

APPENDIX 5

Wiltshire Housing Site Allocations Plan

Topic Paper 4: Developing Plan Proposals

June 2017

Cabinet Version - Wiltshire Housing Site Allocations DPD: Topic Paper 4: Developing Plan Proposals

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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 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 individually¹. 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

¹ 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 housing² 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 co-ordinate 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 policy³. 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 period⁴ (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

² National Planning Policy Framework (NPPF), paragraph 47, DCLG, (Mar 2012)

³ 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).

⁴ 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 1st 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 HLSS⁵. 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 below⁶.

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

⁵ 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.

⁶ 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..."⁷

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 ..."⁸

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.

⁷ National Planning Policy Framework, DCLG, March 2012 para 183

⁸ 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
EAST WILTSHIRE HMA TOTAL	5,940
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 ⁹	385
Royal Wootton Bassett and Cricklade CA ⁵ 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
NORTH & WEST WILTSHIRE HMA TOTAL	24,740
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
SOUTH WILTSHIRE HMA TOTAL	10,420

Figure 6: Community Area Indicative Requirements

3.6 Paragraph 4.30 of the WCS makes clear however that:

⁹ 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 2¹⁰. 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

¹⁰ 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 overall¹¹. 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 needs¹². 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

¹¹ See Topic Paper 3: Housing Land Supply

¹² 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 ¹³

Figure 9: East Wiltshire HMA - Plan allocations¹⁴

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 land¹⁵ (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

¹³ This total includes 109 dwellings that already have planning permission

¹⁴ For further information about individual Plan allocations refer to the relevant Community Area Topic Papers

¹⁵ 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

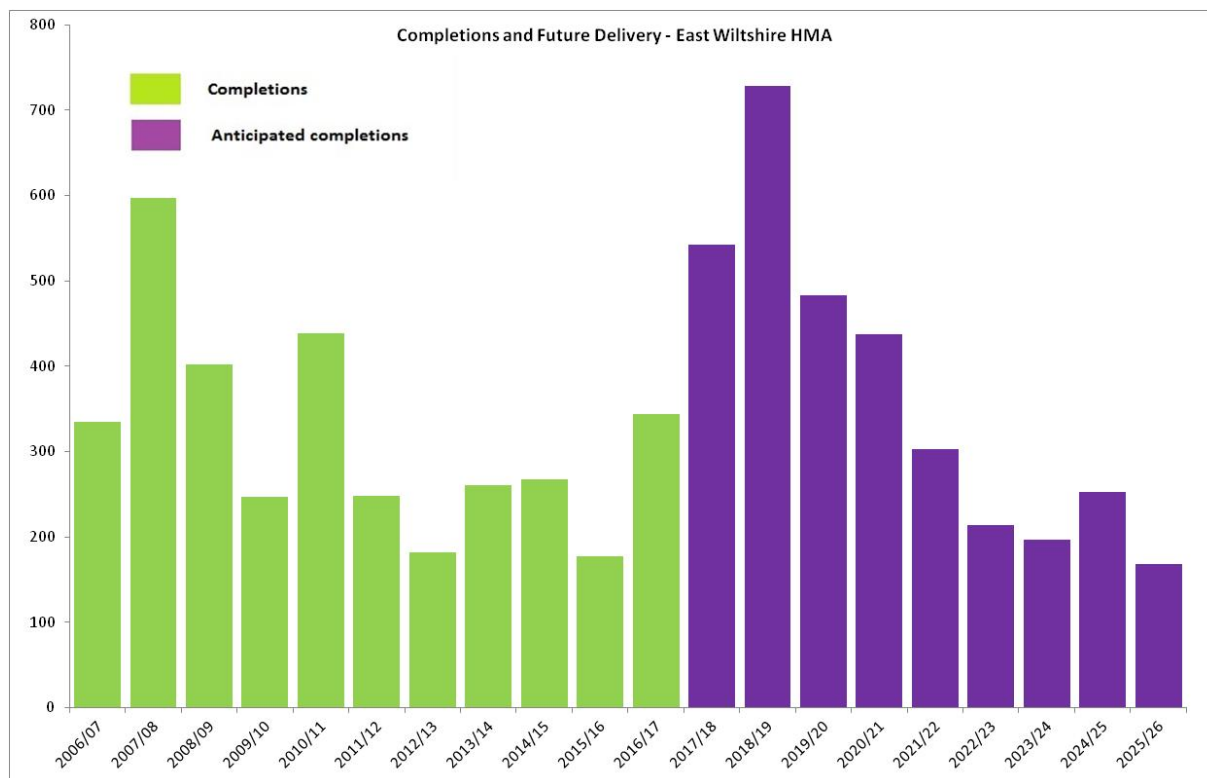


Figure 13: Completions and Future Delivery - East Wiltshire HMA

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 allocations¹⁶ 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>

¹⁶ 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	There has been no backlog of housing development in the HMA.

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
Urban areas					
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%
TOTAL	4,440	2,532	2,103	4,635	4.4%
Rural areas					
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%
TOTAL	1,500	965	410	1,375	-8.3%

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^[1]. 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.

^[1]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 Villages¹⁷ 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 Strategies¹⁸.
- 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

¹⁷ 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.

¹⁸ 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 ¹⁹
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.

¹⁹ 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

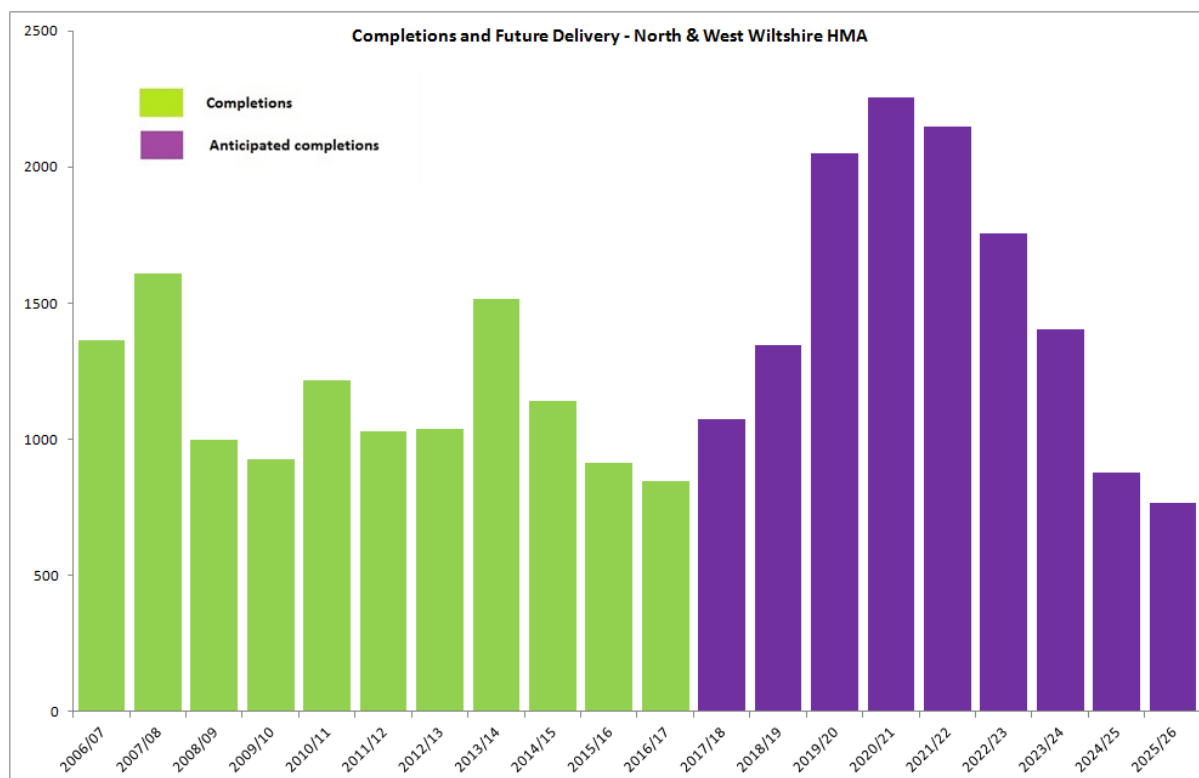


Figure 21: Completions and Future Delivery - North and West Wiltshire HMA

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 period²⁰.</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.

²⁰ 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
Urban areas					
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%
TOTAL	22,190	10,570	11,871	22,441	1%
Rural areas					
Bradford on Avon CA remainder ¹	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 ²	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%
TOTAL	2,550	2,033	890	2,923	15%

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 annum²¹ 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.

²¹ 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 Strategies²² 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:

²² 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 ²³	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

²³ 100 dwellings at Netherhampton Road are expected to be built 2026/27 outside the plan period.

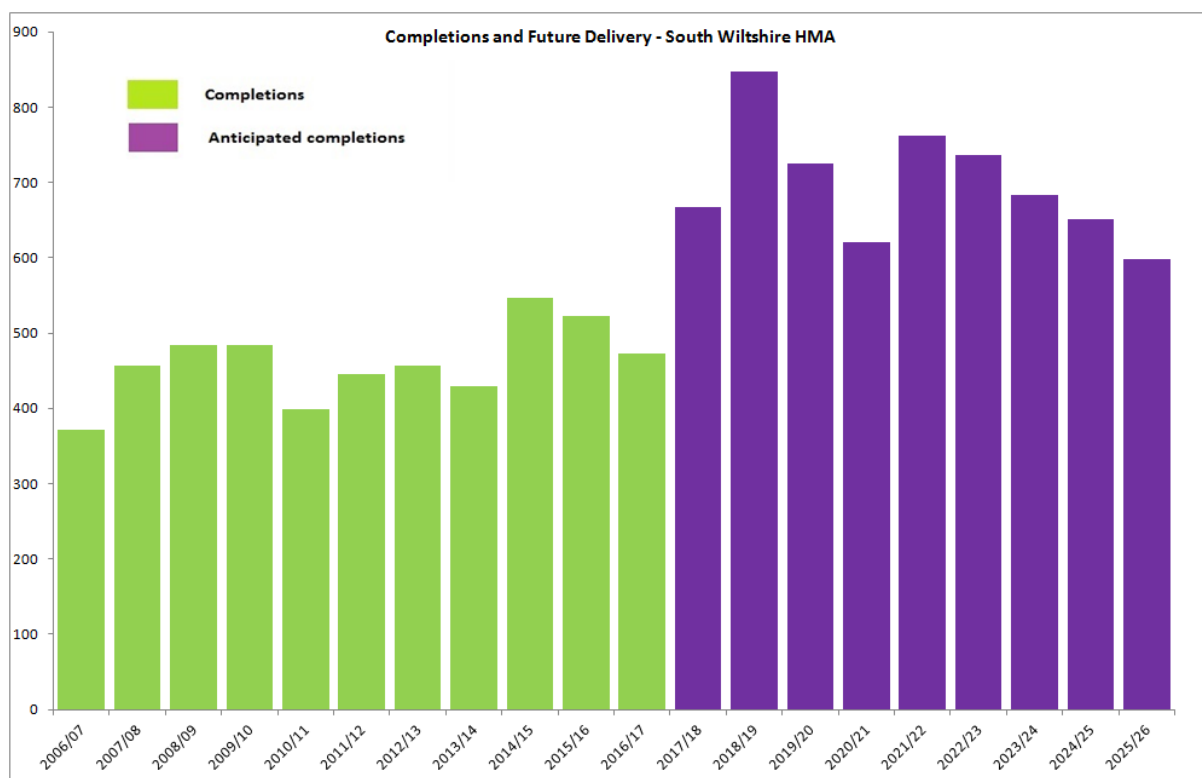


Figure 29: Completions and Future Delivery - South Wiltshire HMA

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 dwellings²⁴. 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 commence²⁵.</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>

²⁴ Churchfields and Netherhampton Road, Salisbury and King's Gate, Amesbury

²⁵ 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	There is no serious backlog of housing development accruing over the plan period. 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.

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
Urban areas					
Amesbury, Bulford and Durrington	2440	1,311	1,101	2412	-1%
Salisbury	6,060	2,273	3,833	6,637	10%
Wilton		323	208		
TOTAL	8700	3,907	5,142	9,049	6%
Rural areas					
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%
TOTAL	1,920	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

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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.

