education	<p>Early years education is likely to require new provision to serve additional needs.</p> <p>Clarendon Infant and Junior School can be expanded by 105 places. Wilshire Housing Site Allocation Plan allocation H1.1 looks to secure land for a primary school to meet needs arising from new development.</p> <p>Wellington Academy has the potential to be expanded by 300 places. Suggesting that secondary education needs for up to 1350 new homes across the two settlements could be accommodated, provided a feasibility study was undertaken.</p>
Energy	<p>According to Scottish and Southern Electricity Network's (SSEN) Network Capacity Map, the substation and supply points around Tidworth and Ludgershall are currently unconstrained. Some of the infrastructure is unconstrained whereas some is partially constrained in relation to energy generation, according to SSEN's Generation Availability Map. This means new generators may require investment in the infrastructure to be able to connect to the grid.</p>
Green and Blue Infrastructure	<p>A multi-functional 'Local Green Blue Infrastructure (GBI) Network' has been identified and is shown on the map in figure ii below. The Map indicates areas where improvements will need to be sought – i.e. in the form of functional and sufficiently scaled corridors within which the aim would be to consolidate and incorporate new green and blue spaces into the existing GBI networks.</p> <p>The map in figure iii below identifies biodiversity and heritage assets which are also GBI assets. These features are important waypoints within the existing</p>

Topic	Comment
	landscape and should be considered as being integral to how new development areas are sensitively planned.
Sport and Leisure Facilities	<p>At Tidworth and Ludgershall there is an identified need for the following, as identified by the Wiltshire Playing Pitch Strategy:</p> <ul style="list-style-type: none"> • There are plenty of pitches, that can be rented out to clubs. There is a need to upgrade a 3G ATP at Wellington Academy to FA compliant quality. Development in the area could help to facilitate this, though it is of note that Wellington Academy is within Tidworth so development only at Tidworth would fund it. • There is currently no need for more pitches at Ludgershall. If there is development at the scale of hundreds of dwellings, a grass pitch may be needed. <p>Leisure Facilities</p> <ul style="list-style-type: none"> • Wiltshire Council is in the process of undertaking a Leisure Facility Needs Analysis. Any requirements relating to Tidworth Leisure Centre will be informed by this work, which will include planned growth and demand. • The Leisure Centre at Tidworth is leased to and managed by Wiltshire Council. The land and building are owned by the MOD.
Health	There are two GP surgeries. Capacity is reasonable but requires some hosted services to move – an old GP practice currently empty may provide a solution.
Housing needs	<p>Ludgershall</p> <p>In the years 2016-2036 the older population is expected to increase by 33% in the 60-74 age group and 99% in the 75+ age group. At the same time the 0-14 age group is expected to increase by 4% and the 15-29 age group to increase by 17%. Finally, the 30-44 age group is expected to increase by 11% and the 45-59 age group to decrease by 3%.</p> <p>Local household income</p> <p>The annual average gross income is £44,300 and the net income after housing costs is £26,600</p> <p>Affordability Ratio (based on 2 bed property)</p> <p>Median price £182,300</p> <p>Annual gross income £44,300</p> <p>Affordability ratio 4.12</p>

Topic	Comment
	<p>Tidworth</p> <p>In the years 2016-2036 the older population is expected to increase by 106% in the 60-74 age group and 175% in the 75+ age group. At the same time the 0-14 age group is expected to increase by 41% and the 15-29 age group to increase by 46%. Finally, the 30-44 age group is expected to increase by 37% and the 45-59 age group to increase by 59%.</p> <p>Local household income</p> <p>The annual average gross income is £44,300 and the net income after housing costs is £26,600</p> <p>Affordability Ratio (based on 2 bed property)</p> <p>Median price £162,300</p> <p>Annual gross income £44,300</p> <p>Affordability ratio 3.66</p>
The local economy	<ul style="list-style-type: none"> • High concentration of jobs in the Real Estate, Accommodation & Food, and Public Administration & Defence sectors • MoD related property investment has been comprehensive, supporting Project Allenby/Connaught and the relocation of up to 4,000 service personnel into the garrison area • Aspire Defence provides fully serviced living/working accommodation for a large proportion of British Army, employing 700 staff working across 4 camps • Existing units nearby in Ludgershall at Castledown Business Park enjoy strong occupancy • The community area also benefits from substantial investment by the Army through the provision of excellent sporting facilities shared with the community, such as the Tidworth Leisure Centre, which also houses a library, and the Oval athletics track • Shortage of quality employment premises for small and medium sized enterprises • Heavy reliance on the MoD as the local employment base affects the social and economic balance of the community • Both town centres have very low unit vacancy rates compared to the national average.

Topic	Comment
	<ul style="list-style-type: none"> • There is no capacity for additional convenience retail floorspace at either Tidworth or Ludgershall up to 2036. • Additional food retail provision at Ludgershall could address the balance between the towns, allowing the community to shop locally. However, this would need to be carefully considered as not to harm either of the existing centres. • Limited capacity for additional comparison retail floorspace across both towns up to 2036.
Transport	<p>Key features</p> <p>Tidworth has good links with the strategic road network, with the A303 located 5km to the south. Tidworth and Ludgershall benefit from the Active8 bus service which links Salisbury and Andover.</p> <p>Current constraints/local concerns</p> <ul style="list-style-type: none"> • Highway congestion causes delays at peak periods. • The A338 is a primary route and as such experiences high numbers of HGVs. However, the route has several pinch points, such as at Collingbourne Ducis, which compromise this status. • Tidworth and Ludgershall do not have a railway station. The nearest railway station is in Andover some 7 miles away. <p>Opportunities</p> <ul style="list-style-type: none"> • As part of the Army Basing programme, a transport strategy has been developed that highlights key junction improvements, particularly on the A338. Funding has been secured through the planning process to implement these improvements. • The significant population influx arising from Army Basing may further increase the numbers of those walking and cycling in the area.

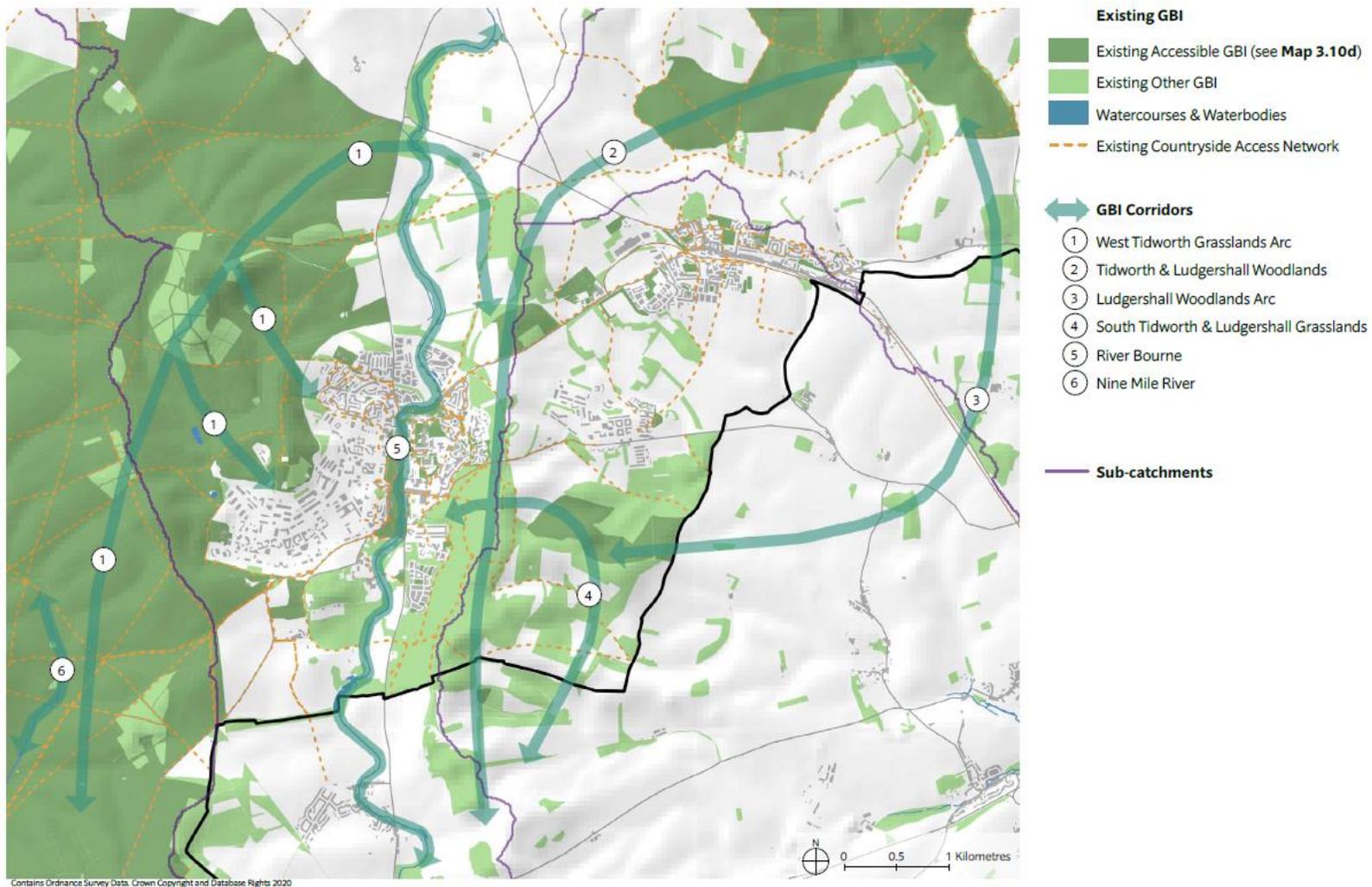


Figure 2 Map showing Tidworth and Ludgershall Green and Blue Infrastructure Network and improvement corridors (numbered).
 (These are draft plans from the emerging Green and Blue Infrastructure Strategy and may change)

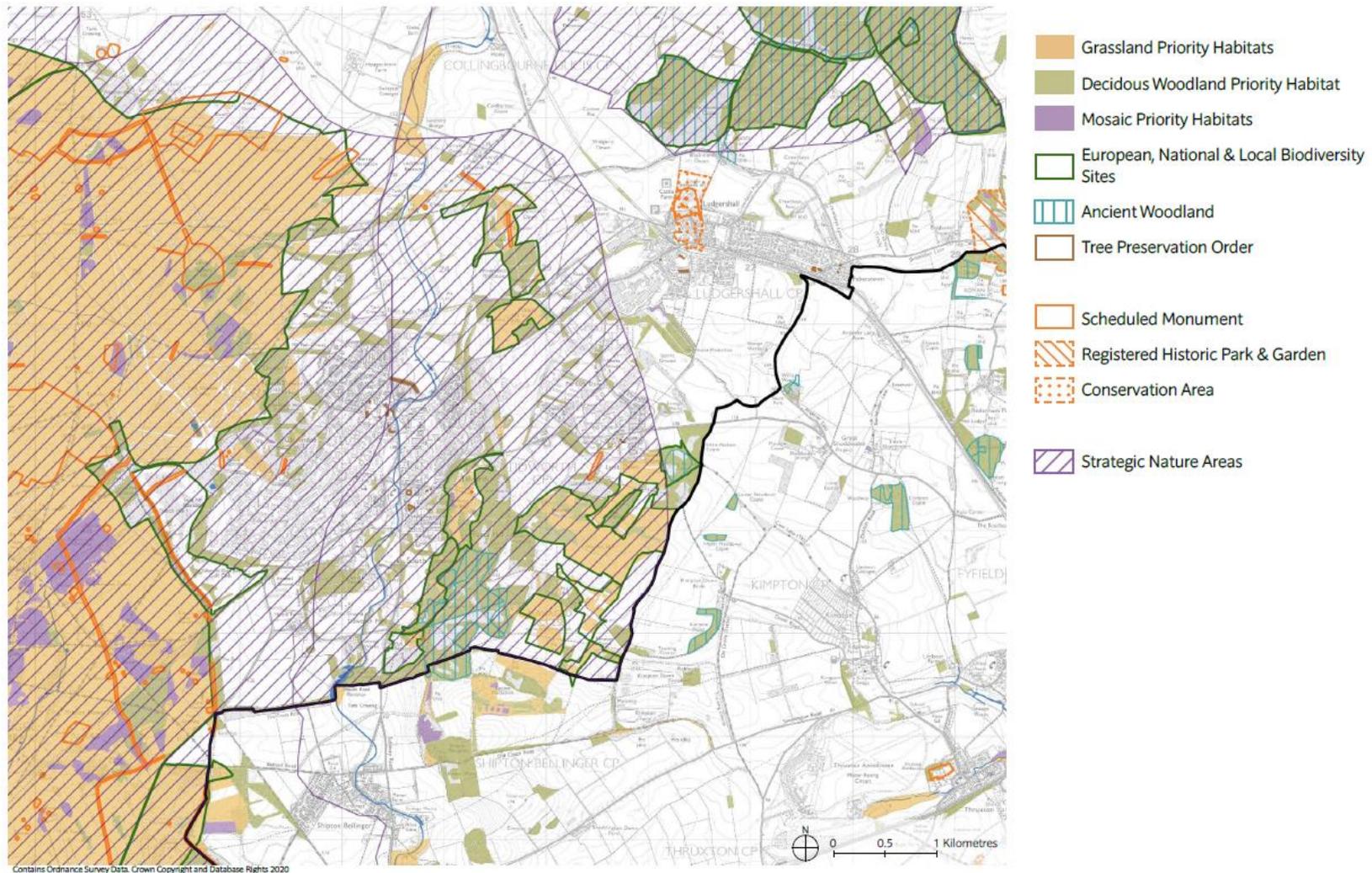


Figure 3 Map showing Tidworth and Ludgershall Green and Blue Infrastructure Assets in relation to Biodiversity and Heritage.

(These are draft plans from the emerging Green and Blue Infrastructure Strategy and may change)