

4. Housing delivery strategy

How many homes are needed and where?

- 4.1 The WCS divides housing provision between the three HMAs. The vast proportion of housing needed over the plan period has already been built or is already committed.

Table 4.1 Housing Market Areas: Minimum to be allocated

Housing Market Area	Minimum Housing Requirement	Completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
East Wiltshire HMA	5,940	3,497 3,624	2,273 2,311	170 5
North and West Wiltshire HMA	24,740	12,603 13,025	11,566 10,606	571 1,109
South Wiltshire HMA	10,420	5,067 5,388	4,759 3,701	594 1,331

- 4.2 The figures above ***do not include windfall and*** show a minimum to be allocated **that the Plan should aim to allocate**, 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 **3** of the Plan. These settlements where allocations are justified are:

Table 4.2 Higher Tier Settlements where allocations were made

Housing Market Area	Principal Settlement, Market Towns and Local Service Centres
East Wiltshire HMA	Tidworth and Ludgershall Market Lavington
North and West Wiltshire HMA	Trowbridge Warminster
South Wiltshire HMA	Salisbury Amesbury, Bulford and Durrington

- 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:

Table 4.3 Community Areas where allocations were made at Large Villages

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

How were sites selected?

- 4.6 A separate topic paper explains the Council's approach to site selection⁽¹⁰⁾.

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 WCS. 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)⁽¹¹⁾. Within areas of search the SHLAA provides a pool of land opportunities for possible housing development. **Since the publication of the SHLAA other sites have been promoted to the Council through the consultation on the draft Plan, which would be considered through future updates to the SHLAA, now referred to as the Strategic Housing and Employment Land Availability Assessment (SHELAA). Such sites can also be regarded as SHLAA sites for site assessment purposes.**
- 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.

10 Topic Paper 2: Site Selection Process Methodology, Wiltshire Council (June 2017)

11 Strategic Housing and Economic Land Availability Assessment, Wiltshire Council, (at 1 January 2017)

- 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 capacity to accommodate housing 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.

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 SA framework.

- 4.19** The SA 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 HMA 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. The 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 SA 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

Table 4.4 East Wiltshire Housing Market Area - Summary of allocations

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 ⁽¹²⁾

North and West Wiltshire Housing Market Area

Table 4.5 North and West Housing Market Area - Summary of allocations

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 ⁽¹³⁾
Trowbridge	613	Elm Grove Farm	200 250

¹² This total includes 109 dwellings that already have planning permission

¹³ This total includes 10 dwellings that already have planning permission

	1021	Church Lane	45
	3260	Upper Studley	20 45
	298	Land off the A363 at White Horse Business Park	150 225
	3565	Southwick Court	180
	297/ 263	Elizabeth Way	205 355
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 35

South Wiltshire Housing Market Area

Table 4.6 South Housing Market Area - Summary of allocations

Settlement	SHLAA reference	Site Name	Approximate dwellings
Durrington	3154/ S98	Clover Lane	45 ⁽¹⁴⁾
	3179	Land off Larkhill Road	15
Salisbury	S1028	Land at Netherhampton Road	640
	S61	Land at Hilltop Way	10
	S1027	North of Netherhampton Road	100
	3272	Rowbarrow	100
	<u>OM003</u>	<u>The Yard</u>	<u>14</u>

4.29 The 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:

14 This total includes approximately 15 dwellings that already have planning permission

Table 4.7 HMA housing land supply 2006-2026

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 3,624	2,273 2,311	811 823	241	6,822 6,997	882 1,057
North and West Wiltshire	24,740	12,603 13,025	11,566 10,606	2,086 2,209	1,195 1,395	27,450 27,235	2,710 2,495
South Wiltshire	10,420	5,067 5,388	4,759 3,701	736 743	795 804	11,357 10,636	937 216

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 that supply exceeds the five year requirement through to the end of the plan period for all years except **one four** in the South Wiltshire HMA and **well before by** then additional allocations will be included within the review of the WCS.

Table 4.8 HMA Five year land supply estimates 2017-2026

HMA	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
East Wiltshire	9.18 8.77	9.11 9.07	9.75 9.95	12.20 11.21	22.44 16.33	20.18 17.13	14.01 15.45	9.81 14.24	7.45 9.83
North and West Wiltshire	7.15 6.24	7.54 6.80	7.64 7.01	7.54 7.07	7.85 7.19	7.92 7.24	7.48 7.13	6.54 6.60	5.30 5.74
South Wiltshire	6.09 5.70	6.30 5.95	6.43 5.75	6.65 5.57	6.88 5.46	7.13 5.14	6.70 4.19	5.87 3.25	4.75 2.42

4.33 To be sure of maintaining a surety of supply, the annual estimates should exceed the five year requirement and buffer anticipated by national 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 WCS. 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:

Table 4.9 East Wiltshire HMA - Distribution of housing development 2006-2026

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	%Variation
Urban areas					
Devizes	2,010	1,447 1,501	689 612	2,136 2,113	6.3% 5.1%
Marlborough	680	357 397	306 304	663 701	-2.6% 3.1%
Tidworth and Ludgershall	1,750	728 767	1,109 1,177	1,836 1,944	5.0% 11.1%
TOTAL	4,440	2,532 2,665	2,103 2,093	4,635 4,758	4.4% 7.2%
Rural areas					
Devizes CA remainder	490	286 297	182 177	468 474	-4.5% -3.3%
Marlborough CA remainder	240	160 157	46 52	206 209	-14.1% -12.9%
Pewsey CA	600	426 416	179 192	605 608	0.9% 1.3%
Tidworth CA remainder	170	93 89	3 23	96 112	-43.5% -34.1%

TOTAL	1,500	965 <u>959</u>	410 <u>444</u>	1,375 <u>1,403</u>	-8.3% <u>-6.5%</u>
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- 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% +7.2%) and less on the rural settlements (-8% -6.5%).
- 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 and Netheravon^{nb}. 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⁽¹⁵⁾. These will 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 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:

Table 4.10 North and West HMA - Distribution of housing development 2006-2026

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	%Variation
Urban areas					
Bradford on Avon	595	387 <u>384</u>	212 <u>218</u>	599 <u>602</u>	1%
Calne	1,440	961 <u>1,034</u>	807 <u>847</u>	1,768 <u>1,881</u>	23% <u>31%</u>
Chippenham	4,510	1,204 <u>1,230</u>	3,819 <u>3,016</u>	5,023 <u>4,246</u>	11% <u>-6%</u>
Corsham	1,220	646 <u>597</u>	587 <u>629</u>	1,233 <u>1,226</u>	1% <u>0%</u>
Malmesbury	885	560 <u>657</u>	455 <u>385</u>	1,015 <u>1,042</u>	15% <u>18%</u>
Melksham and Bowerhill	2,240	1,370 <u>1,445</u>	1,221 <u>1,113</u>	2,591 <u>2,558</u>	16% <u>14%</u>
Royal Wootton Bassett	1,070	997 <u>1,014</u>	158 <u>140</u>	1,155 <u>1,154</u>	8%

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	%Variation
Trowbridge	6,810	2,965 3,019	2,625 2,544	5,590 5,563	-18%
Warminster	1,920	603 615	1,055 1,140	1,658 1,755	-14% -9%
Westbury	1,500	877 940	931 851	1,808 1,791	21% 19%
TOTAL	22,190	10,570 10,935	11,871 10,883	22,441 21,818	1% 2%
Rural areas					
Bradford on Avon CA remainder ¹	185	119 123	72 56	191 179	3% -3%
Calne CA remainder	165	92 96	153 171	245 267	49% 62%
Chippenham CA remainder	580	409 419	113 166	522 585	-10% 1%
Corsham CA remainder	175	255 285	96	351 381	101% 118%
Malmesbury CA remainder	510	336 340	144 210	480 550	-6% 8%
Melksham CA remainder	130	101 115	38 44	139 159	7% 22%
Royal Wootton Bassett and Cricklade CA remainder ²	385	315 305	150 177	465 482	21% 25%
Trowbridge CA remainder	165	255 256	23 32	278 288	69% 75%
Warminster CA remainder	140	90 91	53 68	143 159	2% 14%
Westbury CA remainder	115	61 60	47 46	108 106	-6% -8%
TOTAL	2,550	2,033 2,090	890 1,274	2,923 3,364	15% 24%

4.45 There are marked differences in the anticipated growth of *many of the Market Towns in the HMA (including Calne, Malmesbury, Melksham and Bowerhill 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 **and Bowerhill**, 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 **now has the potential to meet** the minimum scale of growth anticipated in the WCS by **delivery of** 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 **as well as other significant permissions at the town.**
- 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 **1,100** dwellings. Nevertheless, housing development at Trowbridge will fall short of the WCS indicative level of 6,810 dwellings by around ~~4,220~~ **1,247**.
- 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. ~~4,600~~ **1,350** dwellings will be built on this site in the plan period and a further ~~4,000~~ **1,250** post 2026; rather than first envisaged that the whole of the allocation would have been completed in the plan period. This **broadly equates** can be seen to account for ~~1,000~~ of the ~~4,220~~ **1,247** 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** 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.
- 4.59** 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.
- 4.60** 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 Warminster 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.
- 4.61** 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.

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.

Table 4.11 South Wiltshire HMA - Distribution of housing development 2006-2026

Area	Indicative requirement 2006-2026	Completions 2006-2017	Developable commitments 2017-2026	TOTAL	%Variation
Urban areas					
Amesbury, Bulford and Durrington	2440	1,311 1,446	1,101 873	2412 2,319	-1% -5%
Salisbury	6,060	2,273 2,436	3,833 2,956	6,637 5,924	10% -2%
Wilton		323 321	208 211		
TOTAL	8500	3,907 4,203	5,142 4,040	9,049 8,243	6% -3%
Rural areas					
Amesbury CA remainder	345	179 176	58 73	237 249	-31% -28%
Mere CA remainder	50	37 42	5 7	42 49	-15% -2%
Mere (LSC)	235	126 123	139 143	265 266	13%
Downton (LSC)	190	88 101	105 92	193	2%
Tisbury (LSC)	200	170 169	5 9	175 178	-12% -11%
Wilton CA remainder	255	115 123	11 14	126 137	-51% -46%
Southern Wiltshire CA remainder	425	385 389	78 98	463 487	9% 15%
Tisbury CA remainder	220	60 62	11 16	71 78	-68% -65%
TOTAL	1,920	1,160 1,185	412 452	1,572 1,637	-18% -15%

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 **provide a large source of supply** are important to ensuring there is a surety of supply to the end of the **Plan** period **to ensure** and that the City achieves the role set out in the spatial strategy: - Churchfields **Fugglestone Red** and land at Netherhampton Road. The first is a strategic site allocated in the WCS. The latter of these, **land** 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** ***One of the WCS strategic allocations, namely*** 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~~ ***beyond the current plan period of*** 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 ***Fugglestone Red*** and ***the*** 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 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.