Working towards a Core Strategy for Wiltshire

Topic paper 13: Military issues

Wiltshire Core Strategy
Consultation January 2012

Wiltshire Council
Where everybody matters

This paper is one of 16 topic papers, listed below, which form part of the evidence base in support of the emerging Wiltshire Core Strategy. These topic papers have been produced in order to present a coordinated view of some of the main evidence that has been considered in drafting the emerging Core Strategy. It is hoped that this will make it easier to understand how the council has reached its conclusions. The papers are all available from the council website:

Topic Paper

Topic Paper 1: Climate Change
Topic Paper 2: Housing
Topic Paper 3: Settlement Strategy
Topic Paper 4: Rural Signposting Tool
Topic Paper 5: Natural Environment
Topic Paper 6: Retail
Topic Paper 7: Economy
Topic Paper 8: Infrastructure and Planning Obligations
Topic Paper 9: Built and Historic Environment
Topic Paper 10: Transport
Topic Paper 11: Green Infrastructure
Topic Paper 12: Site Selection Process
Topic Paper 13: Military Issues
Topic Paper 14: Building Resilient Communities
Topic Paper 15: Housing Requirement Technical Paper
Topic Paper 16: Gypsy and Travellers

Topic Paper 13 - Military Issues

Core Strategy Topic Paper 13
Military Issues

Contents

Topic Paper 13 - Military Issues

1.0 Introduction

1.1 This topic paper sets out the council's approach towards the military in Wiltshire. In particular, there is a focus on how best to address the changing nature of military deployment throughout Wiltshire and to understand the challenges and opportunities this brings. The main aims for the Military Topic Paper and in turn the Core Strategy in regard to the military is to:

- Facilitate the delivery of activities arising from military changes in Wiltshire with positive economic, environmental and social impacts whilst mitigating any negative consequences
- To positively influence and inform military estate management and investment to achieve the greatest positive impact for Wiltshire
- To ensure investment into communities with significant military presence enhances the sustainability of those communities

1.2 A number of studies and programmes have quantified the impact of the military on economic, social and environmental aspects of life in Wiltshire. In recent years the military has been subject to a period of intense review with successive Governments setting out a series of measures and policy changes that have long term implications for defence operations and facilities, military personnel and families, dependants and veterans will continue to have a significant direct impact on the military presence in Wiltshire.

1.3 Military personnel make up some 3% of the total population of Wiltshire. Including personnel and dependants an estimated 30,000 people are thought to be living in Wiltshire. The distribution of the military related populations is inconsistent across Wiltshire where a number of wards have a military population of over 20%. This is most pronounced around Salisbury Plain, where the Headquarters 43 (Wessex) Brigade is based due to the extensive training area on the plain. The wards of Tidworth, Bulford, Durrington, Upavon and Warminster East all include significant military populations, peaking at 75% in Tidworth.

1.4 The nature of military deployment in Wiltshire is undergoing substantial changes. Major new developments are being planned and built at a number of locations across the county. However, in general the changes can be described as a rationalisation of facilities and in some cases personnel. The development of the Salisbury Plain Super Garrison is likely to see a significant increase in military personnel and their dependants in the south eastern area of Wiltshire and will bring an increasing stability to military life. In the northern parts of Wiltshire the effects of the closure and/or potential re-use of RAF Lyneham, and a number of other facilities and installations, is as yet unknown and will provide a series of challenges and land use issues within this plan period.

1.5 This paper outlines the response of the Core Strategy in terms of planning policy around the military in Wiltshire. To begin the paper briefly outlines the nature of military sites across the county, the current information about changes to the military estate across Wiltshire, and the proposed policy to support the economic well-being of the county which is reliant on the military presence. It is important to note that the work summarised in this topic paper is merely a snap shot of the work undertaken across the county as part of the Military Civilian Integration Programme. Details about this work can found in section 3.

2.0 National and Regional, Regulations and Policy

2.1 Section 2 reviews national and regional policy documents that have relevance to planning policy in terms of the military communities in Wiltshire. Significantly there is an absence of specific planning guidance that deals exclusively with military issues. However, there are a number of policies that have an impact on the approach taken to military influenced policies in this core strategy. The section also includes some discussion on the draft National Planning Policy Framework and the implications of this document on the military policy.

National Planning Policies

2.2 National planning policy statements form the framework within which local authorities prepare their own planning policy documents. There are number of documents that cover a range of planning matters. In terms of this topic paper, the most relevant national policies are those that are concerned with the re-use of land and sustainable communities. Further detail about national policy can be found at Department of Communities and Local Government website (http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/).

Planning Policy Statement 1 (PPS) – Delivering Sustainable Development
2.3 PPS1 sets out policies for delivering sustainable development. The Government considers sustainable development to be the fundamental principle for planning.

2.4 The statement sets out a number of key principles to plan for sustainable development. They include social cohesion and inclusion, protection and enhancement of the environment, and sustainable economic development. Local planning authorities must address social inequalities by ensuring good access to jobs, retail, education leisure and other facilities. The locations and patterns of military populations have caused some issues of inequality. For example employment rates among the military population are on average lower than non-military populations and military areas often score poorly on Indices of Mass Deprivation (IMD). While some of these perceived social inequalities are sometimes simply a consequence of the differences between military and civilian lifestyles, other issues such as access to employment may become more influential of the well being of military influenced communities through changes in military lifestyles.

2.5 Sustainable economic development also recognises that the need for decent and affordable homes should be recognised as a key part of any sustainable development. PPS1 also highlights the importance of environmental protection on the quality of life and summarises the economic benefits this can bring to communities. Paragraph 23 makes explicit reference to the recognition that all local economies are subject to change and instructs planning authorities to be 'sensitive to these changes and the implications for development and growth'. Overall the issue of sustainable development is seen as crucial to planning policy and a fundamental in delivering successful communities. The implications and assessments of these issues have been examined by a number of the studies and projects outlined in section 3.

2

Planning Policy Statement 3 – Housing (2008)

2.6 PPS3 sets out the government's policies for housing. The government's key objective for housing is to ensure everyone has the opportunity to live in a decent home that they can afford and is in a community in which they want to live. The Government's approach to achieving this revolves around providing a choice of decent homes and promoting these policies effectively ensuring the resulting economic, environmental and social well-being of local communities.

2.7 PPS3 promotes a flexible, responsive supply of land that makes efficient and effective use of land, including the re-use of previously developed land (PDL). The re-use of PDL is particularly important to this paper with policy stating that effective use of land means:

'Re-use should be made of land that has been previously developed. The national annual target is that 60% of new housing should be provided on previously developed land. Local policy should also include a previously developed land target and trajectory'

2.8 Effective re-use of military land will give the opportunity for the predominantly rural area of Wiltshire to attempt to achieve the 60% target and afford the military communities and wide local communities a range and choice of affordable housing.

Planning Policy Statement 4 - Sustainable Economic Development (2010)

2.9 PPS4 describes economic development as that within the B Use Classes, public and community use and main town centre uses. The principles of PPS4 set out the overarching objective as sustainable economic development. Planning is expected to help achieve sustainable economic growth by contributing to prosperous communities that reduce regional disparities.

2.10 In terms of this paper again the most appropriate policy deals with the most efficient and effective use of land. The prioritisation of previously developed land (PDL) which is suitable for re-use, subject to the specific policy requirements of PPS4 in terms of town centres, should be set out in planning policy.

2.11 PPS4 also includes policies on existing sites that no longer have the prospect of economic use. It is considered that if there is no reasonable prospect of a site being used for the allocated economic use, the allocation should not be retained, and wider economic uses or alternative uses should be considered.

National Planning Policy Framework

2.12 The Government published a draft National Planning Policy Framework in July 2011 the aim of which was to simplify planning policy at national and consolidate the various planning policy document into one document. The document makes explicit reference to the MoD in the document:

'Defence and National Security
33. Local planning authorities should work with the Ministry of Defence's Strategic Planning Team to ensure that they have and take into account the most up-to-date information about defence and security needs in their area.'

Regional Planning Policy

Wiltshire and Swindon Structure Plan 2016 (2006)

2.13   Regional policy is covered by the Wiltshire and Swindon Structure Plan 2016, adopted 2006. The Structure Plan sets out the long term strategy for development within the county over a 15 year period to 2016. It deals with issues such as the scale, pattern and broad location of housing and employment development across Swindon and Wiltshire, including the protection of the built and natural environment. It also sets transport priorities and incorporates policies relating to tourism and renewable energy.

2.14   The Structure Plan highlights, as national policy, that priority will be given to development on previously developed land. Policy DP9 looks for priority to be given to PDL within or adjoining settlements and encourages appropriate re-use of PDL in the open countryside.

2.15   The structure plan also has two specific policies related to re-use of military land in the countryside. Policy C4 is concerned with the protection of the natural environment, archaeology and landscape features of the Salisbury Plain. Development for military training purposes should provide for continued protection and should, as far as possible, safeguard the interests of local communities.

2.16   Policy RTL7 looks to the retention and re-use of MoD airfields for general aviation purposes. Again, new development at such airfields should take account of the distribution of existing facilities and the environmental impacts, particularly on local residential amenity.

2.17   The majority of the policies in the Structure Plan will be replaced by the Wiltshire Core Strategy upon adoption. A full schedule of the policies that will be replaced will accompany the Core Strategy.

South West Regional Spatial Strategy

2.18   Regional Planning Guidance (RPG) 10 for the south west which also covered the period to 2016, was due to be replaced by the new South West Regional Spatial Strategy (RSS).

2.19   In July 2010, the new Coalition Government revoked Regional Strategies with immediate effect and abolished the regional planning tier. However subsequent High court decisions have reinstated Regional Spatial Strategies for a temporary period and the RSS remains a material consideration in determining planning applications. The Localism Bill (December 2010) nonetheless sets out the government's clear intention to remove the regional planning tier.

Regional Economic Strategy for the South West 2006-2015

2.20   The South West Regional Economic Strategy (SWRES) recognises that MOD makes a significant contribution to the regional economy. The strategy estimates that the contribution of direct spending of the MOD in the South West is in excess of £3 billion per year and represents some 20,00 full time jobs.

2.21   The strategy recognises that at a local level, the MOD has a major role to play in the economy particularly in rural areas where other sectors are less well developed. The SWRES Progress Report 2007/8 comments on emerging plans for the reuse of the Devonport Naval Base dockyards as a marine science park as part of the Programme Roundel rationalisation exercise as an example of

4

good practice. The strategy recognises that in addition to supporting the local economy, the MOD also contributes towards the social fabric of local communities.

North Wiltshire Local Plan 2011

2.22   The Local Plan contains a specific policy relating to development on Ministry of Defence (MOD) land. Policy NE20 applies to the re-use of military establishments in the countryside. It states that, subject to meeting a number of criteria, the redevelopment, conversion and/or change of use of existing or former ministry of defence establishments to business, industrial or storage use (B1, B2 and B8), hotel (C1), non-residential institution (D1), or assembly and leisure uses (D2) will be permitted. The full policy text is included in the section on learning from experience and best practice.

Military Specific Policy Documents

Strategic Defence and Security Review (2010)

2.23   The government published its Strategic Defence and Security Review (SDSR), which sets out how it will deliver the priorities identified in the National Security Strategy, on 19 October 2010. 'Securing Britain in an Age of Uncertainty: The Strategic Defence and Security Review' details how our Armed Forces will be reshaped to tackle emerging and future threats.

2.24   The review also coincided with the government's budget deficit reduction plan. The MoD has had to prepare for a budget reduction, alongside the majority of government departments. The final figure for this reduction is still under scrutiny but it is likely to be some 8% in real terms over the next four years. Ultimately, all three services (Army, Navy & Royal Air Force) will see cuts in staff and services.

2.25   The exact detail of how this will affect military deployment in Wiltshire is as yet not known. It is likely though that further reductions are possible and this may see more sites and facilities moving out of military use. The decision to withdrawal the British Army presence in Germany gradually up to 2020 has potential ramifications in both the short and long term for Wiltshire.

Service Personnel Command Paper (2008)

2.26   "The Nation's Commitment: Cross Government Support to our Armed Forces, their families and Veterans", often referred to as the 'SPCP' was published in July 2008. This is a cross-government strategy that outlines plans to improve the level of support given to service personnel, their families and veterans.

2.27   In essence, those who serve must not be disadvantaged by virtue of what they do, and this sometimes calls for special treatment. The Paper sets out 47 specific commitments to achieve this. In the 2009 annual progressing monitoring report 15 of these had been fully completed during the period up to the end of July 2009 with an additional 6 completed in some geographical areas.

2.28   The issue of service leavers has been identified and examined in Wiltshire previously. The skills and expertise of service leavers has long been seen as area of potential economic benefit for Wiltshire and also an opportunity to address perceived community issues at military dominated communities in Wiltshire. This issue has been examined by other projects commissioned by Wiltshire Council (see links to other strategies)

Army Living Paper

2.29   This paper seeks to establish the principles that will underpin an Army Living Strategy (ALS) in order to allow the development of coherent personnel and infrastructure strategies, policies and plans. The ALS's 'End State' is to attract and retain quality people by offering them opportunity to exercise genuine choice about the way they live.

2.30   The paper is part of the response not only to SPCP paper but also the changing nature of military deployment, options for careers and concepts of extended lifestyle choices. One of the key principles that has been identified is the conceptual changes from supporting mobility and penalising stability, to supporting stability and compensating for mobility. This is likely to see more permanent communities in relation to the Salisbury Plain Super Garrison.

2.31   These changes are a direct response that recognises group cohesion and embraces societal change to offer individual choice, the idea being that those personnel and their families will be offered genuine choice in attempt to stabilise communities and reduce the impact, and frequency, of moves.

2.32   This is likely to have a significant effect in Wiltshire. The military will investigate financial options that can enable home occupation and help individuals with financial security. The range of options will include innovative ownership schemes that potentially combine the need for military accommodation in settlement alongside private purchase schemes. Ultimately the paper concludes that the provision of affordable accommodation is inextricably linked to sustaining operational effectiveness. Reducing movement will result in reduced demand, and the provision of accommodation to reflect societal norms is necessary to help military communities and the civilian communities wher they are based.

3.0 Links to other strategies

3.1 This section looks at a number of other documents and strategies that have helped inform policy on military issues. In particular it provides a number of links to the work undertaken by Military Civilian Integration (MCI) programme.

Military Civilian Integration Programme

3.2 A history of the MCI project can be found on the Wiltshire Council website at: http://www.wiltshire.gov.uk/communityandliving/militarycivilianintegrationprogramme.htm. Although there is an awareness of military changes taking place, Wiltshire Council and partners need to quantify what this means in terms of infrastructure, services and economic activity in the county. The MCI Programme was set up in 2007 to shape and positively influence these changes, where possible.

The Programme has five main objectives:
- To identify the changing military 'footprint' in the county
- To quantify the economic contribution of the military to the county, and the South West region
- To enable the realignment of service provision to meet the changing needs of the military and their dependants

- To spot opportunities for regeneration and building sustainable communities in the Salisbury Plain area
- To ensure the county continues to remain an attractive location for long-term investment by the MoD

3.3 A consortium led by Wiltshire Council and Headquarters 43 (Wessex) Brigade is delivering the MCI Programme. The Sponsoring Group, which meets about every 6 weeks, provides strategic direction and guidance to the MCI Programme Manager. The programme has commissioned a number of documents and studies that have looked at the influence of the military, and these have shaped the approach of this Core Strategy and a number of other strategies and plans being prepared and delivered across Wiltshire

Military Presence and Economic Significant in the South West (2009)

3.4 The South West of England Regional Development Agency (SWRDA) commissioned Wiltshire Council to undertake research to strengthen the evidence base on the military presence in the region. In particular, this report looked at the future of various military sites in the region, including a number in Wiltshire, and attempted to understand what effect the proposed changes would have. The second issue examined in detail was that of service leavers. The report looks at how local businesses could access the skills and experience of military and the scale of additional labour force this could provide.

3.5 This research informs local and regional policy, so that the economic potential of the military presence in the region is better understood and can be fully harnessed over the medium to long-term. The Military Presence and Economic Significance in the South West Region report was published in March 2009.

Envisioning the Future (2009)

3.6 This report was written by Wiltshire Council on behalf of the MCI programme. It offers more detailed information about the military presence and the expected changes that are to take place in Wiltshire. It was designed to help inform council policy and relevant service delivery plans and actions.

3.7 It also provides a comprehensive assessment of the military presence in the county and identifies current issues that exist in local communities where there is a military presence. The report begins by describing the distribution of the military presence and the changes in Wiltshire. The report then goes on to study the effects of the Service Personnel Command Paper and finally looks at a range of issues and opportunities across a whole range of services and subjects. The report was published in July 2009.

Salisbury Plain Sustainable Communities Project (2011)

3.8 This project was commissioned by Wiltshire Council on behalf of Plain Action, the Homes and Community Agency and the South West Regional Development Agency. The purpose of the project was to improve understanding of the dynamics of existing communities (specifically military dominated settlements of Bulford, Larkhill, Ludgershall, Tidworth and Warminster) including the impacts of the proposed changes to these settlements as a result of the Super Garrison development, Core Strategy and any other documents and plans.

3.9 This report then investigated how planned investment in the area could be used as a catalyst to enhance the sustainability of these communities. The report used a BREAAM model of sustainable communities to assess the how the communities function and look at the strengths and weaknesses of each

7

community and identify areas and options that could help improve those communities. These proposed improvements have taken the form of a number of detailed recommendations, from simple measures that can be implemented relatively easily to long term growth projections and detailed recommendations of what can be achieved through greater populations and ideas of a 'critical mass'. This report was finalised in April 2011.

Impact of the Military on the Agricultural Sector in Wiltshire (2008)

3.10   This study of the impact of the military on the agricultural sector in Wiltshire was commissioned by Wiltshire County Council as part of the MCI Programme. The study looked at whether the continuing military presence was likely to affect the agricultural sector, identify whether there are related impacts on access to the countryside and identified other impacts/limitations on other landbased industries including leisure, equine environmental and forestry, as a result of current and future activity.

3.11   The study was completed by late April 2008 using desktop and web based research and interviews. In simple terms the study concluded that the impact of the military is likely to be limited, although it does concede that there was limited information about the training needs on the Salisbury Plain.

Defence Estates Disposals Pilot Study – Wiltshire (ongoing) by English Heritage

3.12   This project is designed to test a methodology that might be used in a proposed nationwide assessment of military sites being disposed. In many instances, due to their closed and secretive nature, the historical significance of military sites is not well understood, and many are inadequately recorded in national and local heritage databases. This study will create basic records and succinct assessments of selected disposal sites in Wiltshire, improving our understanding of their character and significance.

4.0 Collation of evidence

4.1 This section looks at the military in Wiltshire. The majority of this evidence has been taken directly from the documents described in the previous section. This section therefore is a snap shot of the facts, plans and developments that are shaping the future of the military in Wiltshire. The map below is taken from Defence Estates South West Development Plan 2008. It shows military sites across the south west. Sites that have been identified as core sites were likely to remain operational until at least 2030, and retained sites were identified as likely to remain operational until 2012 to 2017.

4.2 A list of sites in Wiltshire can be found in appendix 1. There are currently around 15,000 military personnel and estimated to be over 16,000 dependants based in Wiltshire. The importance and economic impact of these communities have been thoroughly examined in the 'Envisioning the Future' paper and some sections of these communities have been subject to detailed examination as part of the 'Salisbury Plain Sustainable Communities' study.

4.3 For the purposes of this paper a description of the likely key changes to the military estate is included to provide some context and understanding to the policy options pursued. These changes are likely to impact predominantly on the Amesbury, Chippenham, Corsham, Salisbury, Tidworth, and Wilton Community Areas

Salisbury Plain Super Garrison

4.4 The most important development is the Salisbury Plain Super Garrison. The development of a Salisbury Plain Super Garrison forms part of the MOD's policy to 'rebalance' the defence estate and try to create better more permanent sustainable communities. This is likely to see at least 2,000 service personnel, but potentially up to 5,000 personnel, move into the Salisbury Plain area.

4.5 A key part of the Salisbury Plain Super Garrison is Project Allenby/Connaught. This project has been established to develop the Army estate in and around Salisbury Plain alongside the army HQ in Aldershot. It comprises an £8 million estates/services Private Finance Initiative (PFI) with the 35 yr contract awarded to Aspire Defence Ltd. The construction is replacing large numbers of Single Living Accommodation blocks and also supplying mess and leisure/community facilities. Construction is occurring across a number of Salisbury Plain sites, including Tidworth, Bulford, Larkhill, Warminster and Perham Down.

4.6 The Salisbury Plain Super Garrison is the 'core' project within the programme and focuses on the plans for the future MoD use of the Salisbury Plain Training Area. There will be significant investment in infrastructure and increases in the number of soldiers based in the county from now onwards. Super Garrisons are also being developed in Aldershot, Catterick and Colchester.

4.7 The table below sets out the likely effects of the Salisbury Plain Super garrison on each of the main settlements where the garrison is located.

Settlement	Military Policy (as set in Defence Estate Plan for the South west)	Potential Impact on the settlement
Bulford & Larkhill	Is a Core Site which will be promoted through the LDF process to accommodate the redevelopment of existing, and increase in numbers, of SFA to meet current housing standards and requirements	Bulford - 70 new buildings, 20 refurbishments and 80 building demolitions *(2007 – 2014)* Larkhill - 20 new buildings, 30 refurbishments and 20 building demolitions *(2008 – 2012)* New Single Living Accommodation (barracks) *(ongoing)* Around 135 new Service Family Accommodation (married quarters) to be provided in Bulford *(2013/2014)* – demolition of 125 houses at the Canadian Estate and 260 new houses to be built. Around 300 rental properties to be acquired from the civilian market *(2008/09 - 2014/15)*, with a

		number located in the Amesbury Community Area
Netheravon	The hutted camp is a Retained Site with a significant number of listed buildings. The camp is a possible future site for Project BORONA relocations from Germany. Any redevelopment or re-use of the site shall seek to conserve or enhance the character and setting of the listed buildings.	There are no new planned buildings or accommodation in Netheravon.
Tidworth	The majority of defence sites in Tidworth are Core Sites. Tidworth is one of the most important sites in the SW for defence purposes. This location will be promoted through the LDF process as a location for significant military growth	110 new buildings, 40 refurbishments and 140 building demolitions *(2006 – 2014)* New Single Living Accommodation (barracks) *(ongoing)* Around 350 new Service Family Accommodation (married quarters) proposed at Area 19 / Deans Close in Tidworth *(2013/2014)*
Warminster	To maintain as a conglomeration of Core Sites Battlesbury Bks, Harman Lines and Training Centre) closely linked with the Defence Training Estate and Imber ranges. As an isolated site separated from core areas by a railway line, Battlesbury Bks has been identified by DE as a long term disposal opportunity.	The Warminster Garrison is being redeveloped as part of the Project Allenby Connaught PFI, including the provision of new modern single living accommodation However, it is not anticipated that this redevelopment will bring about a significant increase in the number of military personnel based within the Community Area.

Rationalisation and closure of sites in The North

4.8 The majority of the military sites in the north are subject a program of rationalisation as the facilities move out of military use. A number of development sites have come forward over recent years and release and disposal of further sites will take place over the plan period. The main sites currently part of the disposal program are at Lyneham and Corsham.

4.9 **RAF Lyneham** - The RAF have withdrawn from Lyneham. All personnel and functions will be transferring to RAF Brize Norton in Oxfordshire and closure is programmed for 2012. In July 2011 the MoD announced plans to move military technical training to the base.

4.10 **Corsham** – Corsham Development Project is a Private Finance Initiative (PFI) project that will rationalise a number of existing sites at Corsham to a single communications centre. This state of the art facility is now operational and a number of sites have moved into the MoD disposal program. The PFI agreement at Basil Hill will also undertake the management of the Corsham underground, a 100ha mining area including significant MoD facilities. The Basil Hill site totals 63 hectares and is being redeveloped for DE&S Information Systems with the provision of new offices, operational, technical and single living accommodation and messes.

4.11 The Corsham development project has led to the identification of a number of sites around Corsham that are now in the MoD's disposal process. These sites at

11

Copenacre and Rudloe have been subject to ongoing discussions. The redevelopment of these sites has been identified as crucial to the spatial strategy for the Corsham area. The final site in Corsham is the Computer Centre which is a small 0.8 ha site east of, and separated from, Basil Hill and will continue to be used going forward.

4.12   An analysis of the Lyneham, Copenacre and Rudloe sites that are designated for disposal appears in the challenges section.

Other Sites in Wiltshire

4.13   **Keevil Airfield –** Keevil is a former RAF airfield (236 ha) between Devizes and Westbury. It will continue to be used for military training in conjunction with Salisbury Plain Training Area. It is a Core site and as such not likely to be subject to change over the plan period.

4.14   **Buckley Barracks, Hullavington** - The whole 263 hectare site is a conservation area with more than 20 of the 1930s buildings being Grade II listed or marked as significant. The site is a retained site so could be deemed surplus in the plan period. However, indications about its future use depend on the eventual use of Lyneham. Should the site be declared surplus and re-developed, any reuse of the buildings shall preserve or enhance their character and setting. This is a large constraint on the use and operations of the buildings, although it also provides an opportunity to protect and enhance Wiltshire's built heritage.

4.15   **Corsham Computer Centre -** The Corsham Computer Centre (CCC) is a small site with ground facilities and installations giving access to subterranean spaces used for defense, communications, media and most recently data storage. CCC is by and large a communications facility for UK defence operations.
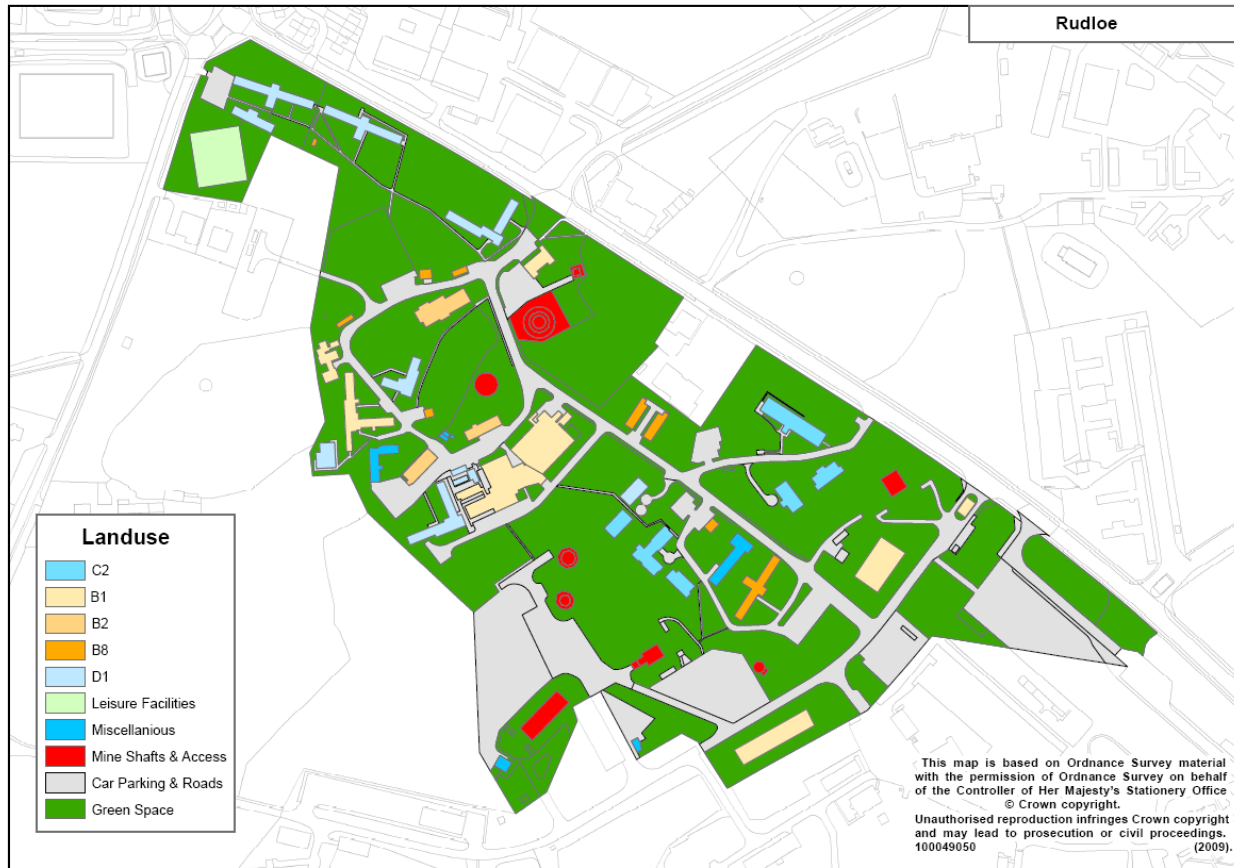
4.16   **HQ Land Forces Relocation at Wilton** - HQ Land Forces Relocation (Project HYPERION). Following the merger of HQ Land and the Adjutant General's HQ staff the new HQ Land Forces have moved to the current DE&S site at Andover. The site is now vacant, and the site is a strategic site within the South Wiltshire Core Strategy. The objectives are to develop around 450 new homes and a minimum of 3 hectares of employment land to provide a minimum of 1200 jobs, to match those that will be lost due to the military site closing. The development should be of a high quality which delivers an appropriate sense of place in accordance with the south Wiltshire design guide 'Creating Places' in a sustainable location close to Wilton. It should be carried out in a manner which compliments the existing community and makes a significant contribution to meeting local housing needs in south Wiltshire, whilst improving the number and range of jobs available in the local area. Specific issues to be addressed are:

- To replace the employment opportunities lost by the MOD relocation to Andover
- Replacing the contribution the MOD jobs make to keep existing shops and services in Wilton town centre viable.
- Strategic gap to ensure Wilton retains its independent character and does not become merged with Salisbury
- To deliver a development that conserves and enhances views into and out of the Wilton Conservation Area including Wilton Park and House
- Conservation of the historic gateway to Wilton along The Avenue

An outline application has been received for this level of development.

5.0 Challenges and opportunities

5.1 There are three aims of the military policy in Wiltshire. These are:
1. Facilitate the delivery of activities arising from military changes in Wiltshire with positive economic, environmental and social impacts whilst mitigating any negative consequences.
2. To positively influence and inform military estate management and investment to achieve the greatest positive impact for Wiltshire.
3. To ensure investment into communities with significant military presence enhancing the sustainability of those communities.

5.2 These issues have been subject to a number of different responses in the Core Strategy. The first response concerns the general strategy being followed in the Community Area where military changes are occurring. Development and increased opportunities to promote complementary employment opportunities have been pursed in the Amesbury and Tidworth Community Areas. Promotion of employment sites at Porton Down and Castledown Business Park has been a key part of the community area strategies alongside significant levels of housing to support a wider more balanced sustainable community. More details of this approach can be found in the specific strategies in both the South Wiltshire submission draft and the Wiltshire Core Strategy Consultation submission draft. Further details about the employment and housing policies in these locations can be found in Topic Paper 1 Economy & in Appendix 1 in Topic Paper 17 – Housing Requirement Paper.

5.3 The second type of response has been the specific response to key sites coming forward for disposal. The Land Forces HQ site in Wilton forms a strategic site in the South Wiltshire Core Strategy and details of the site can be found in the submission draft of the Core Strategy. Other sites in Corsham and Lyneham have been considered as part of the Core Strategy process. However, they have not been identified as strategic sites at this point due to their uncertainty.

5.4 The main challenge in terms of specific policy in the core strategy is the ongoing management of the MoD estate. Specifically this refers to the release of further sites especially smaller sites which are available at numerous settlements across Wiltshire. There is a need to provide a framework within which appropriate development can come forward on redundant MoD sites that are well related to strategic settlements. However, where military sites are isolated and not well connected a different approach might be necessary

5.5 One of the key parts of understanding this challenge is an understanding of MoD sites and the unique redevelopment challenges they face. Brief summaries of some of the most crucial sites that have moved into the MoD disposal process are below. They display the complex nature of military sites. Many of the buildings of these sites are no longer fit for purpose. The sites themselves are often isolated and not well accessed. The key challenge for the Core Strategy is to provide a policy that can deal with sites in a timely manner without compromising key parts of the vision such as limiting affects on climate and protecting the environment.

Rudloe, Corsham

Rudloe

Landuse

- ▇ C2
- ▇ B1
- ▇ B2
- ▇ B8
- ▇ D1
- ▇ Leisure Facilities
- ▇ Miscellanious
- ▇ Mine Shafts & Access
- ▇ Car Parking & Roads
- ▇ Green Space

This map is based on Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. 100049050   (2009).

Site Description
Site area – 11.97 ha
This is a large irregular piece of land located between Westwells Road and Bradford Road. The site is located immediately south of the settlement of Rudloe, between Box (1.4 miles to west) and Corsham (2.8 miles to east).

Current Use Land Use
C2 Mainly Single Acc. Blocks – 5,000sqm
B1 Offices – 6,843 sqm
B2 Fire Station & MT Workshops – 755 sqm
B8 Various Storage Facilities – 745 sqm
D1 Social Clubs & Education Facilities – 3,694 sqm
D2 Fitness Suite & Assembly Hall – 906 sqm

The site includes offices, accommodation blocks and parking areas. A large number of the accommodation blocks are formed from the original 1940's hostel buildings. The newer offices to the south of the site have a temporary permission which will be extended. There is also a fire station with some related uses that will remain. There are several ventilation shafts within the site boundary, serving the Box Tunnel and underground mine workings which lie directly below There are a number of large mine shafts and a goods entrance to the bunker below. Large parts of the site will be retained by the MoD.

14

Copenacre, Corsham

Copenacre

Landuse
- C2
- B1
- B2
- B8
- D1
- Leisure Facilities
- Miscellanious
- Mine Shafts & Access
- Car Parking & Roads
- Green Space

Copenacre
(Hartham)

BATH ROAD

128.6m

BM 123.32m

A 4

Half Way
Farm

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100049050   (2009).

Site Description
Site Area – 5.36 ha
This site is located just outside of the Corsham
Framework Boundary, to the west of the town. To the
west of Copenacre is the village of Rudloe. About ½
km to the north and west of the site is the boundary of
the Cotswolds Area of Outstanding Natural Beauty.

Current Use Land Use
B1 Offices – 12,530 sqm
B2 MT Workshop – 140 sqm
B8 Stores & Garages plus others – 960 sqm

The site has a number of depots stores and garages
with a large office complex located on the west of the
site. The surface buildings display an irregular plan,
which was partly determined by the shaft entrances to
the subterranean stone quarry where the site is
located. The activities in the structures may be broken
down into four main areas, quarry access,
administration, motor transport, and personnel
welfare. The buildings exhibit typical wartime
construction techniques, including standardised
hutting, concrete-framed buildings and brick buildings
with metal truss roofs covered by asbestos sheeting.
The majority are in a fairly poor condition and would
seem unlikely to be reused. The egress shafts and air
shafts that access the mine need to be retained. They
are the most distinctive structures on the site and
form two heavily-constructed reinforced-concrete
slope-shaft heads and the two lift-shaft heads.

15

6.0 Best Practice

6.1.   A short benchmarking exercise was undertaken to understand how some other local authorities have dealt with military changes within their Core Strategies/Local Plans.

Plymouth Core Strategy

6.2.   The Plymouth Core Strategy needed to address the issue of Devonport a major military dockyard that had been put up for disposal. The approach in the Core Strategy was to address this as part of an area vision for Devonport. This strategy was underpinned by the need for the re-creation of Devonport as a distinct place in modern Plymouth. At the heart of this was the redevelopment of the MoD Enclave, with the re-establishment of traditional street patterns. It was hoped that this would:

- Deliver a variety of house types and tenures so as to achieve a more mixed and balanced community
- Provide new local jobs and training on the released MoD sites and along Chapel Street
- Increase the area's prosperity so as to support a new local centre

North Wiltshire Local Plan

6.3.   As stated above, re-use of military sites has been an ongoing issue for some time in the north of Wiltshire. The current local plan contains the policy in the box below

> **NE20 RE-USE OF MILITARY ESTABLISHMENTS IN THE COUNTRYSIDE**
> The redevelopment, conversion and/or change of use of existing or former ministry of defence establishments to business, industrial or storage use (B1, B2 and B8), hotel (C1), non-residential institution (D1), or assembly and leisure uses (D2) will be permitted, where:
>
> i)   The proposal will result in the removal of unsightly or inappropriate buildings or bring other environmental benefits;
>
> ii)   The proposal is of a form, bulk and general design in keeping with the local area;
>
> iii)   Redevelopment will be permitted where it can be demonstrated that the existing building(s) are not suitable for re-use or conversion and the redevelopment does not exceed the general footprint of the existing building(s).
>
> Proposals for the development of open areas will not be permitted.

6.4.   This policy has proven to have some success when redeveloping sites. However, the prescriptive nature of the types of use has not been successful and would appear to run contrary to guidance in PPS4.

Richmondshire Core Strategy

6.5   The Richmondshire Core Strategy has not dealt with any specific sites but has included policies that refer explicitly to the Military. These policies are chiefly concerned with the protection of the natural environment.

- **Core Policy CP7: Responding to Climate Change -** Development that is essential to meet the continually changing needs of national defence requirements will be accommodated within the military training areas around

Catterick Garrison, together with the firing ranges at Feldom, and the training area at Marne Barracks.

- **Core Policy CP8: Protecting and Conserving our Environmental and Historic Assets -** Development that is essential to meet the continually changing needs of national defence requirements will be accommodated within the military training areas around Catterick Garrison, together with the firing ranges at Feldom and the training area at Marne Barracks.

17

7.0 Identifying and testing options for addressing the challenges

7.1 The key policy issue was to provide the right framework for the redevelopment of redundant military sites that are likely to need addressing in the plan period. Three options were consider;

- Provide a descriptive policy to encourage the correct uses at existing/redundant military sites.
- Allow all proposals for the redevelopment/re-use of existing military sites.
- Do not allow any development at military sites unless they conform entirely to existing planning policies

These options are considered in the table below.

Option	Sustainability Appraisal outcome	Conformity with national and regional policy and/or regulations	Deliverability	Community aspirations met	Other	Conclusion
Provide a descriptive policy to encourage the correct uses at existing/redundant military sites.	There are no significant adverse effects likely. However, any development on such redundant sites could adversely affect biodiversity assets, particularly if the site has been redundant for a long time.	PPS 4 in particular sets out policies to demand flexibility when looking at commercial land uses.	Brings existing sites back into use in-line with the overall development plan	Ensures that significant redevelopment of sites will take account of scale, character and location. Ensures that inappropriate development will not take place at remote rural locations.	Encourages the re-use and redevelopment of existing facilities Could compromise the viability of the redevelopment of redundant sites Military sites have 'right of development' so maybe unenforceable	This option encourages redevelopment of redundant military sites and buildings but ensures that development takes proper account of scale, character and location. In this way development will take place in more sustainable locations and the correct settlements

The right development type in appropriate locations will also have significant benefits for the environment and local character and surrounding area. It will also help ensure that remote rural sites are not developed inappropriately. |

Option	Sustainability Appraisal outcome	Conformity with national and regional policy and/or regulations	Deliverability	Community aspirations met	Other	Conclusion
Allow all proposals for the redevelopment/re-use of existing military sites.	May lead to inappropriate development at remote rural locations. Could be a problem for cumulative effects on wildlife sites and landscapes, although may have some benefits for the economy.	National policy and other Core Strategy policies may provide enough protection for this policy to be viable.	Encourages the re-use and redevelopment of existing facilities. Is likely to ensure that the redevelopment of redundant sites is viable	May result in development that is not in keeping with scale, character and location. Could lead to inappropriate development at remote rural locations	Allows the MoD to tailor facilities to fit with their desired use. May see sites deliver uses that are not in-line with the existing development plan	The flexibility of this option may provide new homes and will significantly benefit the local economy. However, allowing all proposals may result in development that is not in keeping with scale, character and location of a site and see inappropriate development at remote rural locations. This may have a significant effect on the environment in rural areas and contribute to other factors such as climate change and increased car use.
Do not allow any development at military sites unless they conform entirely to existing planning policies	This option is too restrictive and would not encourage redevelopment of any sites that do not conform entirely, or those sites that require significant remediation.	Given the restrictive nature of this policy it is likely that it would not conform to policies in PPS4 & PPS7	Only allows development at sites well located to existing settlement pattern	Ensures that significant redevelopment of sites will take account of scale, character and location. Ensures that inappropriate development will not take place at remote rural locations	Does not allow all redundant sites to be brought back into use. Military sites have 'right of development' so maybe unenforceable Dereliction and contamination of redundant sites may occur	This option is unlikely to lead to positive benefits for communities with military in or near to them as sites would remain redundant and not be addressed. This is unlikely to be deliverable in practice as rural sites will need to be addressed to some extent.

8.0 Summer Consultation 2011

8.1   The Wiltshire Core Strategy Consultation Document was subject to consultation between June and August 2011. The consultation document included the first draft of policies relating to the re-use of military sites. The full policy and accompanying text can be found in appendix B. Core Policy 24 (CP24) – Re-use of military establishments aimed at providing a mechanism for redeveloping the best sites (those in the most sustainable locations) while addressing the best way forward for remote sites at rural locations. The type of use was to depend largely on the location and particular circumstances in the local economy. The policy was included as part of the economy section in response to strategic objective 1.

8.2   There was an inconsistent response to the CP24 with some people criticising the overall ambition of the policy, while others felt the policy would allow unsustainable development in the countryside. Overall there was support for a specific policy, however there are a number of changes proposed after the consultation regarding both wording and overall tenant of the policy. The consultation output report provides more detail on the changes proposed.

8.3   The table below describes the response and the changes proposed to the Military Policy in light of the consultation.

Issue	Summary of Comments Received	Proposed Amendments
Clarity on retained MoD sites	It is essential that wider defence and economic requirements are taken fully into account in order to comply with national policy.	Text on development in relation to operational uses to be moved into the policy wording.
Biodiversity and Green Space	MoD sites can have higher biodiversity and thus policy should state measures must retain existing biodiversity. CP24 should make reference to protecting landscape features of economic and environmental value and should require a landscape management strategy	Strong wording on biodiversity and the environmental value of sites will be inserted into the text.
Future Use	CP 24 should be rewritten so it is more positive. MoD sites should be retained for employment uses. It is too restrictive to state that redevelopment should not exceed the existing building footprint unless they lie within a settlement boundary. The focus will be on employment-led development proposals and housing will only be allowed where justified by a viability assessment. Employment sites are protected and similar principles should apply to former MoD sites Policy should also include residential use in cases where the site in question lies adjacent to an existing settlement. Such development should not be confined to market towns and principle settlements but also consider where former MOD sites adjoin larger villages Masterplans should be produced when the MoD	Changes in policy wording and the supporting text will reflect the comments summarised. Particularly the focus on employment and early engagement in the future planning of sites needs to be strengthened. The focus on market towns for residential development will be amended as a majority of sites are actually located at smaller settlements such as large villages but may still form a good rural residential site.

	site is known to be closing. All applications should be supported by a robust TA and TP.	
Culture and heritage	English Heritage recommended a change to include reference to ensuring the cultural and historic significance of Wiltshire's military establishments are understood to inform the scope and form of any future use and signpost HE policy 38.	Specific reference to the cultural and historical significance of military sites will be inserted into the text.

9.0 Conclusion

9.1 This policy should be renamed 'Military Establishments' to encapsulate the fact that the policy also concerns ongoing operational facilities and sites. The challenges and consultation displayed the often complex nature of military sites and redevelopment should look to provide the most benefits possible for local communities. This includes the need to understand the unique contribution that these sites can often play in terms of biodiversity, heritage and culture.

9.2 Priority should still be afforded to sites that are well located, something that was emphasised in the last draft policy, but consideration is given that it is not only large settlements that can make good use of redundant MoD sites. The policy is still clear that where there are sites in sensitive locations significant development should be avoided and as far as possible the sites that include outstanding environment assets will be protected.

9.3 The type of use is still left to a site by site basis. In some areas housing would provide greater benefits and in others certain types of business/employment use would be preferable. Alternatively at some sites redevelopment should focus on diversification and conform to rural policies.

9.4 The proposed policy is stated below.

Core Policy 24 - Military Establishments

Large areas of Wiltshire have been used by the military for operations and training purposes throughout the last century, the presence of the military has brought many benefits notably to the environmental and the economy. In recent years there has been a rationalisation of military facilities and establishments and a reduction in military personal. The MoD has developed significant assets across Wiltshire and there is a need to plan for important changes to existing facilities and address the challenge of re-using redundant facilities. The Core Strategy looks to provide a mechanism for the reuse of redundant facilities in a timely manner that benefits the surrounding community.

Policy Text

Policy X: Military Establishments

New development and changes of use at operational facilities that help enhance their operational capability will be supported. Any such development must reflect the character of the site and mitigate impacts on local infrastructure and the surrounding area.

Redevelopment, conversion or change of use of redundant MoD sites will be supported in line with the settlement strategy provided they are well related to an existing settlement. Sites that are remote from settlements should only be considered where the existing buildings and infrastructure on the site are suitable for redevelopment, conversion or change of use. Redevelopment proposals will not exceed the existing building footprint unless they are well located.

All development at existing or redundant sites should enhance the overall character of the site, mitigate any impacts on local infrastructure and not erode the character of the wider area. The focus will be on employment-led development and residential proposals should only occur where there is access to services and facilities by alternative transport. All proposals must ensure that the cultural and historical significance of the military facilities located on the site are understood and inform the scope of future development of that site.

Supporting Text
The re-use of any significant redundant MoD sites will be determined through a masterplan developed with the Local Planning Authority in conjunction with the local community. The preparation of the masterplan should normally occur in advance of site disposal by the MoD. Due to the nature of MoD sites consideration should also be given to;
- the feasibility for conversion of existing buildings,
- existing infrastructure provision and likely impact only transport,
- retaining areas of biodiversity, appropriate green space and landscaping measures.

Significant sites are those that would be classed as major development in line with other policies in the Core Strategy. Applications for any residential development should be justified by a viability assessment. At operational facilities applications which conflict with other policies in the Core Strategy must be accompanied by a reasoned justification as to why the development should nonetheless be considered suitable.

Appendix A - Schedule of MoD sites in Wiltshire

Grouping	Sites	Status
Salisbury Plain Military Hub	Aliwal Bks, Tidworth	Core
	Assaye Bks, Tidworth	Core
	Bhurtpore Bks, Tidworth	Core
	Delhi Bks, Tidworth	Core
	Jellalabad Bks, Tidworth	Core
	Kandahar Bks, Tidworth	Core
	Lucknow Bks Tidworth	Core
	Moolton Bks, Tidworth	Core
	Battlesbury Bks Warminster	Core
	Training Centre, Warminster	Core
	Harman Lines Warminster	Core
	Alanbrooke Bks, Larkhill	Core
	Horne Bks , Larkhill	Core
	Roberts Bks, Larkhill	Core
	Larkhill Garrison	Core
	Kiwi Bks Bulford	Core
	Picton Bks Bulford	Core
	Ward Bks Bulford	Core
	Wing Bks Bulford	Core
	Swinton Bks Perham Down	Core
	Bulford Garrison	Core
	Ordnance Rd Tidworth	Core
	TMP Warminster	Core
	Base Vehicle Depot Ludgershall	Retained
	Tedworth House	Retained
	Trenchard Lines, Upavon	Retained
	Tidworth Garrison Misc	Retained
	Airfield Camp, Netheravon	Core
Agencies	DSTL, Porton Down	Core
	DSG Warminster	Core
Rural Estate	Azimghur Bks Colerne	Core
	NBC Centre, Winterbourne Gunner	Core
	Imjin Bks, Innsworth	Core
	Keevil Airfield. Steeple Ashton	Core
	RAF Lyneham, Chippenham	Retained
	DCSA Basil Hill, Corsham	Core
	Computer Centre, Corsham	Core
	Rudloe Manor, Corsham	Core
	Research Estab, Boscombe Down	Core
	MOD Range Larkhill	Core
	Services Cotswold Centre, Corsham	Core
	Buckley Bks, Hullavington	Retained

24

Appendix B

Core Policy 24 - Re-use of military establishments

Redevelopment, conversion or change of use of redundant MoD sites will be supported, provided they are well related to a nearby market town and where it is demonstrated that the type, scale and character of the proposed development is appropriate in the context of the surrounding area.

Sites that are remote from market towns and principal settlements should be considered as to the suitability of the existing buildings and infrastructure on the site for redevelopment, conversion or change of use. Any change of use or redevelopment will be determined through a Master Plan, see below.

The re-use of any significant redundant MoD sites will be determined through a Master Plan developed with the Local Planning Authority in conjunction with the local community. New development should enhance the overall character of the site, mitigate any impacts on local infrastructure and not erode the character of the wider area where that development is located. Redevelopment proposals should not exceed the existing building footprint unless they lie within a defined settlement boundary.

In masterplanning for the site particular consideration will be given to:
- existing levels of traffic and last operational uses.
- appropriate green space and landscaping measures.
- the capability of existing buildings for conversion.
- measures for reversion of parts of the site to a natural state.

Significant sites are those that would be classed as major development in PPS3/7 in an urban or rural context depending on the location of the site in regards to market towns. The Core Strategy will support planning for new development at operational facilities to help enhance their operational capability. Any such development must reflect the character of the site and mitigate impacts on local infrastructure and the surrounding area.

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26

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27