

AGENDA

Meeting: Cabinet
Place: Council Chamber - Council Offices, Browfort, Devizes
Date: Tuesday 24 May 2011
Time: 2.00 pm

Membership:

Cllr John Brady	Cabinet Member for Economic Development, Planning and Housing
Cllr Lionel Grundy OBE	Cabinet Member for Children's Services
Cllr Keith Humphries	Cabinet Member for Health and Wellbeing
Cllr John Noeken	Cabinet Member for Resources
Cllr Fleur de Rhe-Philippe	Cabinet Member for Finance, Performance and Risk
Cllr Jane Scott OBE	Leader of the Council
Cllr Toby Sturgis	Cabinet Member for Waste, Property and Environment
Cllr John Thomson	Deputy Leader and Cabinet Member for Adult Care, Communities and Libraries
Cllr Dick Tonge	Cabinet Member for Highways and Transport
Cllr Stuart Wheeler	Cabinet Member for Leisure, Sport and Culture


Please direct any enquiries on this Agenda to Yamina Rhouati, of Democratic Services, County Hall, Trowbridge, direct line 01225 718024 or email yamina.rhouati@wiltshire.gov.uk

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

All public reports referred to on this agenda are available on the Council's website at www.wiltshire.gov.uk

Part I

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

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

1. **Apologies**
2. **Chairman's announcements**
3. **Declarations of Interest**


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

4. **Public participation**

The Council welcomes contributions from members of the public. This meeting is open to the public, who may ask a question or make a statement. Written notice of questions or statements should be given to Yamina Rhouati of Democratic Services by 12.00 noon on Friday 21 May 2011. Anyone wishing to ask a question or make a statement should contact the officer named above.

'Work together to support Wiltshire's Communities**'

5. **Wiltshire Core Strategy Consultation Document (Pages 1 - 170)**

 Report of the Corporate Director, Neighbourhood and Planning is circulated

6. **Urgent Items**

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

Part II

Items during whose consideration it is recommended that the public should be excluded because of the likelihood that exempt information would be disclosed

Wiltshire Council

Cabinet

24 May 2011

Subject: Wiltshire Core Strategy Consultation Document

Cabinet Member: Cllr Fleur de Rhé-Philippe

Key Decision: Yes

Executive Summary

Consideration of the response to the 'Wiltshire 2026 - Planning for Wiltshire's Future' consultation, ongoing dialogue with key stakeholders and recent local consultations at the Community Area level, together with other evidence, have informed the development of draft policies proposed for inclusion within the emerging draft Wiltshire Core Strategy.

In light of the Government's clear intention to revoke Regional Spatial Strategies an additional stage of public consultation is recommended to allow, in particular, comment on the proposed amount and distribution of new employment land to support the delivery of job growth and new homes within Wiltshire, together with the emerging Spatial Strategy that will enable this to be delivered.

Public consultation at this stage will form an important test of the robustness of the evidence that underpins this and will allow the full involvement of Wiltshire's communities.

The response to the consultation, together with other evidence, will inform the development of a sound draft Core Strategy for Wiltshire, which is programmed to be prepared for Cabinet approval November 2011.

Proposals

That Cabinet:

- (i) Approves the format and approach for the Wiltshire Core Strategy Consultation Document.
- (ii) Approves the overarching Spatial Strategy (as set out in **Appendix 1**) and the Community Area Strategies (as set out in **Appendix 4**) for the purposes of consultation.

- (iii) Authorises the Service Director for Economy and Enterprise, in consultation with the Cabinet Member:
- With the relevant Area Board Chairs, to make any necessary changes in the interests of clarity and accuracy only to the Community Area Strategies.
 - To finalise the policies (as set out in **Appendix 5**) and make any changes in the interests of clarity and accuracy to the overarching Spatial Strategy.
 - To prepare the consultation document including supporting papers.
 - To make the necessary arrangements for the consultation, commencing on 13 June 2011 and ending on 8 August 2011.
- (v) Authorises the Service Director for Economy and Enterprise, in consultation with the Cabinet Member, following the close of the consultation, to proceed with the next steps and prepare the pre-submission draft of the Wiltshire Core Strategy for approval by Cabinet.

Reason for Proposals

To ensure that progress continues to be made on the preparation of an up-to-date planning policy framework for Wiltshire in line with the Council's statutory duties and that this can be put in place as soon as possible. This will ensure that the development of new jobs and homes takes place in the most sustainable way that best conserves the environment and maximises benefits for local communities.

MARK BODEN

Corporate Director, Neighbourhood and Planning

Wiltshire Council

Cabinet

24 May 2011

Subject: Wiltshire Core Strategy Consultation Document

Cabinet Member: Cllr Fleur de Rhé-Philippe

Key Decision: Yes

Purpose of Report

1. To seek approval for:
 - (i) The format and approach for the Wiltshire Core Strategy Consultation Document, including proposed Core Policies to be included, and arrangements for public consultation.
 - (ii) The detail of the proposed overarching Spatial Strategy and the Community Area Strategies for the Consultation Document, including proposed levels and distribution of new employment land and homes, for the purposes of consultation.
 - (iii) The Service Director for Economy and Enterprise, in consultation with the Cabinet Member, to prepare the Consultation Document and supporting papers and undertake the next steps following consultation.

Background

2. The Wiltshire Core Strategy, when adopted, will provide the up-to-date strategic planning policy for Wiltshire and ensure that Wiltshire develops in the most sustainable way. The South Wiltshire Core Strategy, which is progressing ahead of the Wiltshire Core Strategy, will be subsumed into the emerging Wiltshire Core Strategy at the appropriate time to ensure delivery of a single Core Strategy for Wiltshire.
3. Consultation was completed on 'Wiltshire 2026 - Planning for the future of Wiltshire' January 2010, with the outcomes reported to Cabinet on 20 April 2010. Wiltshire 2026 formed the first stage in the development of a Wiltshire-wide Core Strategy. The document was based on the Community Areas outside of south Wiltshire, alongside an overarching spatial strategy for Wiltshire as a whole. Wiltshire 2026 enabled us to identify with our communities what the issues, opportunities and challenges are in planning for jobs and homes in each Community Area. The number of jobs and homes to be planned for within the document were based on the latest version of the Draft Regional Spatial Strategy for the South West (draft RSS).

4. Since then, the Government announced its intention to revoke Regional Spatial Strategies. As a result, on 19 October 2010 Cabinet agreed that a comprehensive review of Wiltshire's strategic housing requirement be undertaken as part of the Core Strategy process. The outcome of the Wiltshire 2026 consultation, together with this review, has informed the development of policies and proposals for the emerging Core Strategy.
5. The review of the strategic requirement for jobs and homes for South Wiltshire was reported to Full Council on 22 February 2011. This informed the approved changes to the level of jobs and homes within South Wiltshire (9,900 new homes and 10,400 jobs over the period 2006 to 2026) submitted to the Inspector examining the draft South Wiltshire Core Strategy. Consultation is being undertaken on these and related changes, which ends on 27 May 2011. The Inspector has indicated his intention to reopen the examination formal hearing sessions during August 2011.
6. During March and April 2011, meetings hosted by Community Area Boards outside of South Wiltshire took place to help shape proposals for these Community Areas. At these meetings, officers were able to test their understanding of the issues relating to the provision of jobs and homes in each Community Area, using what was learnt from Wiltshire 2026 as the basis of discussion, to help determine how development could better support the sustainability of local communities. In addition, officers have continued to develop evidence to support the emerging Core Strategy through discussions with other key stakeholders (e.g. Environmental Alliance, Wiltshire Strategic Economic Partnership, English Heritage and Natural England).
7. The importance of adopting a Core Strategy for Wiltshire was reinforced in the recent Ministerial Statement accompanying the Budget, which requires Local Planning Authorities to consider growth favourably where up-to-date development plans are not in place.

Main Considerations for the Council

8. Given the Government's clear intention to abolish Regional Spatial Strategies and Wiltshire Council's responsibility for establishing the right level of jobs and homes within the area and the context of the emerging Localism agenda, an additional stage of full public consultation is proposed.
9. The purpose of undertaking further consultation at this stage of the process is to allow public engagement on the proposed:
 - (ii) Employment land to deliver jobs and number of homes required for Wiltshire over the period 2006 to 2026;
 - (ii) Spatial Strategy for Wiltshire to deliver this growth and ensure sustainable development takes place;
 - (iii) Strategies for Community Areas (outside of South Wiltshire), including proposals for employment land and homes at the main settlements; and
 - (iv) Core Policies relating to other matters such as affordable housing and design of new developments.

In addition, comment will be sought from infrastructure providers and other stakeholders to develop the Infrastructure Delivery Plan (IDP) and determine what infrastructure will be necessary to support the draft proposals and assess their deliverability. The IDP will be needed to inform the development of a Charging Schedule for the Community Infrastructure Levy.

10. The Consultation Document will form the basis for the development of a draft Core Strategy for Wiltshire. The proposals it contains will need to undergo further refinement and development, taking into account new evidence as it emerges, including responses arising from the consultation, before it can be fully developed as a sound draft Core Strategy for Wiltshire.
11. It is proposed that the form and structure of the Consultation Document will be as follows:
 - (i) *Introduction* - clarifying what the Wiltshire Core Strategy is; how it relates to the ongoing examination of the South Wiltshire Core Strategy; how it fits with the emerging changes to the planning system and how the document should be used to enable everyone to respond appropriately to the consultation.
 - (ii) *What is Wiltshire like now and where does Wiltshire want to be?* - will set out the key challenges and principles underpinning the emerging Core Strategy, together with the overall Spatial Vision for Wiltshire and Strategic Objectives to deliver the Vision and the key outcomes each objective will deliver.

This section will include similar content to the Wiltshire 2026 consultation due to the general support for the Vision and Objectives arising through that consultation. Although additional consultation is therefore not necessarily required, it is proposed to be included in this Consultation Document for completeness and to ensure that anyone commenting on the document is able to appreciate the underlying Vision and Objectives of the emerging Core Strategy.

- (iii) *Delivering the Vision, the spatial strategy for Wiltshire* (included at **Appendix 1**) - sets out the overarching Spatial Strategy for Wiltshire as a whole in the form of three core policies, summarised below:
 - Core Policy 1 - 'Settlement Strategy', which sets out the role of settlements within Wiltshire to ensure the most sustainable pattern of development, can be achieved.
 - Core Policy 2 - 'Delivery Strategy' clarifies the level of new jobs and homes required; how this will be delivered and recognises the contribution of brownfield sites and regeneration opportunities.
 - Core Policy 3 - 'Infrastructure Requirements' clarifies how infrastructure will be provided to support development and provides the policy context for developing the Community Infrastructure Levy.

- (iv) *Community Area Strategies* (included at **Appendix 4**) - sets out spatial strategies for the Community Areas outside of South Wiltshire to contribute towards the delivery of the overarching Spatial Strategy for Wiltshire, which include:
- An overview of the characteristics of the Community Area.
 - Issues that should be addressed in planning for the future development of each Community Area, including key messages identified through the recent consultation events together with specific infrastructure requirements.
 - How the Community Area will change by 2026, including any new employment land to support job growth and new homes that should be planned for, together with specific policy (or policies) that alongside generic policies will help deliver the Strategy for each area and support the development of more sustainable communities within Wiltshire.
- (v) *Delivering the Spatial Objectives* - will set out Core Policies that, together with Core Policies 1, 2 and 3 and those within the Community Area Strategies, underpin the delivery of the Strategy and Strategic Objectives to manage and shape development. These are listed in **Appendix 5**, together with a brief summary of the purpose of each policy. These are in the process of being finalised and will form part of the Consultation Document.

12. The Consultation Document will be supported by a number of associated documents that provide the evidence to support the proposals and policies within it. These will be made available for public scrutiny at the time of the consultation and are described briefly below:

- (i) *Sustainability Appraisal* - Sustainability Appraisal is undertaken at each stage leading up to the preparation of a draft Core Strategy in order to help ensure that plans are sustainable and negative impacts are avoided through an appraisal of options.
- (ii) *Habitats Regulations Assessment* - In order to protect the integrity of internationally important wildlife sites, European law requires Habitats Regulations Assessments to be undertaken where proposed plans could have a significant effect.
- (iii) *Draft Topic Papers* - Provide the detailed background and evidence collected to date, drawing upon studies and technical reports (for example, the draft Strategic Housing Market Assessment, Wiltshire Workspace Strategy) to explain how the policies and proposals within the Consultation Document have been developed. These will continue to be developed following the consultation, taking into account the response and finalised to support the sound draft Wiltshire Core Strategy.

13. The main purpose of the consultation will be to seek comment on the Spatial Strategy and Community Area Strategies, in particular the proposed levels and distribution of new employment land to ensure the delivery of job growth and new homes. The Spatial Strategy including strategic employment and housing requirements are described in more detail below.

Spatial Strategy for Wiltshire

14. The proposed Spatial Strategy is underpinned by a number of key principles to build more resilient communities, as follows:
- Providing for the most sustainable pattern of development that minimises the need to travel and maximises the potential to use sustainable forms of transport.
 - Creating the right environment to deliver economic growth, delivering the jobs Wiltshire's population needs locally, taking a flexible and responsive approach to employment land delivery.
 - Phasing development to ensure that jobs and the right infrastructure are delivered at the right time to ensure that out commuting does not increase and development provides benefits for communities.
 - Contribute to lowering Wiltshire's carbon footprint by delivering renewable energy, sustainable construction and location of development.
 - Protecting and planning for the enhancement of the environment including development of green infrastructure to support the health and wellbeing of communities.
 - Provide for high quality, well designed development, ensuring full community involvement in planning for larger development proposals.
 - Provide the framework to deliver Neighbourhood Plans.

Spatial Strategy Core Policies

15. **Core Policy 1**, as set out in **Appendix 1**, identifies Chippenham, Salisbury and Trowbridge as 'Principal Settlements', which are strategically important to Wiltshire as the main employment and service centres. These, together with the defined 'Market Towns' of Amesbury, Bradford-on-Avon, Calne, Corsham, Devizes, Malmesbury, Marlborough, Melksham, Tidworth and Ludgershall, Warminster, Westbury and Wootton Bassett, will continue to be the focus for new jobs, homes and community facilities within Wiltshire.
16. For the purposes of the Strategy, Cricklade, Downton, Market Lavington, Mere, Pewsey and Tisbury are defined as 'Local Service Centres' for their surrounding rural areas. These will provide for much more modest levels of growth than the Market Towns in order to safeguard their role as Local Service Centres and help support delivery of local jobs, affordable homes and improved community facilities. The Strategy considers that development may be appropriate on sites adjacent and well related to settlement boundaries in order to provide for development that may be needed.

17. The Strategy recognises that some limited, small-scale development may be appropriate in large and small villages in order to support the communities within the more rural parts of Wiltshire. An analysis of all villages has been undertaken to determine the role of individual rural settlements in the Strategy as 'Large' or 'Small' villages. This has taken into account size of settlement, employment, level of services and facilities, including public transport, communications (broadband and mobile phone coverage), constraints to development and land with development potential.
18. In line with the Settlement Strategy, **Core Policy 2** proposes the overall level of new employment land (178 hectares) to support job growth and 37,010 homes for the whole of Wiltshire over the full plan period, 2006 to 2026.
19. **Core Policy 2** identifies growth of 27,570 jobs across Wiltshire over the plan period (of which 10,900 are proposed in South Wiltshire). A total of 178 hectares of new employment land is proposed to be released across Wiltshire, including approximately 50 hectares within South Wiltshire. This is in addition to that already developed or committed since 2006 and will provide a range of sites and choice of locations across Wiltshire. Table 1 of **Appendix 2** sets out the proposed employment sites, some of which are included as mixed use strategic allocations at settlements identified within paragraph 25 below.
20. The Strategy (outside of South Wiltshire) proposes the promotion of the A350 corridor as a location for strategic employment growth, particularly at Chippenham and Trowbridge, and responds to the economic potential of the Market Towns of Calne, Devizes and Wootton Bassett. It is proposed that the Consultation Document includes policies to facilitate change in the existing older employment stock and encourage growth in the Wiltshire economy through the release of new land that supports the role of individual places and appropriate safeguarding of existing employment areas.
21. The level of employment land and locations for new development has been informed by consideration of:
 - Wiltshire Workspace and Employment Land Strategy (undertaken by DTZ in 2009) particularly in relation to new locations for growth (sites) and condition of the existing stock of land and buildings in employment use.
 - Cambridge Econometric projections about the employment sectors that are expected to grow.
 - Intelligence from North and Mid Wiltshire Local Economic Partnerships regarding demand from businesses, and Wiltshire Strategic Economic Partnership regarding support required for key sectors of the economy to improve the quality of employment opportunities in Wiltshire.
 - Views of local communities expressed at recent Community Area meetings relating to the need for the Strategy to focus on job growth, as well as other responses received through previous consultations.

22. The evidence indicates that across Wiltshire about 36 hectares are needed to provide for new jobs and 76 hectares are required to facilitate change in the existing older employment stock, which could lead to the release of sites for other uses. The residual amount will allow for choice of employment sites and to enable the Strategy to be responsive to unforeseen significant inward investment opportunities. **Appendix 2** sets out in more detail an assessment of each town's potential for economic growth identifying appropriate locations and scale of new employment land to accommodate job growth. It is proposed that some of this detail is captured in the Community Area Strategies in finalising the document for consultation. Additional work is being undertaken to identify those employment sectors that will best deliver the required growth for each settlement, which will be used to inform the draft Wiltshire Core Strategy when it is prepared.
23. Of the 37,010 new homes required, 27,100 are proposed for the plan area outside of South Wiltshire. Table 1 below indicates that just over half of the proposed 37,010 dwellings is already planned for through either existing completions or commitments:

	Source of Supply	Net Additional Dwellings ¹ 2006 to 2026	
		Wiltshire (37,010)	Wiltshire excl. South Wiltshire (27,100)
(i)	Completions 1 April 2006 to 31 March 2010	8,370	6,585
(ii)	Deliverable Commitments at 1 April 2010 (planning permissions, permissions subject to resolution of Section 106 legal agreements & outstanding Local Plan allocations proposed to be carried forward into Core Strategy)	8,230	6,645
(iii)	Deliverable large site commitments (permitted since 1 April 2010 and extra care permissions)	760	640
	Total Completions and Commitments	17,360	13,870
	Remainder to be planned for 2010 to 2026	19,650	13,230

¹Figures rounded to nearest 5

Table 1: Completed, committed homes and residual requirement

24. **Appendix 3** explains in detail how the initial strategic requirement has been identified and subsequently developed to reach a proposed strategic requirement. This clarifies why 37,010 new homes is considered to be a reasonable and robust level of growth for Wiltshire; not meeting the needs of outlying areas (e.g. Bath, Swindon) but seeking to redress the existing

imbalance of jobs and homes. This requires a balanced approach to the delivery of future growth which favours job creation in the early part of the plan, reducing the need to commute outside of Wiltshire. Table 1 of **Appendix 3** summarises how each Community Area will contribute towards the delivery of the requirement, including strategic allocations, and the considerations that have been taken into account to justify the proposed level of growth for each Community Area. The numbers are included in the Community Area Strategies in **Appendix 4**.

25. The Strategy proposes that the residual requirement of 13,230 net additional new homes for the area outside of South Wiltshire should come forward from a number of sources of supply which are explained in paragraph 5.6 of **Appendix 3**. These include proposed strategic allocations to meet the jobs and homes proposed within specific settlements in the most sustainable way. Strategic sites are proposed at Bradford-on-Avon, Chippenham, Tidworth and Ludgershall, Trowbridge and Warminster, the details of which are explained within the respective Community Area Strategies in **Appendix 4**. It is proposed that, subject to Cabinet approval, in order to finalise the Community Area Strategies for consultation that the Chairs of the Area Boards are asked to check the content of their respective Community Area Strategy in the interests of clarity and accuracy.
26. The Strategy includes fewer strategic allocations than the Wiltshire 2026 Consultation Document. This is to allow for smaller scale allocations to be identified through community-led Neighbourhood Plans or a site allocation development plan document (prepared in close consultation with local communities). Where appropriate, these could take the form of greenfield sites on the edge of Market Towns, Local Service Centres and/or larger villages. The amount required from this source will be determined by detailed local analysis of urban potential and specific needs of individual settlements to determine whether greenfield sites should be released, for example, to facilitate the delivery of affordable housing.
27. To manage the supply of homes to ensure that it is better aligned to the delivery of job growth, two phasing periods are proposed in the **Core Policy 2** (2006 to 2016 and 2016 to 2026). The evidence informing the housing requirement indicates that job growth in particular will be slow during the first half of the plan period. This shows the need to manage the delivery of homes during the early part of the plan period so that Wiltshire becomes more sustainable and starts to redress existing imbalances of homes to jobs. Phasing will help manage the rate of housing delivery, which is particularly important given the high levels of housing delivery and commitments (around 51% of the overall requirement) and is necessary to ensure that a continuous supply is provided over the plan period as a whole. Justification for the phasing policy is provided at Section 5 of **Appendix 3**.
28. Phasing can also be informed by the timing of infrastructure required to support strategic growth at the towns. As such, only an indicative phasing policy is proposed for inclusion in the Consultation Document, which will need to be refined following the consultation

29. **Core Policy 3** provides a framework to ensure the timely delivery of appropriate infrastructure to support new development and maximise community benefits. The policy identifies and prioritises types of infrastructure as 'critical', 'essential' and 'place shaping' infrastructure in order to manage competing demands. In addition, it identifies the mechanisms by which infrastructure will be secured, including the role of the Community Area Boards.
30. To reflect the priority that local communities afford the provision of appropriate infrastructure, this policy is a key part of the Spatial Strategy for Wiltshire and will also enable the Council to become a charging authority for the Community Infrastructure Levy.

Other Core Policies

31. A list of other Core Policies proposed for inclusion in the Consultation Document, together with their purpose is outlined in **Appendix 5**. These will be incorporated in full within the Consultation Document. This includes **Core Policy 32**, Meeting the Needs of Gypsies and Travellers, in order to address the full range of housing needs for Wiltshire's settled and travelling communities. This proposes that 93 permanent pitches, 27 transit pitches and 5 plots for travelling showpeople are provided over the first half of the plan period (2006 to 2016). Of the permanent pitches, provision for 69 pitches has been found, including sites with temporary planning permission. Criteria are proposed in order to assess the suitability of new proposals coming forward. The proposed Core Policy 32 is included in full at **Appendix 5**.
32. As part of the number of new homes for Wiltshire, it is necessary to consult on proposed pitch requirements for Gypsy and Travellers in light of the intention to abolish the RSS.

Proposed Consultation Arrangements

33. It is proposed that this additional consultation aligns with the eight week consultation on the Wiltshire and Swindon Proposed Submission Draft Waste Site Allocations Development Plan Document (approved by Cabinet on 22 March 2011) to help make effective use of resources and reduce consultation fatigue. In accordance with the Council's Statement of Community Involvement the first six weeks would take place outside of summer holidays, with the consultation starting on Monday 13 June 2011 and ending Monday 8 August 2011.
34. Consultation arrangements are proposed below, which comply with the Council's Statement of Community Involvement:
 - It is proposed that exhibitions, hosted by the Area Boards (publicised through Area Board networks), are held in each Community Area across Wiltshire. These will be 'market stall' style to allow the above consultations to be undertaken at the same time.

- The exhibitions will include information boards, inviting comment on the day but also providing information as to how people can comment off and on-line; Officers will be in attendance to answer questions.
- The exhibitions will also include information regarding neighbouring Community Areas as required.
- Letters/emails will be sent to all consultees on the Council's Spatial Planning database, publicising the consultation.
- Advertisements in local papers and item in parish newsletter.
- Documents available in main Council offices and libraries across Wiltshire.
- Online publication on Council's consultation portal.
- During the consultation period, it is proposed that officers attend relevant partnership meetings, including Environmental Alliance, Housing Market Partnership and Wiltshire Strategic Economic Partnership; as well as meeting with other groups of stakeholders as appropriate in order to encourage stakeholder engagement.

Next Steps

35. Following the consultation, there will be the need to move forward expediently with the preparation of a sound draft Core Strategy for Wiltshire (subsuming relevant policies and proposals from the South Wiltshire Core Strategy), in order to meet the Council's published timetable of bringing the pre-submission consultation draft Wiltshire Core Strategy to Cabinet November 2011.
36. Once the consultation has closed, all responses will be made available for viewing on the Council's website as soon as possible. The response together with new evidence will be used to inform the development of the draft Wiltshire Core Strategy, which following Cabinet approval, can then proceed to its final stage of formal public consultation before being submitted for examination.

Environmental and Climate Change Considerations

37. The Core Strategy relates to the development and use of land and has implications for the physical, economic and social environment of Wiltshire. It is therefore important that its policies and proposals seek to deliver development in a sustainable manner. A Sustainability Appraisal (SA), incorporating Strategic Environmental Assessment and Habitats Regulations Assessment, is being undertaken as part of the process. Both help shape the Core Strategy and ensure that negative environmental impacts are avoided and sustainable development delivered.

38. Climate change is one of the key cross cutting objectives of the Core Strategy. The Consultation Document includes specific policies to encourage the delivery of renewable energy sources and design measures to promote sustainable construction and low carbon buildings. A Strategic Flood Risk Assessment is being undertaken as part of the process and the Strategy seeks to promote the most sustainable distribution of growth to promote self containment as far as possible and reduce the need to travel.

Equalities Impact of the Proposal

39. When the draft Core Strategy is submitted to the Secretary of State for examination Regulations require that it is accompanied by a formal Equalities Impact Assessment. The Core Strategy itself will need to take into account the needs of the whole community, with the consultation process seeking to help ensure that everyone has the opportunity to inform its preparation.

Risk Assessment and Options Considered

40. The Government has made it clear that RSS will be revoked and local authorities are responsible for establishing the right level of housing provision within their area without the burden of regional housing targets. Incorporating an early stage of public consultation will enable scrutiny of the Council's employment and housing proposals to take place before the Council reaches the formal stage of consultation, which should be on what it considers to be a robust and sound plan. This will allow the Council to respond to the consultation and minimise the risk of delay at the formal stages of the process.
41. In light of the emerging national planning policy context it is considered important that Wiltshire puts in place an up-to-date development plan as soon as possible. Alongside the recent budget statements, the Government made clear *"its expectation that every council should be firmly on the front foot in encouraging and supporting growth. Local authorities should be pressing ahead without delay in preparing up-to-date development plans which set out the opportunities for growth in their areas."* (Planning and the Budget, Department for Communities Local Government, March 2011).
42. The Government also proposes to consult on a 'presumption in favour of sustainable development' in May 2011. At this stage, it is unclear what this will mean. However, if Wiltshire is to be underpinned by plan-led growth, it will be important that a clear Strategy be prepared to set out what is regarded as sustainable development for the county.

Financial Implications

43. Financial provisions have been made within existing budgets for undertaking this consultation and the next steps of preparing the draft Core Strategy for its final stage of public consultation. Costs associated with the examination, adoption and publishing of the Wiltshire Core Strategy will be met from the 2012/13 budget as planned.

44. Failure to prepare a Core Strategy could result in a funding gap in the provision of schools, highways, open space and other infrastructure. It will also impact on the Council's ability to become a charging authority for the Community Infrastructure Levy. In addition, failure to plan for new jobs and homes could have implications for the Council to benefit from New Homes Bonus, Business Rates and Formula Funding under current Government proposals.

Legal Implications

45. The Council has a statutory duty to prepare a Core Strategy and to engage the public in its preparation as required by Regulation 25 of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended). The Localism Bill, as currently drafted, would not take away this duty. The consultation is being designed in accordance with the Council's Statement of Community Involvement and these legal requirements.

Conclusions

46. With the intention to abolish Regional Spatial Strategies, an additional stage of public consultation is necessary to allow for Wiltshire's communities and other stakeholders to comment on proposals for employment growth and new homes over the plan period. The consultation also provides the opportunity for comment on the emerging Spatial Strategy, Community Area Strategies and Core Policies that are proposed to form part of the Wiltshire Core Strategy. Emerging national policy and recent Ministerial Statements reaffirm the need to put in place a Core Strategy for Wiltshire as expediently as possible.

MARK BODEN

Corporate Director, Neighbourhood and Planning

Report Authors:

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Director for Economy and Enterprise

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Head of Spatial Planning

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

None

Appendices:

- Appendix 1: Delivering the Vision - the Spatial Strategy for Wiltshire (Draft)
- Appendix 2: Planning for Job Growth in Wiltshire 2006 to 2026
- Appendix 3: Developing the Wiltshire Housing Requirement 2006 to 2026
- Appendix 4: Community Area Spatial Strategies (Draft)
- Appendix 5: List of Core Policies and Gypsy and Traveller Core Policy (Draft)

4. Delivering the vision - the spatial strategy for Wiltshire (DRAFT)

This chapter describes the spatial strategy (or actions) that will be implemented to tackle the challenges and realise the vision and objectives described in the previous chapter. For clarity, this section is structured as follows:

1. Explanation of the proposed settlement strategy
2. Outline of the delivery strategy required to meet the strategic objectives
3. How infrastructure will be provided to support growth

The spatial strategy makes provision for the growth of around 27,570 jobs, 178ha of new employment land for general broad based employment uses to help deliver job growth and around 37,000 new homes. This provision has been calculated through an analysis of evidence, an assessment of potential for employment land and Wiltshire's capacity for the development of new homes, including environmental and social constraints. Comprehensive engagement with Wiltshire's communities has also informed the spatial strategy. The overall focus of the strategy is to achieve a better balance between jobs and homes, delivering appropriate and sustainable levels of development to best meet the future needs of Wiltshire's communities.

The strategy seeks to deliver the most sustainable level of growth, which does not exacerbate commuting, encourages a greater level of self containment and does not negatively impact on Wiltshire's exceptional environmental quality.

The settlement strategy

Core policy 1 sets out the different tiers of the settlement strategy and in broad terms defines the type and scale of development that is appropriate at each tier. In this way, the settlement strategy seeks to deliver appropriate and more sustainable development across settlements in Wiltshire.

The settlement strategy has been developed based on an understanding of the role and function of Wiltshire's settlements and how they interact with their immediate communities and their wider hinterland [Footnote: the evidence which has informed this understanding of the role and function of settlements is set out in the Settlement Strategy Topic Paper].

The main settlements in Wiltshire have seen their role as employment and service providers undergo substantial change. There is less reliance on traditional business sectors, which has altered the employment base across the county. In addition, easy access to larger settlements outside of Wiltshire, such as Bath and Swindon, together with a willingness to travel further to employment opportunities has led to an increase in net out-commuting. The provision and retention of services and facilities has been affected not only by the proximity to larger centres outside of Wiltshire but also changes in habits through growth in internet use for retail and service provision. Nevertheless, a number of settlements retain buoyant employment, retail and service economies.

Wiltshire is a predominantly rural area and its rural communities have also seen significant change. Although the high demand for new development due to Wiltshire's attractive environment has led to development taking place, at the same time, in small towns and villages there has been a decline in employment opportunities, facilities and services. Again this has been brought about by the ease of travel to larger centres for employment and other purposes.

The fundamental principles of the settlement strategy are defined within Core Policy 1 (below). The community area spatial strategies list the specific settlements which fall within each category.

Core Policy 1 - Settlement Strategy

Principal Settlements

Wiltshire's Principal Settlements are strategically important centres and the primary focus for development. This will safeguard and enhance their strategic roles as employment and service centres. They will provide significant levels of jobs and homes, together with supporting community facilities and infrastructure meeting their economic potential in the most sustainable way to support better self containment.

The Principal Settlements are: Chippenham, Trowbridge and Salisbury.

Market Towns

Outside the Principal Settlements, Market Towns are defined as settlements that have the ability to support sustainable patterns of living in Wiltshire through their current levels of facilities, services and employment opportunities.

Market Towns will be the focus of locally significant development that will increase jobs and homes of each town in order to help sustain their services and facilities and promote better levels of self-containment and viable sustainable communities.

The Market Towns are: Amesbury, Bradford-on-Avon, Calne, Corsham, Devizes, Malmesbury, Marlborough, Melksham, Tidworth and Ludgershall, Warminster, Westbury, and Wootton Bassett.

Local Service Centres

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.

Local Service Centres will provide for modest levels of development in order to safeguard their role and to deliver affordable housing. Development will consist predominantly of sites within current settlement boundaries. However, development well related to settlement boundaries that supports wider community aims, and is of the correct scale, character and function, will be appropriate.

Core Policy 1 - Settlement Strategy (continued)

Large and Small Villages

Large villages have been defined as settlements with a limited range of employment, services and facilities. The majority of development will take the form of small sites within existing settlement boundaries. Some limited development may be appropriate adjacent to settlement boundaries.

Small villages have a low level of services, facilities and few employment opportunities. Development at these settlements will only consist of limited infill which does not:

- elongate the existing built form of the village causing any ribbon style development; or
- consolidate an existing sporadic, loose knit area of development.

At settlements other than those identified in the hierarchy, new development will be restricted and will only be permitted in exceptional circumstances.

Categorisation of settlements within the Strategy is clarified further within the Settlement Strategy Topic Paper and settlements defined as Local Service Centres, Large and Small Villages named in the Community Area Strategies.

The level of development at Local Service Centres will be closely linked to their current and future role of providing for a significant rural hinterland. This will consist of significantly less development than that at the Principal Settlements and Market Towns. Significant developments at local service centres in accordance with the Settlement Strategy should provide for local employment opportunities, improved communities facilities and/or affordable housing provision. This will safeguard the role of these settlements and support the more rural communities of Wiltshire.

At the settlements identified as villages, a limited level of development will be supported in order to help retain the vitality of these communities. Development at Large Villages will predominantly take place within existing settlement boundaries and take the form of small housing and employment sites. Some development adjacent to boundaries will be acceptable, as long as it has been identified through the appropriate mechanism (set out below) and developed in conjunction with the local community. Development at Larger Villages will meet the housing needs of the local community, and where possible safeguard the existing facilities and employment.

Development at Small Villages will be limited to infill and will consist of new and replacement or redevelopment of small sites only. At Small Villages development of limited sites will help meet the housing needs of the existing local community and can offer potential to improve employment opportunities, services and facilities.

At Local Service Centres and Villages development must be in character with the scale and appearance of the settlement, and will need to take account of a number of other factors. These include the maintenance or enhancement of environmental quality, due consideration to landscape, local design statements and affordable housing need.

The appropriate mechanisms for bringing forward larger (footnote: large rural development as defined in PPS3/7) developments within settlements will generally be through applications that are supported by a robust Statement of Community Engagement. However, where development is well related to but outside of settlement boundaries the appropriate mechanism will be through a community led Neighbourhood Plan or Site Allocations Development Plan Document (DPD).

At the Principal Settlements, Market Towns, Local Service Centres and Large Villages settlement boundaries, as defined by former District Local Plans, will be retained. At Small Villages and those not listed in the strategy, settlement boundaries will be removed. Settlement boundaries can be reviewed through community led Neighbourhood Plans where they come forward or a review through a subsequent DPD.

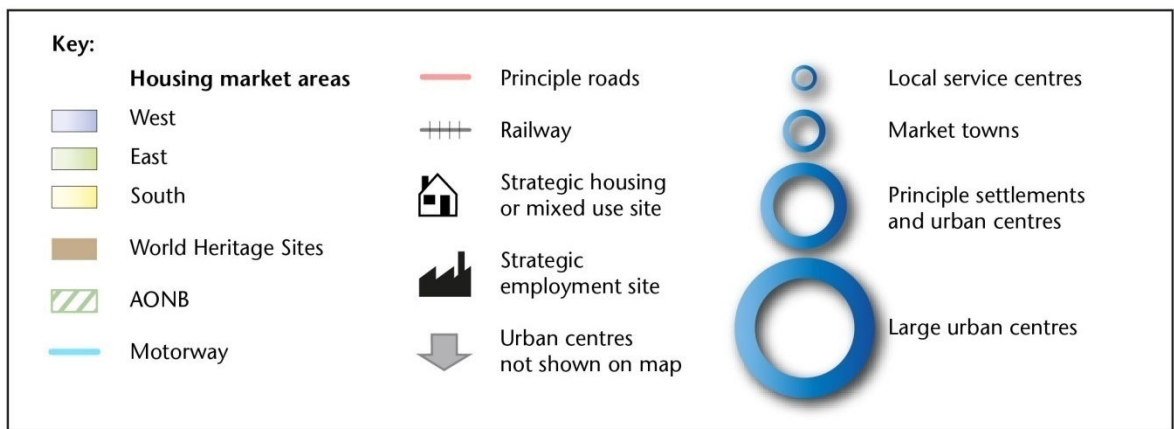
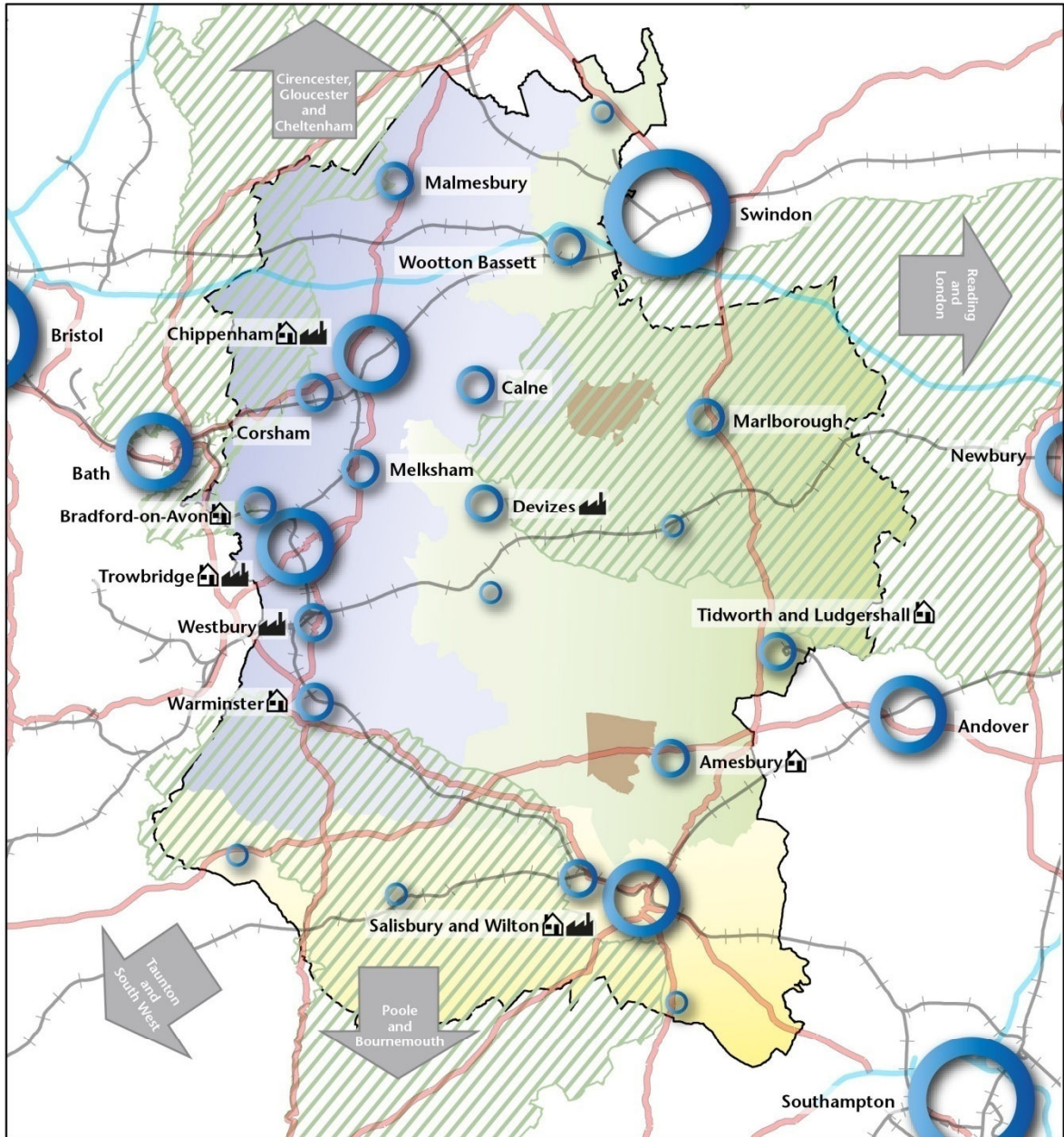
Where proposals for improved local employment opportunities and/or new services and facilities at Small Villages arise through community led Neighbourhood Plans, such villages may be able to become more sustainable and their status change to that of 'Large Villages' as a result. Any change of status will need to be justified as part of the development of the Neighbourhood Plan.

The delivery strategy

The delivery strategy recognises that, in some settlements, new jobs have not necessarily been delivered alongside new homes. The delivery strategy seeks to strengthen communities, wherever possible, by allowing appropriate growth to provide for the most sustainable pattern of development within Wiltshire which reduces the need to travel and redresses the imbalance between jobs and home. The underlying principles of the delivery strategy are to ensure that communities have a better balance of jobs, services and facilities and homes. This underlines the focus of the Strategy to support growth at the Principal Settlements of Chippenham, Trowbridge and Salisbury which provide the greatest opportunities within Wiltshire to deliver self containment.

The delivery strategy reflects the settlement strategy presented in core policy 1, it also outlines a phasing policy which reflects the need to deliver jobs and infrastructure alongside future housing delivery. The phasing of development should not prevent development coming forward with community support (for instance through a community led Neighbourhood Plan or subsequent DPD) in the short-term. However, this should be based on evidence showing that there are particular issues that need to be addressed through early development, for example, the delivery of new employment opportunities, community facilities and/or delivery of affordable housing.

Wiltshire's proposed strategic housing requirement should be assessed against defined sub county areas (to be identified within the Wiltshire Strategic Housing Market Assessment (SHMA)). However, in order to support the most sustainable pattern of growth, in line with the principles defined in core policy 1, requirements are provided for each Principal Settlement, Market Town and by Community Area within each Community Area Strategy. [This distribution, outlined within the Community Area Strategies, will not be used for the purposes of monitoring and assessing a supply of deliverable and developable housing required by Planning Policy Statement 3.]



Map 1: Wiltshire Key Diagram (Spatial Strategy)

Core Policy 2 - Delivery Strategy

In line with the settlement strategy, the delivery strategy seeks to deliver future development in the most sustainable manner by making provision for around **178 ha of new employment land** (over and above employment development which has already been built since 2006 or has permission) and **37,000 homes** in Wiltshire between 2006 and 2026. This will be delivered in a way that maximises community benefits from development, whilst minimising environmental and social impacts by:

- phasing development to ensure that employment, and infrastructure delivery, comes forward alongside future housing provision and begins to redress the imbalance of housing delivery against job growth within Wiltshire
- making the best use of developable land within Wiltshire to ensure a flexible and responsive supply of land, including the re-use of previously developed land in order to support regeneration opportunities, and limit the need for development on greenfield sites
- focusing new employment land to the 'key strategic locations' for employment growth at Salisbury and Amesbury in the south of the county, and along the A350 corridor at Chippenham, Melksham, Trowbridge, Westbury and Warminster
- focusing new employment land and housing development to the principal settlements of Chippenham (31.5 to 33 ha employment land and 4,000 homes), Salisbury (29 ha employment land and 6,060 homes) and Trowbridge (30 ha employment land and 5,860 homes)
- requiring development to be designed in a way that is resilient to the impacts of climate change and by reducing emissions which cause the effects of climate change
- supporting the regeneration of the central areas of the Principal Settlements of Chippenham, Trowbridge and Salisbury

The new strategic employment land and housing provision will be delivered within the defined Housing Market Areas (HMA's), once they have been defined. Indicative areas are shown on Map 1, the Key Diagram.

In addition to the Principal Settlements and 'key strategic locations' (as defined above) for employment growth, strategic employment growth will also be appropriate at Calne, Devizes and Wootton Bassett, to reflect their economic potential.

At least 35% of development will take place on previously developed land and around 11,000 affordable homes will be delivered within the plan period. Further details of the proposed levels of growth are provided in the community area strategies.

Core Policy 2 – Delivery Strategy (continued)

Future development will be delivered through a number of sources including:

Strategic sites

Strategic sites have been identified that will help Wiltshire accommodate the growth it needs in the most sustainable way. These are shown in the community area strategies section of this document. Collectively, they deliver job opportunities and homes and will be supported by key infrastructure and services. Development of these sites will enable Wiltshire to grow in the most self-contained way through focusing strategic development at key settlements and offer the opportunity to reduce the need to travel. Master plans will be developed for each strategic site. These will be developed in partnership with the local community, local planning authority and the developer.

Community led plans

In addition to strategic sites, non strategic allocations will need to be brought forward to deliver the jobs and homes proposed. Community led neighbourhood plans, or a subsequent development plan document, will identify specific sites to deliver this growth within the plan period.

Phasing

To manage the supply of homes, to ensure it is better aligned to the delivery of job growth, a phasing policy will be developed for each of the Housing Market Areas (to be defined) and Principal Settlements. Two phasing periods are proposed.

Period 1: Wiltshire housing requirement 2006 - 2016: 18,505 new homes (indicative)

Period 2: Wiltshire housing requirement 2016 - 2026: 18,505 new homes (indicative)

The detailed phasing of strategic sites will be identified within master plans for each site.

Employment land

New strategic employment allocations will only be released for employment generating development (generally defined as uses within classes B1, B2 or B8).

The delivery strategy identifies around 178 ha of land to be released as new strategic employment land (Footnote: for B1, B2 and B8 use) to supplement that already built since 2006 (the base date of the plan) or with planning permission, to provide a range of sites and choice of locations across Wiltshire. The new employment land allocated and that built or committed responds to the need to provide for new jobs (about 36 ha) and to facilitate change in the existing older employment stock (about 76 ha referred to as 'churn'), and also includes a residual amount to allow for choice and unforeseen developments. It also responds to known pressures for additional employment land expressed through enquiries received by Local Economic Partnerships within Wiltshire. (Footnote: see Economy Topic Paper and Wiltshire Employment Land and Workspace Strategy 2009 for further information. NOTE: figures have been rounded).

The 178 ha of new strategic employment land will be provided by a combination of the following types of sites:

- I. New strategic employment allocations;
- II. Provision of employment land as part of mixed use urban extensions; and
- III. Continuation of existing Local/District Plan allocations for employment land.

At mixed use sites there will be a focus on employment delivery, seeking to ensure appropriate phasing of development, so that jobs are provided in a timely manner alongside new homes. Details of the specific sites which will provide new strategic employment land within the sub county areas are provided in the community area sections. Sites in south Wiltshire are identified in the South Wiltshire Core Strategy Proposed Submission Document (as amended).

In addition to the 178 ha of new strategic employment land, the Core Strategy is supportive of other opportunities that may come forward in the Principal Settlements and Market Towns of Wiltshire, including those market towns which are not identified in core policy 2. Sites at these market towns will be expected to serve local need, rather than contributing to the overall strategic employment and provision for Wiltshire.

In planning for new homes, a number of sources have been identified to ensure a continuous supply of housing across the plan period. These sources of supply are detailed within appendix 1. Strategic allocations are proposed, within the community area spatial strategies, these sites are considered to be central to the delivery of the spatial strategy and strategic objectives for Wiltshire. The critical mass of development on some of these strategic sites will enable infrastructure to be provided that offers benefits beyond the scope of the development. In addition, climate change adaption and mitigation measures, such as the incorporation of sustainable building practices and on-site renewable energy and heat provision, will be a particular requirement on these sites. The site at Bradford-on-Avon, although relatively small, has been identified as this provides an exemplar scheme for renewable energy early in the plan period.

In order to direct development at a strategic level to the most suitable, sustainable locations and at appropriate times the community area strategies outline a housing requirement for each community area including the Market Towns. The Core Strategy can only allocate sites that are strategically important for the delivery of the overall strategy for Wiltshire.

In addition to the strategic allocations, specific sites (non-strategic allocations) may also need to be identified in accordance with the settlement strategy to ensure the delivery of the overall strategic housing requirement. These could be identified through a Site Allocations Development Plan Document or community led Neighbourhood Plans. The community area strategies identify some area specific criteria that must be considered when assessments are carried out to identify specific sites for development in particular towns. This strategy has been designed to put into place a clear framework which, together with national policy, will facilitate the delivery of neighbourhood plans at a local level which can indicate where and when development will be brought forward. The council will provide support to communities to allow this to come to fruition.

The sources of supply have been assessed to ensure that there is at least a five year supply of deliverable housing and a ten year supply of developable housing relative to the emerging targets for defined sub county areas outlined within core policy 2. The draft county sub areas are presented for the purposes of consultation and are subject to change. It is considered appropriate to assess the strategic housing land supply requirement at this level in order to ensure an appropriate level of supply within Wiltshire's different housing market areas. Other sources of supply are identified within appendix 1.

Delivering infrastructure requirements to support development

An appropriate and balanced mix of new development is essential for the long-term prosperity of Wiltshire. The Core Strategy shapes where new development should be located and also manages the pressure relating to speculative proposals through policy. It will provide new homes, jobs, services and thereby drive forward social, economic and environmental objectives. The impact of development on local communities and the fabric of the existing built and natural environment is an important consideration. Managing this impact involves protecting existing infrastructure and securing the timely investment of new infrastructure.

The council will work in partnership with infrastructure providers and neighbouring authorities to ensure that new or improved infrastructure, including that listed in the Infrastructure Delivery Plan and Schedule, is delivered prior to, or in conjunction with, new development.

The timely delivery of new infrastructure to support development proposals must be secured. In order to achieve this aim, the council will work with developers to prepare robust infrastructure delivery plans to support the master planning of strategic sites within the Core Strategy and/or planning applications. The delivery plan will need to be in place prior to the commencement of development and must be agreed by the council, other relevant infrastructure providers and developers. The scope of such plans will cover *inter alia*: funding, phasing, accessibility and impact on the surrounding area.

In addition to managing the provision of the new infrastructure requirements of development proposals, the importance of ensuring the investment plans of infrastructure providers should be recognised. It will be important that all new development proposals build safeguards into schemes to protect and enhance a range of services and facilities, including¹: bus corridors, telecommunications equipment (particularly high speed broadband infrastructure), electricity power lines, high pressure gas mains, educational facilities, health facilities, flood protection measures,

¹ The list should not be read as exhaustive.

groundwater source protection areas, reservoirs, water treatment infrastructure, waste water treatment works and the council's waste collection services

Existing physical, social and green infrastructure will be protected, unless there is evidence that it is no longer needed or that alternative provision is made elsewhere. To encourage the most effective use of existing and new infrastructure, co-location and multifunctional use of services and facilities will be supported in accordance with other policies of the Core Strategy. The provision of new or improved infrastructure will be positively supported, particularly where opportunities arise through redevelopment or regeneration in sustainable locations, provided that this has no detrimental impact on the environment and contributes towards mitigation and adaptation to climate change.

Securing the delivery of infrastructure

Where new development proposals require the delivery of infrastructure, priorities will be set to manage competing demands. The order of prioritisation is set out below, but the indicative list of infrastructure typologies should not be viewed as exhaustive.

1. Critical Infrastructure (including, but not limited to)

- Sustainable transport measures
- Water, sewerage and electrical utilities and connecting services
- Flood alleviation and Sustainable Urban Drainage (SUD) schemes
- Telecommunications facilities including super-fast broadband connectivity services to serve local communities and the business community

2. Essential Infrastructure (including but not limited to)

- Affordable housing
- Education
- Healthcare facilities
- Emergency services
- Waste management, recycling and collection facilities

3. Place Shaping Infrastructure (including but not limited to)

- Community safety in the public realm
- Maintenance and improvement of the county's heritage assets, including the storage of archaeological remains
- Leisure and recreation provision
- Open space and green infrastructure
- Town centre management schemes
- Employer engagement and training schemes
- Cultural and community facilities
- Libraries
- Public art and streetscape feature

Core Policy 3 - Infrastructure Requirements

All new development will be required to provide for the necessary direct and, where appropriate, the indirect infrastructure requirements arising from the proposal. Infrastructure requirements will be delivered either directly or through an appropriate financial contribution. In ensuring the timely delivery of infrastructure development, proposals will need to demonstrate full regard has been paid to the Infrastructure Delivery Plan and Schedule. In the event of competing demands for infrastructure provision, developer contributions will be sought in the following order of priority:

1. Critical Infrastructure
2. Essential Infrastructure
3. Place Shaping Infrastructure

Agreement between the council, other relevant infrastructure providers, the community and developers over the extent and amount of developer contributions will be sought prior to the granting of planning permission. Independent viability testing, funded by the developer, will be required in the event of concerns that infrastructure requirements may render the development unviable at the present time. Should a deferment of a part of the developer contributions be agreed to as a result, the council will:

- prioritise seeking developer contributions as outlined above, and
- use an appropriate mechanism to defer part of the developer contributions requirement to a later date, as agreed by all parties.

The council will work with infrastructure providers, local communities and other key stakeholders to develop a Community Infrastructure Levy (CIL) Charging Schedule, as a further source of funding for improvements in local and strategic infrastructure.

Delivery responsibility

This policy will be delivered by:

- The direct provision of facilities and services by the council and its public and private sector partners, reflected in the Infrastructure Delivery Plan
- The development management process
- Utilising developer contributions to provide enhancements to facilities and services
- Liaison through the Area Boards with, town and parish councils and appropriate local stakeholders to identify community infrastructure requirements, help establish local priorities as well as develop / implement mechanisms for administering monies collected through CIL and planning obligations in accordance with national and council policies
- Partnership work with infrastructure providers and other stakeholders, largely through the Infrastructure Delivery Board, to identify requirements for and to facilitate appropriate community infrastructure development
- Planning conditions and planning obligations (largely through section 106 agreements) will be sought to mitigate the direct impact(s) of development, secure its implementation, control phasing where necessary, and to secure and contribute to the delivery of infrastructure made necessary by the development. The council will prepare a supplementary planning document that will provide more detail about its approach to securing developer contributions.
- The Community Infrastructure Levy (CIL), upon adoption of the Charging Schedule, will be used to pool developer contributions towards local and strategic infrastructure that will serve a wider area than any one development in particular.

DRAFT

**PLANNING FOR JOB GROWTH IN WILTSHIRE 2006 TO 2026 –
THE EMPLOYMENT LAND STRATEGY**

1.0 Summary

- 1.1 The Employment Land Strategy sets out an appropriate requirement and distribution of employment land for Wiltshire from 2006 to 2026 to inform the draft Wiltshire Core Strategy. This has been produced by considering the requirement of employment land to deliver the growth in jobs that the Wiltshire economy is predicted to provide up to 2026 and then considering the distribution of that employment land across the Principal Settlements and Market Towns. This provision is in addition to the potential for the smaller settlements and rural areas to support local job creation.
- 1.2 The Strategy identifies **growth of 27,570` jobs** across Wiltshire over the plan period (of which 10,900 will be delivered in South Wiltshire). **A total of 178 hectares of new employment land** is proposed across Wiltshire (including approximately 50 hectares within South Wiltshire). This is in addition to that already committed (built out or planned for) since 2006 and will provide a range of sites and choice of locations across Wiltshire. The Strategy seeks to balance the geographical benefits that attract employment development to Wiltshire and the economic potential of individual places within Wiltshire
- 1.3 The Strategy identifies existing accessible locations that are attractive to developers (at **Salisbury** and **Amesbury** in the south of the county, and along the A350 corridor at **Chippenham, Melksham, Trowbridge, Westbury** and **Warminster**) and other market towns with the potential to support both their own local economy and the wider Wiltshire economy (**Calne, Devizes** and **Wootton Bassett**). The Strategy recognises that the remaining market towns are centres of employment that have the potential to grow to support their own local economy. In addition, it identifies that specific locational opportunities exist across Wiltshire, such as in the case of Bradford on Avon, where there is a specific opportunity to deliver employment land as part of a mixed-use strategic site. However, the Strategy allows for potential opportunity sites at these locations to be brought forward through the Neighbourhood Planning process or a site allocation Development Plan Document.
- 1.4 The Strategy emphasises the need to allow for choice, flexibility and competition, taking into account the locational demands of business in planning for economic growth. The Strategy ensures that there is sufficient land available which is readily capable of development and well served by infrastructure. Mixed use development and the reuse of under-used or vacant urban land are also encouraged.
- 1.5 Although Planning Policy Statement 4 (PPS 4) has widened the remit of employment beyond the traditional 'B' Use Classes (B1 Business; B2 General Industrial; B8, Storage or Distribution). it acknowledges the economic role of development and confirms that 'economic development' covers a wide range of developments including extra care housing, retail, leisure, waste facilities as well as traditional employment uses. However, for the purposes of this Employment Land Strategy and the resultant proposals for new strategic employment land, consideration is only given to the promotion of 'B' uses.
- 1.6 Intelligence gathered about the Principal Settlements and Market Towns, as defined in the proposed Settlement Strategy, that has been used to inform the proposed core policies relating to the economy is summarised at Annexe 1.

2.0 Distribution and scale of growth

2.1 To inform the distribution and scale of growth within the Strategy the following sources of information were considered:

- Evidence from the Wiltshire Workspace and Employment Land Strategy (undertaken by DTZ in 2009) particularly in relation to new locations for growth (sites) and condition of the existing stock of land and buildings in employment use.
- Additional evidence regarding job projections (Cambridge Econometrics 2010). This identified a need for 27,500 additional jobs over the period 2006 to 2026 and provided information about the sectors that are projected to grow.
- Discussions with Wiltshire Strategic Economic Partnership regarding key sector support required to improve the quality of employment opportunities in Wiltshire and with the three Local Economic Partnerships and Wiltshire 100 companies to gain an understanding of the levels of interest and demand at certain locations in the north and mid Wiltshire partnership areas (south already determined through the South Wiltshire Core Strategy process).
- Community aspirations for employment led development expressed through ongoing consultation (e.g. Wiltshire 2026 in 2009 and Localism meetings in 2011).

2.2 Additional research is being commissioned to further develop the evidence base, in particular pertaining to the requirement to support sector growth in particular locations.

3.0 Wiltshire Workspace and Employment Land Strategy (2009/10)

3.1 Commissioned by the Wiltshire Strategic Economic Partnership and undertaken by DTZ, the Wiltshire Workspace and Employment land Strategy (WWELS) provides a market facing assessment of the demand for and supply of employment land, sites and premises in the Wiltshire sub-region. The WWELS quantifies the level and type of employment land and sites and premises required in Wiltshire to support the continuation of strong economic growth over the period to 2026.

3.2 The Strategy focuses on understanding the role of the Principal Settlements, namely: Chippenham, Salisbury and Trowbridge and of market towns and a wider range of economic activity in rural areas; it considers the role of town centres in accommodating employment uses, including exploration of more innovative options.

3.3 In addition, the Strategy provides an assessment of future demand, particularly the:

- Needs of key sectors, strategic companies, growth businesses and SMEs;
- Diversification of existing economic structures;
- Need to support a more productive economy including the knowledge-driven economy to ensure growth within environmental limits, and
- Needs of inward investment, both domestic and foreign.

3.4 Given the above, the WWELS provides the substantive evidence to support the proposal that across Wiltshire 178 ha of employment land should be allocated to support the creation, retention and relocation of the jobs required to better balance Wiltshire's communities. The WWELS identifies the requirement to provide land for net additional requirement for forecast increase in job numbers, including that for non-B use jobs, replacement of ageing employment land, and provision of a range and choice of sites.

- 3.5 Although the WWELS was developed within the framework provided by the draft South West Regional Spatial Strategy, the analysis about individual places remains relevant, as the focus of the Draft RSS on Strategically Significant Cities and Towns (SSCTs) identified **Chippenham, Salisbury and Trowbridge** as locations with an existing concentration of businesses where there is a realistic ambition to deliver new strategic opportunities for employment.
- 3.6 The overall scale of new development which the document considered appropriate at these settlements was:
- Chippenham between 30.5 and 39 ha
 - Salisbury between 30.5 and 39 ha
 - Trowbridge between 29.0 and 37 ha
- 3.7 WWELS also identified those market towns with the potential to accommodate employment land based on their location, access, existing level of employment provision and levels of vacancy in the existing stock. These were **Amesbury, Calne, Devizes, Melksham, Warminster, Westbury and Wootton Bassett**. Within these towns it was considered between 73 and 98ha of additional employment land should be provided. The scale of employment land provision that is proposed at those settlements aligns with the Core Strategy objective to seek to balance jobs and homes to promote more sustainable settlements.
- 3.8 In relation to the Principal Settlements, and the market towns listed above, the study identified specific sites that were considered to be appropriate to allocate in a future core strategy and looked at the condition of existing main employment areas within these towns to understand their suitability to continue to provide the economic base of the county.
- 3.9 The WWELS study identified that other market towns had an important local employment role and supported their surrounding rural areas. These included **Bradford on Avon, Corsham, Cricklade, Downton, Malmesbury, Marlborough, Mere, Pewsey, Tidworth, Tisbury, and Wilton***. These were not considered appropriate for large scale employment growth. **Lyneham, Porton Down and Ludgershall** were also considered by the WWELS study, and were identified as being dominated by Defence related activity and therefore required separate consideration.
- 3.10 The WWELS assessed the theoretical demand for employment land in Wiltshire. This comprised an allowance for future job growth (94.6 ha), an allowance for change in the existing employment stock (76.1 ha), and an extra allowance to offer choice (17.1 ha). The total employment land recommended in the WWELS was therefore 188 ha.
- 3.11 The approach taken to identify employment land proposed for inclusion in the draft Core Strategy has followed the overall strategy set out in the WWELS, but with recognition that the job growth scenarios were based on figures in the Draft Revised RSS for the South West. Additional work has therefore been undertaken including detailed forecasting work by Cambridge Econometrics to further develop the WWELS recommendations, as outlined below.

4.0 Job growth projection - Cambridge Econometrics 2010

- 4.1 The projections for future job growth in the WWELS report were based on figures from the draft RSS for the South West. Further forecasting has therefore been undertaken by Cambridge Econometrics as evidence in preparation of the draft Wiltshire Core Strategy and the review of the South Wiltshire Core Strategy proposed submission draft.
- 4.2 Cambridge Econometrics projected job growth with their Multi-Local Area Local Economy Forecasting Model (LEFM) model. The modelling was undertaken in September 2010 on the former district basis across Wiltshire to aid directing employment to the correct geographical locations.

Employment numbers have been projected for Wiltshire for the inclusive years 2006-2026 based on industry sector projections. The latest projections from Cambridge Econometrics imply a growth of 27,570 jobs between 2006 and 2026 in Wiltshire.

4.3 The new employment land needed across Wiltshire to accommodate this projected job growth would be 36 ha. It is considered that an allowance for change in the existing employment stock should be made and that this should be 76 ha, as recommended in the Wiltshire Workspace and Employment Land Strategy. It is also considered that an additional allowance should be made to allow for choice. The WWELS provided an allowance for a 10% uplift in the total requirement to allow for choice. The updated total requirement, based on the latest job growth projections, is 112 ha. Using a 10% uplift would result in an additional 11.2 ha of employment land being required, giving a total of 123.2 ha.

4.4 The minimum amount of employment land needed across Wiltshire over the plan period (2006-2026) is therefore considered to be 123.2 ha.

5.0 Principal settlements and market towns suitable for strategic economic growth

5.1 The Wiltshire Workspace and Employment Land Strategy assessed each market town's potential for economic growth and considered, within each settlement, appropriate locations to accommodate that growth. The WWELS identified **Amesbury, Calne, Devizes, Melksham, Westbury, Wootton Bassett** and **Warminster** as strategic locations for employment growth, alongside **Chippenham, Salisbury** and **Trowbridge**. The proposed economic strategy for the draft Wiltshire Core Strategy follows the WWELS identification of settlements suitable for strategic economic growth.

5.2 WWELS also identified specific sites which should be allocated or retained for employment uses. These sites formed the basis for consultations with Wiltshire Strategic economic partnership, the three Local Economic Partnerships, the three Vision Boards and the consultations undertaken during winter 2009/10 and spring 2011. By incorporating reactions to proposed sites during consultation and local knowledge relating to the sites proposed and their capacity to deliver economic led regeneration and range of sites were developed to be tested during the summer 2011 consultation.

5.3 The sites identified (see Table 1 below) will provide a total of 154 ha of employment land at the Principal Settlements and those market towns which have been identified as being suitable for strategic economic growth. This 154 ha is in addition to employment sites committed (ie development which has been completed since 2006 or has planning permission).

6.0 Market towns suitable for local employment growth

6.1 The WWELS study identified that other market towns had an important local employment role and supported their rural areas. These included **Bradford on Avon, Corsham, Cricklade, Downton, Malmesbury, Marlborough, Mere, Pewsey, Tidworth, Tisbury, and Wilton***. These were not considered appropriate for large scale employment growth. It is proposed that the draft Wiltshire Core Strategy carries forward some of the existing local plan allocations at these places, and it is anticipated that other sites could come forward through the Neighbourhood Planning process. The local plan allocations to be carried forward at these places (Table 1) are not strategic allocations but they provide an additional 23 ha of employment land, which are proposed to be brought forward through the Core Strategy.

7.0 Wiltshire wide policies

7.1 In addition to identifying specific sites for new employment land, the Strategy proposed also seeks to:

- Create the environment to deliver jobs and economic growth that Wiltshire's population needs locally, taking a flexible and responsive approach to employment land delivery;

- Phase development to ensure that jobs and the right infrastructure are delivered at the right time, not always after housing, to ensure that out commuting does not increase and development provides benefits for communities;
- Positively support appropriate employment development at new and existing sites;
- Protect existing employment areas from alternative uses;
- Support the regeneration of brownfield sites in the market towns;
- Support the appropriate re-use of former military sites; and
- Encourage suitable employment and tourism opportunities which will add value to the rural economy.

7.2 Core policies relating to each of these objectives are proposed for inclusion within the Wiltshire Core Strategy Consultation Document.

Table 1 - Proposals for Strategic and Local Employment Sites

Community area	New employment allocations	Mixed use strategic allocations	Existing allocations to carry forward	Total (hectares)
Locations for strategic employment growth				
Amesbury			Porton Down (10 ha) Boscombe Down (7 ha)	17 ha
Calne			Land east of Beaversbrook Farm and Portemarsh Industrial Estate (3.2 ha remaining)	3.2 ha
Chippenham		Hill Corner mixed use development (2.5 ha) East Chippenham mixed use development (2.5 ha) Showell Farm (28 ha) – forms part of a wider urban extension		33 ha
Devizes	Land between A361 and Horton Road (8.4 ha)		Nursteed Road Allocation (1.5 ha)	9.9 ha
Melksham			Land at Hampton Park (4 ha remaining)	4 ha
Salisbury and Wilton	Former Imerys Quarry (4 ha)	Fugglestone Red (8 ha) Longhenge (8 ha) UKLF, Wilton (3 ha)	Old Sarum (6 ha)	29 ha
Trowbridge		South Eastern Expansion (30 ha)		30 ha
Warminster		Land west of Bath Road/South of Cold Harbour (6ha)		6 ha
Westbury	Land at Mill Lane, Hawkeridge (14.7 ha)		Northacre/Brock Lane Trading Estate (3.8 ha remaining)	18.5 ha
Wootton Bassett			Land to the west of Templars Way (3.7 ha)	3.7 ha
TOTAL (Strategic)				154.3 ha
Locations for local employment growth				
Bradford on Avon		Land at Kingston Farm (2-3 ha)		2-3 ha
Corsham			East of Leafield Industrial Estate (3.3 ha)	3.3 ha
Malmesbury			Land north of Tetbury Hill (0.9 ha remaining)	0.9 ha
Mere			Land at Mere (3 ha)	3 ha
Tidworth and Ludgershall			North of Tidworth Road, Ludgershall (12 ha remaining)	12 ha
Tisbury			Land at Hindon Lane (1.4 ha)	1.4 ha
TOTAL (Local)				22.6 ha
OVERALL TOTAL	27.1 ha	90-91 ha	59.8 ha	176.9 - 177.9 ha

¹ At land North of Tidworth Road, Ludgershall the Kennet Local Plan allocated 6.5 ha to come forward in the Local Plan period, but noted that the site was 13ha in size in total. Approximately 1ha of the site has been built out, leaving 12 ha remaining.

Planning for Job growth in Wiltshire - Settlements Analysis

Summarised below is the intelligence gathered about each town to further inform the proposed economic policies for the draft Core Strategy. It is planned to incorporate pertinent elements of this intelligence into the individual Community Area Strategies.

Chippenham

Chippenham is one of the largest towns in Wiltshire, and is identified as a strategic employment location. The town has been successful in retaining international employers in the manufacturing and service sector, including ICT services, rail systems and logistics. Chippenham has excellent transport links, being in close proximity to the M4 and on the main Bristol to London railway route and, as such, it is an attractive location to employers, but this also leads to significant levels of out-commuting. However, there is currently a shortfall in suitable land for employment growth and a failure to respond to this issue would result in existing and prospective employers moving elsewhere.

Given its locational strength and potential to attract inward investment into Wiltshire, the strategy is to develop the strategic employment role of Chippenham. Significant job growth will help to improve the self containment of the town and therefore Wiltshire. In order to ensure employment is accessible to the local population and a sustainable distribution and choice of employment sites is provided at the town. Job growth should take place on existing sites within the urban area as well as edge of town sites. To enable the delivery of job growth, new attractive employment sites should form part of mixed use urban extensions incorporating housing that are well integrated with the town.

Recent evidence from economic development officers has indicated a strong demand for employment land in Chippenham. Failure to respond to this demand may lead to businesses moving elsewhere with the resultant loss of local employment at a time when job losses are universally anticipated. Furthermore, Chippenham is in danger of being completely overlooked as a potential business location in the future. The Chippenham Vision identified a severe threat of shortage of employment land in the 2008 Vision strategy document. The current consultation on the Core Strategy is seeking to identify appropriate land for this purpose. However this process will not be concluded in time to satisfy the immediate demand. The draft Vision set out a primary objective to make the town an attractive location for businesses and it has been a recurring theme as the Vision has developed over the past months through consultation with local stakeholders.

Recent consultation with local residents identified that a key priority for the future was the creation of local jobs for young people, making sure that good jobs are available within the town for local people and identifying more employment land to retain and attract employers.

Two options are presented in the proposed consultation document for the provision of new employment land as part of mixed-use urban extensions at Chippenham. Option 1 comprises mixed-use strategic site allocations at North East Chippenham (to include 2.5 ha employment land and 750 dwellings) and at the South West Chippenham Area of Search (to include 28ha employment land at the Showell Farm strategic employment site and up to 1500 dwellings). Option 2 comprises mixed-use strategic site allocations at North East Chippenham (to include 2.5 ha employment land and 750 dwellings), at the South West Chippenham Area of Search (to include 28ha employment land at the Showell Farm strategic employment site and up to 800 dwellings), and at East Chippenham (to include 2.5 ha employment land and up to 700 dwellings).

A non-strategic site has also been identified on Land South West of Abbeyfield School (also known as Lander's Field'). This site will incorporate a small business enterprise zone, providing 1ha of employment land. There may also be opportunities to improve existing employment provision in the town centre through regeneration initiatives.

In terms of existing employment provision, principal employment areas in Chippenham have been identified at Bumpers Farm Industrial Estate, Langley Park, Methuen Park and Parsonage Way Industrial Estate.

Trowbridge

Trowbridge has been identified as a location for new strategic employment growth. The town has a strong industrial heritage and as the County Town of Wiltshire maintains an important strategic role. It has good transport links to many nearby settlements including Bath and Bristol and is only 30 minutes from the M4. The town has good rail connectivity to the west, via Bath and Bristol and the south, via Westbury and Southampton. The strategically important A350 links Trowbridge with the M4 and the south coast. Trowbridge plays an important role as an employment, administration and service centre for Wiltshire.

The regeneration of the central area of Trowbridge is a priority for the Council, the Town Council and local businesses. It is important that Trowbridge grows to strengthen its principal service centre role and deliver improved infrastructure and facilities in the town. Sustainable growth with employment development alongside new housing is needed both within the central area of the town and in the form of an urban extension, which is fully integrated with the town centre. New employment land will be allocated to create new jobs and strengthen the town's role as a strategic employment centre for the wider west Wiltshire area. Housing and employment growth will help improve town centre vitality and deliver improved infrastructure that will enhance the attractiveness of Trowbridge for employers to locate to.

Strategic growth in Trowbridge will create the environment to attract investment in skilled jobs including office development and supporting infrastructure, including hotel accommodation. Additional employment provision will also facilitate improvements of existing low quality trading estates. Strategic growth in Trowbridge can also strengthen the employment role of Trowbridge for the wider area. A range of new jobs will be created including office based employment opportunities.

Responses to the Wiltshire 2026 consultation in 2009 highlighted the need for balanced development, including appropriate employment provision alongside housing. It was noted that the renovation and upgrading of small and medium sized business industrial premises in the town is very important, and that there is a need to build a good employment base in Trowbridge to reduce out-commuting. There were mixed opinions about the amount of employment land proposed in Wiltshire 2026, with a suggestion that this was too much, but also a question over whether the balance between employment and housing was sufficient. A consultation event in 2011 highlighted the need for industrial development to be properly planned, the need for new industrial units, and a concern over how to stop the stagnation of the market. There was a suggestion that employment development should be mixed-use and a question over where the jobs will come from. The need to deliver more jobs alongside housing was again highlighted at the 2011 event. There was also a suggestion that infrastructure and business growth should be delivered first, before housing.

New employment provision in Trowbridge will consist of both town centre and edge of centre development. The Ashton Park Urban Extension will provide 30 ha of employment land and 2650 dwellings. There may also be opportunities to improve existing employment provision in the town centre through regeneration initiatives. In terms of existing employment provision, principal employment areas in Trowbridge have been identified at Platinum Motor Park, Canal Road Industrial Estate, White Horse Business Park, Bryer Ash Business Park and Bradford Road.

Bradford-on-Avon

Bradford-on-Avon (BoA) is not identified as a strategic location for employment in WWELS. It has been noted that BoA faces a particular issue of the loss of employment land for housing. However, the current mix of small employers should ensure that BoA is resistant to mass job losses resulting from a single business closure. The high levels of out commuting indicate that development of business and employment should be encouraged to meet local needs.

Consultation events in 2009 and 2011 reinforced the view that employment land is needed in BoA to redress the continuing loss of employment sites in the town and reinforce the towns identity as not only a dormitory to Bath. Although not identified as a strategic location for employment growth a specific site to respond to these specific local employment needs is identified in the core strategy at Kingston Farm. (see table 1)

Indications show that the principle employment areas of Treenwood Industrial estate and Elm Cross Trading estate have been able to retain a consistent occupancy level. The large development at Kingston Mill will provide some additional employment provision. New employment provision will also be provided at Kingston Farm (Moulton Estate) through a mixed use site. This additional provision will help improve the balance between housing and employment growth in the town, and offers the opportunity to improve self containment. Further loss of employment should be strongly resisted.

Calne

Calne has been identified as a location for new strategic employment growth. This recognises that Calne has a number of large scale employment locations which have the benefit of potential expansion land and has successfully attracted a number of large employers in the past. Although transport in and around Calne suffers from some ongoing problems, easy access to the M4 should help the town attract new employers and address relatively high levels of out commuting and low population to job ratio. There is no dominant employer in Calne and further capacity is available for new businesses and employment development.

Consultation events in 2009 and 2011 revealed a mixed response towards economic development in Calne. Some considered it to have a dormitory role to Chippenham, whilst others consider it can attract larger employers. However, there was some call for more employment land to be allocated in Calne to help introduce more variety in the type of employer in the town.

To support Calne's existing economic role and encourage new types of employment to the town new employment land will be supplied at land east of Beaversbrook Farm, close to the Portemmarsh Industrial Estate, and on Portemmarsh itself, which has some further expansion land to the north and opportunities to intensify. The former North Wiltshire Local Plan allocation is carried forward as it is seen as a logical extension of existing employment areas with good road frontage that is considered to be attractive to developers.

Station Road Industrial Estate forms the other principal employment area alongside Portemmarsh. The total allocation of new strategic employment land is 3.2 ha. Further opportunities available at greenfield sites should only be brought forward once the current sites have been fully developed. Employment growth at Calne should help develop the town's role alongside the main employment zones in Wiltshire and address the resident job ratio.

Corsham

Corsham has not been identified as a location for new strategic employment growth in WWELS. Corsham has a large existing employment base for a town of its size that has historically been based on the presence

of the Ministry of Defence. A rationalisation of MoD operations has seen the construction of Basil Hill Barracks which will help develop a specialist cluster of new technologies with opportunities identified at Spring Park for specialist employment development. The town continues to be a net importer of workers (more jobs available than total resident workers) yet sees relatively high levels of out commuting. Employment development should seek to improve the retention of workers, with the redevelopment of Basil Hill ensuring that Corsham will remain a significant employment location in Wiltshire.

Consultation events in 2009 and 2011 revealed an appetite for ambitious employment growth in the town capitalising on the future potential to use redundant MoD sites. The reduction in MoD employment has also been highlighted by the community as a significant issue and this has also lent weight to the support for new employment sites. However, significant levels of development have been delivered in Corsham without the right community facilities coming forward and this should be addressed by all new development in the area.

Leafield Industrial Estate and Fiveways Trading Estate have been identified as the principle employment areas. Both these estates have adjacent land for further expansion, with the land at Leafield an existing local plan allocation for 3.3ha that will be retained. A number of existing redundant MoD sites will provide further opportunities for employment growth on previously developed land which should be explored through the neighbourhood planning process. Although no new employment land is identified in the Core Strategy where demand for new land materialises enhancement of the employment in Corsham should look to continue to maintain the strong employment offer in the town.

Devizes

Devizes is identified as a location for strategic employment growth in WWELS. The town retains a large and varied employment base and should be resistant to job losses from a single business closures. Devizes has a good record of attracting employers, although given its location and transport access these have tended to be small to medium business catering for local networks. The success of Devizes as an employment location and the status of the town should enable it to continue to be a strategic location for new employment growth outside the principle employment growth areas of Wiltshire.

Consultation events in 2009 and 2011 revealed a desire to see employment development lead any future housing provision. Further more there was a desire to ensure existing employment sites are retained to sustain and enhance opportunities for self containment and promote a more diverse employment base through the release of new land.

The varied employment base is highlighted by a large number of principal employment areas including Hopton Industrial Estate, Folly Road, Garden Trading Centre, Banda Trading Estate, Hopton Park, Le Marchant Barracks, Mill Road, Police Headquarters and Nursteed Industrial Estate.

The proposed core strategy consultation document proposes new employment land on land between the A361 and Horton Road, where opportunities exist to integrate new development with the existing employment sites along the London Road, and the existing Nursteed Road allocation on the A342 to the south which again will provide opportunities for new employment growth to integrate with existing and established employment sites. Both sites were recommended for allocation the WWELS report. Employment growth at Devizes should provide scope to further diverse the employment offer in the town and ensure that it remains an area of key employment growth in Wiltshire in the future. It should also bring forward jobs to support the recent rapid expansion of the town.

Malmesbury

Malmesbury is not identified as a location for new strategic employment growth. However, it is clear that retention of the town's existing employment base is critically important to the success of the town. In the recent past Malmesbury has had a significant level of self containment. However, this has been based on a single large local employer and indications show that a reduced workforce may have seen some restructuring of employment provision. Malmesbury has a relatively small employment base and provision of employment should look to small to medium employers to increase variation of the town's employment base.

Responses to the Wiltshire 2026 consultation in 2009 included a call for increased employment opportunities to encourage a reduction in out-commuting. Several comments called for recognition of the fact that whilst Malmesbury has a relatively strong economic base there is over-reliance on one employer (Dyson), and the town needs to diversify its economic base. Attendees at a localism meeting in 2011 also highlighted the importance of new employment opportunities and increasing economic activity. There was a concern that Dyson needs more graduate employees, but that these graduates will want to live in Bath and Bristol.

The principle employment areas in Malmesbury are Malmesbury Business Park, the Dyson site and land north of Tetbury Hill, a local plan allocation that retains room for expansion. Another local plan allocation, the Garden Centre allocation, should either be brought through the development control process or through the emerging neighbourhood plan process. The allocation on land north of Tetbury Hill will be carried forward to seek to diversify the economic base of the town in response to local concerns, but this can be reviewed through the neighbourhood planning process.

Marlborough

Marlborough is not identified as a location for new strategic employment growth. Marlborough has a relatively small but varied employment base with a reasonable level of self containment. The Marlborough Business Park has provided an important new location for employment growth and new business in Marlborough. Marlborough has some unusual employment patterns with a strong representation by the education sector. There is no indication that this sector will weaken in the planning period. Employment development in Marlborough should look to consolidate the existing employment base by encouraging small to medium sized businesses to fulfil a localised role.

Consultation events in 2009 and 2011 highlighted that Marlborough has a narrow economic base, catering for predominately local needs. However, it was highlighted that the area's economic potential, relating to tourism, has arguably not been fully taken advantage of. The need for 'proportionate' growth was also seen as being essential to ensure the retention of local services and employment opportunities. The delivery of high speed internet was seen as being very important to encourage modern business opportunities to develop at the town.

Marlborough Business Park is defined as a principal employment area and is supported by the smaller locations of Pelham Court and the Wagon Yard, which have a more niche employment provision. Marlborough Business Park retains some room for expansion and further opportunities should exist for expansion of employment land, possibly at other locations on Salisbury Road. Loss of employment land should be strongly resisted at Marlborough.

Melksham

Melksham is identified as a location for new strategic employment growth in WWELS. It is located on the A350 and forms part of the key A350 employment growth area. The number of jobs in Melksham is CM09287 App2

relatively low considering the size of the population. This may be due to some restructuring of the employment mix in Melksham. Historically, Melksham has been able to attract large employers but over reliance on a single employer leaves the town vulnerable to mass job losses. Nevertheless, there are good opportunities to expand the employment base within Melksham and allocations of new employment land in the town will help deliver economic growth across Wiltshire.

Responses to the Wiltshire 2026 consultation indicated support for the objective of reducing out-commuting and for opportunities for future employment growth and regeneration in Melksham. It was stated that business and industry should be encouraged to come to Melksham, and the town council identified employment as one of the key issues in the town. There was concern that a variety of quality, permanent jobs should be provided for local people and it was suggested that a portfolio of different types of businesses should be encouraged, especially to avoid the town remaining reliant on a single employer (Cooper Tyre and Rubber). There was concern over the type of employment development planned, particularly over large units which may generate HGV traffic. There was a suggestion that existing companies should be encouraged to remain in the Melksham area and to expand existing sites as necessary. It was also suggested that employment development should be provided before new housing. Objections were raised relating to potential future employment land identified in Wiltshire 2026, and alternative sites were suggested.

Proposals for the Wiltshire Core Strategy relating to Melksham were also discussed at a localism meeting in 2011. It was again suggested that employment should be provided before housing development. It was also suggested that the proposed route for the Wilts and Berks Canal link could sever some employment sites identified in the Wiltshire 2026 document. It was concluded that those who attended the meeting were in support of employment development in Melksham.

Melksham includes a number of principal employment areas including Bowerhill Industrial Estate, Hampton Business Park (including allocated land at Hampton Park), Avonside Enterprise Park, Intercity Industrial Estate, Upside Business Park, Challemead Business Park and the Bradford Road employment area. New employment land will be provided at Hampton Park where the existing allocation has capacity for a further 4ha of land. This provision should help consolidate the existing employment base and assist in refurbishment/improvement of the estate. Employment land at Melksham should continue to act as a key location for economic growth in Wiltshire having regard to the key location of the town in-between the larger centres of Chippenham and Trowbridge. New employment development in Melksham supports the overall strategy of concentrating on accessible locations within the A350 corridor. It may be appropriate to identify further employment land in Melksham through the neighbourhood planning process.

Tidworth

Tidworth/Ludgershall is not identified as a location new strategic employment growth in WWELS. The employment mix in the town is dominated by the Army and this causes there to be a number of unusual commuting patterns with a high percentage of people walking to work and relatively good level of self containment. Nevertheless, there remains significant out-commuting with limited employment beyond jobs associate with the MoD. New employment at Tidworth and Ludgershall should concentrate on providing alternative employment opportunities to vary the job market.

Consultation events in 2009 and 2011 highlighted a need for development in Tidworth and Ludgershall, but that this should include a balance between housing and employment. There is recognition that the employment base is dominated by the military and a serious need to diversify to retain and attract non-military residents is a priority. There were a number of comments about the lack of variety in the employment land available and land should be identified for 'heavier' industries.

Although not a strategic location for employment growth, Castledown Business Park is an important allocation that will fulfil the employment requirements of Tidworth/Ludgershall in the short and medium term, and this site forms the principle employment area in these towns. The site is fundamental to the objectives in the area to create a better balance between civilian and military jobs and is supported to help achieve this goal. Future employment needs should be able to be accommodated on a number of sites including potential previously developed land that may come forward in the area, particularly at the Corunna Barracks and Vehicle Depot.

Warminster

Warminster has been identified as a location for new strategic employment growth in WWELS. It is one of the larger market towns but has few jobs and this together with its location on the A36/A350 and rail link offer scope for future employment provision. The MOD continues to be the largest employer in the town. The West Wiltshire Employment Land Assessment (published in 2007) states that Warminster has seen high volumes of empty units over the last few years, but that the redevelopment of the town has stimulated more demand in the town centre. There is a large amount of existing employment land around Warminster with a good potential for medium and long term growth given high levels of demand. Warminster therefore has the capacity to enhance its contribution to the employment base within Wiltshire.

Responses to the Wiltshire 2026 consultation in 2009 indicated that sufficient employment provision should be made in the town to ensure that any future development is balanced. Concerns were raised that residential development on its own does not guarantee employment, and that there are few incentives for companies to locate in Warminster. It was suggested that the Bath Road area is an excellent location for additional employment provision, and that the Crusader Business Park should be substantially developed. The reliance on employment provided by the MOD was highlighted as a key issue for Warminster, but it was noted that this provides an opportunity for defence related jobs. It was suggested that employment diversification and raising skill levels should be encouraged. Additional employment development was encouraged, particularly as part of a comprehensive urban extension.

Proposals for the Wiltshire Core Strategy relating to Warminster were also discussed at a localism meeting in 2011. A question was raised at the meeting about how the council would encourage businesses to locate in the Warminster area. Particular attention was given during discussion to the 'pulling power' of employment on Warminster, and particular issues identified included the closure of the existing employment centre, that Warminster business rates/rents are higher than surrounding areas, and that a mix of jobs is needed in the area. It was suggested that infrastructure and employment should come first, to stop developers from front loading housing without the infrastructure in place to support them.

A number of principal employment areas have been identified in Warminster, which will be retained for employment purposes. These are Crusader Park, Warminster Business Park, Woodcock Road Industrial Estate and Northlands Industrial Estate. Warminster Business Park and Crusader Business Park provide a cluster of aerospace businesses and although progress to date on this former local plan allocation this site should continue to be promoted to help respond to concerns about the range of jobs in Warminster and to capitalise on the towns location on the A36. Additional new employment land will be supplied at land west of Bath Road / south of Cold Harbour, as part of a mixed use strategic allocation.

New employment development in Warminster supports the overall strategy of concentrating on accessible locations within the A350 corridor.

Westbury

Westbury has been identified as a location for new strategic employment growth. The town's location between Warminster and Trowbridge allied with its position as a junction for rail travel makes it an accessible location and enhances its catchment. The employment base in Westbury should be relatively resistant to changes, but the recent growth in housing has not as yet been matched by employment growth and there are large existing employment allocations that need to be retained and developed to create a better balance in the town. There is a large existing and potential future supply of employment land in the short, medium and long term in Westbury, and the town should be considered as a key location for delivering economic development in Wiltshire.

Responses to the Wiltshire 2026 consultation in 2009 indicated that there is a need to ensure an appropriate balance between housing and employment opportunities in Westbury. The need to safeguard existing employment land in Wiltshire was also highlighted. It was suggested that the necessary transport infrastructure needs to be in place to bring forward employment growth. There were concerns over the number of vacant units on the West Wiltshire Trading Estate.

Proposals for the Wiltshire Core Strategy relating to Westbury were also discussed at a localism meeting in 2011. It was suggested that there should be more emphasis and financial support to attract business and jobs into the town, and that housing growth should be linked to employment. There was considerable interest in looking at employment led growth. A need for a greater mix of jobs was identified, and it was suggested that the possibility of more live/work units (both in villages and towns) should be examined. It was suggested that locals agree that the employment land at Station Road should be developed to fund a new bridge crossing of the railway, and that the station area should be a business focus.

A number of principal employment areas have been identified in Westbury, which will be retained for employment purposes. These are the West Wiltshire Trading Estate, Brook Lane Trading Estate, and North Acre Industrial Park. There is a local plan allocation at land at Northacre/Brook Lane Trading Estate which retains some room for expansion, and this allocation will be carried forward. The local plan employment allocation at Station Road will be combined with the local plan housing allocation (also at Station Road) to provide a single mixed use site. New employment land will be supplied on land at Mill Lane, Hawkeridge which is seen as an attractive business location in the WWELS report.

New employment development in Westbury supports the overall strategy of concentrating on accessible locations within the A350 corridor.

Wootton Bassett

Wootton Bassett has been identified as a location for new strategic employment growth in WWELS. The town has a smaller employment base than might be expected for a town of its size and it clearly acts as a dormitory settlement to Swindon. A large number of MOD personnel live in Wootton Bassett, and the issue of RAF Lyneham and other MOD sites closing must be considered. However, the town has a varied employment base beyond the MOD and should be relatively resilient to mass job losses. The strategic location of Wootton Bassett and low number of jobs compared to the population provides an opportunity to expand the employment base significantly. Wootton Bassett should therefore be considered a key employment location for the long term economic growth of Wiltshire.

Responses to the Wiltshire 2026 consultation in 2009 indicated that the need for employment is accepted and this was cited as a reason for the town's dormitory role. The key message from the Wootton Bassett workshop was that there should be a solid economic base on which future economic policies can be formulated. It was noted that vacant employment units are an issue. It was proposed that there should be

an emphasis on encouraging start-up businesses, whilst still seeking to attract medium to large-scale enterprises. It was suggested that economic growth should not be restricted to the larger settlements; rural and local employment is important and there should be greater detail on this. It was also suggested that economic growth should be linked to educational opportunities, and that there is a need to consider the impact of the disposal of MOD sites, particularly at Lyneham.

Proposals for the Wiltshire Core Strategy relating to Wootton Bassett were also discussed at a localism meeting in 2011. There was a suggestion that even villages should be allowed modest rural employment growth of appropriate type. The need to ensure that housing growth is strongly linked to planned employment growth was highlighted, in order to strengthen Wiltshire's towns as functioning places, and reduce dependency and out-commuting to Swindon. A question was raised over how businesses and industry will be attracted to these areas.

A number of principal employment areas have been identified in Wootton Bassett, which will be retained for employment purposes. These are the Whitehill Industrial Estate, Interface Industrial Estate, and Coped Hall Business Park. New employment land will be provided at an extension to the Interface Industrial Park (which already has permission), and at an existing local plan allocation on land to the west of Templars Way to begin to seek to redress the dormitory nature of the town.

DEVELOPING WILTSHIRE'S HOUSING REQUIREMENT 2006 - 2026

1.0 Introduction

- 1.1 This paper sets out the progress made in determining an appropriate requirement and distribution of housing for Wiltshire from 2006 to 2026 to inform the draft Wiltshire Core Strategy. This has been undertaken by considering the strategic requirements, through the Strategic Housing Requirement Technical Paper as well as taking into account local factors including local aspirations for growth through community consultation.

2.0 Context

- 2.1 The Strategic Housing Requirement Technical Paper was included as a supporting paper to the South Wiltshire Core Strategy Review (a review of the level of jobs and homes proposed within South Wiltshire in response to the intended revocation of Regional Spatial Strategies) which was approved at Full Council on 22 February 2011. It sets out the proposed methodology to determine Wiltshire's future housing requirements over the plan period 2006-2026. It also identifies the requirement to be used in the review of South Wiltshire Core Strategy. These figures have been generated in response to the announcement on 27 May by the Secretary of State for the Department for Communities and Local Government (DCLG) confirming the Coalition Government's intention to 'rapidly abolish Regional Spatial Strategies (RSS)'.
 2.2 This intention to revoke Regional Spatial Strategies (RSS) will mean that "*Local Planning Authorities will be responsible for establishing the right level of local housing provision in their area, and identifying a long-term supply of housing land without the burden of regional targets.*"
 2.3 Guidance issued by DCLG requires Local Authorities to justify future housing requirements and to ensure that such requirements can be defended during the Local Development Framework examination process.
 2.4 In developing a housing requirement for Wiltshire it is critical that the process is transparent and that local people are able to understand the process.
 2.5 Striking the balance between meeting the Wiltshire-wide housing requirement to enable Wiltshire's communities to be more sustainable and enabling communities to understand and be more involved in the development of a local housing requirement will be central to arriving at an appropriate level of supply for Wiltshire and its community areas. While the strategic needs of Wiltshire should be met it must be recognised that the community appetite for growth might not always align with this, both in numbers and locations where growth is supported.

3.0 Identifying Wiltshire's Strategic Housing Requirement

- 3.1 The Strategic Housing Requirement Technical Paper is summarised in **Annexe 1**. The full version is available on the Council's website accompanying the papers to this Cabinet Report. It identifies a requirement of between 35,900 and 43,200 homes to be built across Wiltshire from 2006 to 2026, including a requirement of 9,900 homes for South Wiltshire.

4.0 Engagement with local communities

- 4.1 Significant consultation has already been undertaken, and evidence collated, by the former district councils and Wiltshire Council through the Wiltshire 2026 consultation to determine how future housing growth could be accommodated in Wiltshire. This has been used as a basis to develop Wiltshire's housing requirements with the aim to achieve better alignment with local community views.
- 4.2 Wiltshire Council undertook a public consultation from October until December 2009 on the document Wiltshire 2026: *Planning for Wiltshire's Future*. This document, although based on housing targets identified in the draft RSS for the South West Proposed Changes version, proposed a distribution of development for the county (excluding South Wiltshire¹) at both town and community area level.
- 4.3 Analysis of the consultation responses demonstrate clear dividing lines in terms of the support, or otherwise, for growth proposals by local communities. These can be categorised into three types. The first being 'generally opposed' to the proposals presented. The second, 'supportive with concerns' and the third, 'generally supportive' of the proposals presented. The detailed comments received provide a useful indication as to the aspirations of residents throughout the county. A broad summary is provided in the box below.

Wiltshire 2026 Consultation - Summary of Responses

- The housing targets contained within the RSS were criticised by some and in some cases led to demands for the Council to 'stand up' for Wiltshire and recognise the unique rural character and dispersed settlement pattern of the county.
- There was criticism that no justification for the scale of growth proposed was provided. Residents did not understand why housing was needed.
- General support for an approach based on a settlement hierarchy when planning at the strategic level.
- General support for directing most development towards strategic centres and market towns, although there was criticism that the method of allocation (or distribution) was too rigid and prevented natural, incremental growth of settlements, particularly in rural areas.
- Development generally regarded as acceptable where it helps to improve the self-containment of a settlement.
- Considered the lack of flexibility will exacerbate affordability issues, especially in rural areas.

- 4.4 Since the publication of the Strategic Housing Requirement Technical Paper in February 2011, the Council has undertaken a series of consultation events for the area outside of South Wiltshire hosted by the Community Area Boards. This bottom-up approach compliments that of the Technical Paper and ensures that the needs of the area are identified at the local level within a clear strategic framework, enabling communities to inform the development of local housing requirements.

¹ A Core Strategy has been prepared for South Wiltshire, which included a separate consultation with communities.

- 4.5 The purpose of these meetings was two-fold. Firstly, the meetings provided the opportunity to update community areas on the proposals of the Localism Bill and emerging national planning policy; secondly, the consultations allowed an update to be given to each community area on the progress of the Core Strategy and to ask whether or not, despite the intended revocation of the RSS, the proposals contained within Wiltshire 2026 were appropriate, and if not, encourage discussion on what an appropriate housing requirement would be and which factors should help determine this.
- 4.6 This bottom-up or community-led exercise represents an important contribution in the preparation of planning policies and the refinement of housing requirements for individual community areas and therefore Wiltshire as a whole. **Annexe 2** provides a summary of the dates of the community area meetings and key findings are included in **Annexe 3**.

The key findings

- 4.7 From the Wiltshire 2026 consultation responses and the recent community consultation events a number of key themes have emerged. These issues should be addressed through the development of appropriate policies within the Core Strategy and any subsequent Neighbourhood Plans or Development Plan Documents. These can be summarised as follows:
- The need to ensure balanced growth; communities considered that housing development is being front loaded, a view which aligns with evidence. Significant numbers of completions have taken place since 2006 as well as new commitments coming forward ahead of any growth in jobs and / or infrastructure necessary to support it. It was considered that further growth should be appropriately phased.
 - The need for employment to come forward in advance of housing to address existing imbalances and help work towards self-containment of settlements.
 - Communities acknowledged that the affordability of housing is a major concern across the county.
 - Recognition that appropriate development can bring forward infrastructure improvements.
 - The need to ensure that the appropriate infrastructure is in place at the right time.
- 4.8 Local communities were given the opportunity to discuss the appropriate scale of housing provision within their area. The comments received from these events along with other evidence have been used to determine the overall housing requirement for consideration in the proposed public consultation.
- 4.9 Table 1 summarises the resulting figures, which are justified in **Annexe 3**. In the case of the community areas within South Wiltshire, the housing distribution has been developed through the South Wiltshire Core Strategy Review and is being consulted on and examined as a separate process. However, the resulting figures are included for completeness and comparison purposes. Table 1 also includes additional information to help to understand how many homes have already been built or are committed and how many need to be planned for through the Core Strategy. The

Wiltshire 2026 figures are included for comparative purposes. The table headings are defined as follows.

- (i) *Wiltshire 2026* - Scale of new homes proposed in Wiltshire 2026
- (ii) *Proposed requirement 2006-2026* - Proposed scale of new homes
- (iii) *South Wiltshire Core Strategy Review* - Scale of new homes proposed in the South Wiltshire Core Strategy review 2006 to 2026
- (iv) *Completions* - New homes delivered from 2006 to 2010.
- (v) *Specific permitted sites* - Developable² permitted housing sites (including those subject to a S106 agreement) at April 2010. This also includes Local Plan allocations proposed to be carried forward into the Core Strategy and a number of other specific sites.
- (vi) *Proposed Strategic Sites for the Core Strategy* - these are being proposed to meet specific strategic needs within a number of settlements.
- (vii) *Remainder to be identified* - identifies the number of dwellings to be identified through other sources including neighbourhood plans, or site allocation DPDs and windfall.

² In line with PPS3 to be considered developable, sites should be in a suitable location for housing development, and there should be a reasonable prospect that the site is available for development and could be developed at the point envisaged.

Table 1: Proposed housing requirements including completions, commitments and proposed strategic sites (net additional homes)

Area	(i)Wiltshire 2026	(ii)Proposed requirement 2006-26	Homes built or already planned		New homes to be planned for	
			(iv)Completions 2006-10	(v)Specific permitted sites	(vi)Proposed Strategic Sites	(vii)Remainder to be identified
Bradford-on-Avon town	490	510	61	256	150	43
Bradford-on-Avon remainder	130	160	62	30	0	68
Bradford-on-Avon CA	620	670	123	286	150	111
Calne town	1,140	1,240	404	443	0	393
Calne remainder	130	140	67	9	0	64
Calne CA	1,270	1,380	471	452	0	457
Chippenham town	5,230	4,000	784	269	2,400	547
Chippenham remainder	510	500	110	57	0	333
Chippenham CA	5,740	4,500	894	326	2,400	880
Corsham town	950	1,050	457	102	0	491
Corsham remainder	110	150	51	85 ³	0	14
Corsham CA	1,060	1,200	508	187	0	505
Devizes town	2,000	1,730	753	408	0	569
Devizes remainder	420	420	192	19	0	209
Devizes CA	2,420	2,150	945	427	0	778
Malmesbury town	720	760	334	139	0	287
Malmesbury remainder	390	440	194	94	0	152
Malmesbury CA	1,110	1,200	528	233	0	439
Marlborough town	610	610	145	177	0	288
Marlborough remainder	240	240	49	38	0	153
Marlborough CA	850	850	194	215	0	441
Melksham town	1,930	1,930	309	885	0	736
Melksham remainder	110	110	27	48	0	35
Melksham CA	2,040	2,040	336	933	0	771
Pewsey CA	520	600	214	68	0	318
Tidworth & Ludgershall	1,750	1,750	222	722	550	256
Tidworth remainder	150	150	64	13	0	73
Tidworth CA	1,900	1,900	286	735	550	329
Trowbridge town	5,660	5,860	998	1,829	2,650	383
Trowbridge remainder	260	140	77	14	0	49
Trowbridge CA	5,920	6,000	1,075	1,843	2,650	432

³ This does not include the site at Royal Arthur.

Warminster town	1,650	1,650	172	390	900	188
Warminster remainder	120	120	53	28	0	39
Warminster CA	1,770	1,770	225	418	900	227
Westbury town	1,290	1,290	468	323	0	499
Westbury remainder	100	100	35	14	0	51
Westbury CA	1,390	1,390	503	337	0	550
Wootton Bassett town	920	920	153	559	0	208
Wootton Bassett & Cricklade remainder	330	330	130	66	0	134
Wootton Bassett CA	1,250	1,250	283	625	0	342
West of Swindon	3,000	200	0	200	0	0
Wiltshire (excluding South Wiltshire)	30,860	27,100	6,585	7,285	6,650	6,580

	(iii)South Wiltshire Core Strategy Review	Homes built or already planned		New homes to be planned for	
		(iv)Completion s 2006-10	(v)Specifi c permitted sites	(vi)Propose d Strategic Sites	(vii)Remainde r to be identified
Amesbury, Bulford & Durrington	2,100	585	227	1,300	0
Amesbury remainder	300	89	25	0	186
Amesbury CA	2,400	674	252	1,300	174⁴
Mere town	200	82	36	0	82
Mere remainder	50	19	4	0	27
Mere CA	250	101	40	0	109
Salisbury City/Wilton town	6,060	770	1,013	3,950	327
Wilton remainder	220	30	40	0	150
Salisbury & Wilton CAs	6,280	800	1,053	3,950	477
Downton town	190	16	42	0	132
Southern remainder	370	111	74	0	185
Southern CA	560	127	116	0	317
Tisbury town	200	54	101	0	45
Tisbury remainder	220	29	22	0	169
Tisbury CA	420	83	123	0	214
South Wiltshire	9,910	1,785	1,584	5,250	1,291
Wiltshire	37,010	8,370	8,869	11,900	7,871

⁴ Within the settlements of Amesbury, Bulford and Durrington, identified sites now exceed the total proposed for the settlements. Therefore no further sites need to be identified. However, this does not decrease the number to be identified in the community area remainder (186). The community area remainder (174) is representative of the potential over delivery at the town as well as the remainder to be identified outside of the town.

- 4.10 The Strategic Housing Requirement paper was supported by a Sustainability Appraisal (SA). This assessed the environmental, social and economic outcomes of delivery at either end of the strategic scale (35,900 to 43,200). It concluded that *'It is likely that in order to best achieve a balance between protecting and enhancing the environment and pursuing housing growth that will lead to significant social and economic benefits, a mid-range housing scenario should be pursued, provided there are strong links to Core Strategy policies that will ensure housing growth is sustainable.'* While on the low side of the mid-range, given the opportunities for neighbourhood plans to bring forward additional housing and the low allowance for windfall (see paragraph 6.2 below), the proposed housing requirement of 37,010 will ensure that the recommendations within the SA can be met.
- 4.11 The proposed requirement is 7,390 below the requirement identified in the draft RSS (of 44,400). This difference is generally accounted for by the reductions at Salisbury and Wilton, the West of Swindon (minus 2,800 dwellings) and Chippenham (minus 1,500 dwellings). It is however, some 3,010 in excess of that within the Wiltshire and Swindon Structure Plan 2016, and so can be seen to be challenging, given the rural nature of Wiltshire, and appropriately responds to the step change in housing delivery sought by PPS3. A full analysis of the requirements determined within the draft RSS and the Structure Plan is included in **Annexe 4**.
- 4.12 Delivery of the scale of 37,010 has been developed in conjunction with local communities, and conforms to the strategic requirements identified within the Technical Paper, which was supported by the SA. This level of housing will support the projected employment growth, and will go some way toward addressing out-commuting.
- 4.13 The housing requirement has been developed in conjunction with the need to deliver jobs and new employment land and reflects evidence including views of communities to deliver more balanced growth over the plan period. The employment land requirement is generous, it provides a flexible and responsive supply of appropriate sites and seeks to maximise the delivery of jobs. The Core Strategy should provide the right environment to encourage economic development and ensure that sufficient housing is delivered to support this, while recognising the potential for existing residents to change their place of work to within Wiltshire.

5.0 The need to phase housing development

- 5.1 The identified requirement will need to be delivered in suitable, sustainable locations and at appropriate times through the plan-led system. One of the key responses from the recent consultation is the need to ensure that job growth and infrastructure delivery comes forward at the right time to deliver the overall Strategy. In order to develop a mechanism to ensure that this can happen, it is proposed that a phasing policy will be introduced to the Core Strategy.
- 5.2 However, provision will be made in the Strategy to allow sites to come forward in advance of this phasing where local communities (for instance through a community led neighbourhood plan) wish to plan for early delivery of sites to address local issues.
- 5.3 The Strategic Housing Requirement Technical Paper draws together some evidence with regards to a phasing policy, relying on the projected employment growth. However, there are a number of other factors that should influence any phasing policy, including the feedback from the recent consultations, employment provision since

2001, and projected population and employment growth. These have been analysed in **Annexe 5** to construct an appropriate phasing policy. It is proposed that a phasing policy will be required for sub-County areas based on new Housing Market Areas, which will be developed following this consultation (see paragraph 5.10). Two phasing periods are proposed that allow for an even spread across the plan period, but this will need to be refined following the consultation and also take account of emerging proposals from Government for new mechanisms to bring forward employment land and infrastructure.

5.4 On this basis a phasing policy applied to Wiltshire as a whole is proposed as follows:

- Total housing requirement 2006-2026: 37,010
- Housing requirement 2006-2016: 18,505
- Housing requirement 2016-2026: 18,505

Delivering homes outside of South Wiltshire

5.5 Outside of South Wiltshire the expected contribution from a number of sources of housing has been identified and will inform the phasing policy to ensure that there is a continuous supply of housing across the plan period. This will need to recognise the substantial level of completions and commitments within the first four years of the plan period (2006-2010) and the ability to deliver from a number of other sources as follows:

5.6 The sources of supply required to deliver the strategy (outside of South Wiltshire) at present include:

- (i) Completions from 2006 to 2010 which account for **6,585** homes.
- (ii) Developable⁵ permitted housing sites (including those subject to a S106 agreement) at April 2010, are expected to deliver an additional **6,115** homes.
- (iii) Outstanding Local Plan allocations to be carried forward in the Core Strategy, of which three exist, are expected to deliver a further **530** homes. The remaining allocations are not considered strategic but could contribute to windfall developments as urban capacity sites.
- (iv) Strategic allocations within the Core Strategy are being proposed to meet specific strategic needs within a number of settlements. These sum to **6,650** homes.
- (v) A number of other specific sites are considered to be deliverable that are not included elsewhere. These include a series of large sites that have been permitted since April 2010, a number of extra care complexes and a proposed significant increase to the housing potential of the site at North East Quadrant, Tidworth. This source of supply accounts for **640** homes.
- (vi) In line with Government policy, an allowance of **1,600** for windfall has only been included for the last five years of the plan period. This assumes that small unallocated brownfield development will continue as it has in the period 2001 to

⁵ In line with PPS3 to be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available for, and could be developed at the point envisaged.

2010 and represents a modest source of supply. It is likely that over the plan period higher levels of windfall will be achieved but it is difficult to quantify what this level might be and provide robust evidence to support this, as windfall by their very nature are unknown. Nevertheless a reasonable estimate for small windfall sites (sites lower than 10 dwellings) based on past trends can be justified.

- (vii) The Core Strategy is not required to determine the location of the remaining housing supply. The strategy proposes that this should be determined by communities through neighbourhood plans, or with significant local input through subsequent site allocation DPDs. As such, it is appropriate to demonstrate that there is an adequate developable supply of specific sites without identifying which of these should come forward. The emerging up-to-date Strategic Housing Land Availability Assessment (SHLAA) for Wiltshire will be published in the coming months. The emerging data suggests that for Wiltshire excluding South Wiltshire there is a sufficient supply to easily meet the remaining requirement of **4,980**.

Demonstrating a supply of deliverable and developable housing

- 5.7 The need to identify a five year deliverable supply of housing land remains in place despite the future revocation of regional strategies. PPS3 (paragraph 71) is clear that in circumstances where a local planning authority cannot demonstrate an up-to-date five year supply of deliverable sites for housing, *'they should consider favourably planning applications for housing having regard to the policies in this PPS including the considerations in paragraph 69.'*
- 5.8 The Wiltshire Core Strategy will need to deliver a strategic framework to provide for the continuous delivery of housing and ensure that there is a flexible and responsive supply of housing land available. Wiltshire Council will identify a specific supply of developable sites for years 6-10 and, where possible for years 11-15. In circumstances where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be identified.
- 5.9 The draft Strategic Housing Market Assessment (Fordham Research) is being finalised and will identify Housing Market Areas (HMAs) within Wiltshire. It is proposed that these should be approximated to community area boundaries. It is considered appropriate to assess the strategic housing land supply requirement at this level in order to ensure an appropriate level of supply within Wiltshire's different Housing Market Areas (HMAs). The draft HMAs are set out at **Annexe 6**. However, in order to ensure an appropriate distribution of housing across Wiltshire that supports the most sustainable pattern of growth requirements are also provided at a community area level within the Core Strategy. For the avoidance of doubt, these smaller areas are considered to be inappropriate for the assessment of supply.
- 5.10 The sources of supply above have been assessed to ensure that there is at least a five year supply of deliverable housing and a ten year supply of developable housing relative to the emerging targets for these HMAs. In order to ensure that a continuous supply of housing will be available, the phasing policy and the SHLAA will be finalised in advance of the Core Strategy Submission.

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Summary of the Strategic Housing Requirement technical paper

- 1.1 There are a number of drivers and constraints that need to be understood and used to determine the new strategic housing requirement and distribution for Wiltshire. These are described below.

Drivers:

- (i) **Population growth** - Population growth and smaller household sizes place increasing pressures and demand for additional housing.
- (ii) **Economy** - Delivering higher levels of housing will support the economy in three ways. Firstly, additional housing will provide for a working age population that will attract employers to the area (or result in business start-ups). Secondly, the construction industry is a key employment sector that will be supported by the delivery of housing. Finally, additional housing will provide for a greater population with a corresponding increase in the disposable income of the area, which will support the local economy and vitality of town centres.
- (iii) **Housing need** - Affordability is more acute within Wiltshire than the national average. The primary solution to tackling the affordability problem is to ensure an appropriate supply of housing as well as the provision of affordable housing, most of which is expected to be delivered through private sector housing developments with nil/lower levels of public subsidy.
- (iv) **Vacant and second homes** - The ability to bring empty homes back into circulation will help to reduce pressures for new additional housing. While an element of empty properties is required to provide for natural turnover, long-term vacancy should be addressed. An allowance for second homes will need to be factored into future housing projections by providing additional homes to cater for this demand.
- (v) **Military changes** – The development of the Salisbury Plain super garrison will impact upon dwelling requirements within Wiltshire, especially as military personnel will increase and will be stationed in one place for a longer period. This will result in military personnel being more inclined to access the civilian housing stock, creating additional demand for housing.

Constraints:

- (i) **Market Factors** - As the local planning authority, Wiltshire Council can encourage and enable sustainable development. However, development is driven by market factors which are based on judgements of their financial viability. Therefore it is unlikely that housing delivery will exceed certain thresholds. The Council must therefore plan for realistic rates of delivery taking into account historic trends, economic circumstances and the ability of developers to bring sites forward (particularly given the reduced access to lending). It is considered appropriate to use historic rates of delivery during the buoyant market from 2001 to 2008 as providing a reasonable parameter for delivery across Wiltshire.

- (ii) **Infrastructure** - In order to accommodate additional housing, current infrastructure needs, as well as those likely to arise through the delivery of additional housing, will need to be identified. This constraint will be considered when developing the distributions of the strategic growth requirement, at which point it will be possible to assess the local impact on infrastructure. This will need to be considered and addressed through the Infrastructure Delivery Plan and Core Strategy to ensure the deliverability of policy.

1.2 A balance needs to be struck between these constraints and drivers while taking into consideration the need to promote sustainable development in line with the Community Plan and objectives of the emerging Wiltshire Core Strategy (broadly supported through the Wiltshire 2026 consultation), which is both a driver and constraint. Future housing growth should therefore contribute to: supporting the self containment of settlements; helping address housing needs across Wiltshire; creating an economy that is flexible, adaptive and competitive; and safeguarding the natural and historic environment where possible by ensuring the impacts of development are capable of mitigation.

Development of Initial Range

- 1.3 Using some of the drivers, a number of projections have been undertaken to identify an initial range for consideration, as follows:
- (a) **A natural change projection:** This assumes that no migration will occur from 2009 onwards over the plan period. It provides a baseline projection demonstrating the needs of Wiltshire's current population alone, with an allowance for births. It is unrealistic, as we live in a free market and so there will inevitably be migration flows to areas with a high quality of life or economic prospects. However, it is used to demonstrate the resident need alone.
 - (b) **Population-led projection:** This assumes that recent trends in migration, fertility and mortality will persist for the remainder of the period. It provides the most realistic forecast of growth subject to external factors (such as dwelling delivery and economic factors). It assumes the status quo and does not necessarily take into account the effects that policy will determine (as indicated in paragraph 2.3 above).
 - (c) **An employment-led projection:** This assumes that the projected employment growth in Wiltshire will be delivered, and that the working population will grow to meet this, with the current propensity to out-commute being maintained. The projected employment growth is based on Local Economy Forecasting Model generated by Cambridge Econometrics.
 - (d) **A job-alignment projection:** This assumes that the projected employment growth in Wiltshire will be delivered, and that the working population will grow to meet this, but that current out-commuters will change jobs (or at least relocate) to fulfil one of the newly arising job opportunities in Wiltshire. In effect, it results in a zero net-commuting scenario.

The outputs from these projections are presented in Table 1.

Table 1: Projection Results

	Difference 2006 - 2026		
	<i>Population</i>	<i>Households¹</i>	<i>Dwellings²</i>
<i>(a) Natural Change from 2009</i>	32,800	19,600	19,200
<i>(b) Population led</i>	65,500	42,700	43,200
<i>(c) Economic led</i>	96,600	56,800	57,800
<i>(d) Job alignment led</i>	44,600	35,800	35,900

- 1.4 In an open market economy a natural change projection is unrealistic as migration will occur. This is presented for illustrative purposes to indicate the need arising from the existing population and should be discounted as a policy aspiration. This leaves a range of **35,900 to 57,800** for consideration. This base range does not represent the housing requirement for Wiltshire rather it identifies a range for further refinement.

Refining the Range

- 1.5 In refining the range, we need to consider the constraints as well as drivers. In particular there are two fundamental influences in Wiltshire that enable a more realistic range of housing requirements to be developed:
- (i) Economy - the development of an economy that is fit for the future (as emphasised in the Community Plan); and
 - (ii) Deliverability - ensuring that what is planned for is actually deliverable.

Economy

- 1.6 A healthy economy requires the provision of a sufficient number of economically active people to encourage economic investment in Wiltshire. If too small there won't be available employees for new employers and employment growth, if too large employment needs will have to be met by further out commuting. Wiltshire requires enough of a workforce buffer to ensure the availability of a workforce to attract future employment investment but not so much to drive up levels of out commuting and unemployment.

¹ A household is defined to be either a person living alone or a group of people living together with common housekeeping.

² A dwelling is defined to be a self-contained unit of accommodation other than in a communal establishment. Dwellings can be vacant or occupied for only part of the year. These are calculated as the remainder of the dwelling growth from 2001 to 2026, once completions from 2001 to 2006 are discounted.

- 1.7 Delivery towards the bottom end of the projections (35,900, projection (d)) assumes that the number of employed residents will match the proposed number of jobs, with an allowance for double-jobbing (5%). This also allows for a workforce buffer, consisting of the unemployed, based on the relatively low levels of unemployment in 2001 (8,800 unemployed). It should be recognised that the buffer will increase through the reduction in public sector employment (both within Wiltshire and Wiltshire residents that out commute) for which no specific allowance is provided for in the projections.
- 1.8 Conversely delivery towards the top end (57,800, projection (c)) would mean an additional 26,200 residential workers who could support new employment delivery. However, this would require the timely delivery of significant new employment opportunities³ within Wiltshire in order not to exacerbate levels of out commuting.
- 1.9 It is therefore a matter of aspiring to reducing the commuting flows whilst providing for future investment in employment. As such, it is recommended to plan for housing within but not at either end of the range.

Deliverability

- 1.10 Delivery rates achieved through the recent buoyant market (2001 to 2008), at an average of around 2,106 net additional dwellings per annum, provide an indication of what level of housing can be achieved within Wiltshire. Over a 20 year period, this equates to around 42,100, over 20% in excess of existing Structure Plan requirements and as such represents a challenging target. By comparison, since the downturn (2008 to 2010) this has fallen to an average of 1,750 net additional dwellings (which would equate to 35,000 dwellings over 20 years).
- 1.11 Given the current market conditions and need to identify a deliverable target, while taking into account economic considerations, it is appropriate to set the upper level of the housing requirement to be consistent with historic rates (42,100). However, it is recognised that the population-led (b) projection identifies a need for some 43,200 dwellings over the plan period 2006-2026, broadly consistent with historic rates. As such, the range for consideration should be increased to 43,200, with the lower end remaining at 35,900. This increase, also allows for the impact of the military on the civilian stock.

Testing the Range

- 1.12 Three delivery scenarios have been used to further test the implications of delivering different numbers across the range:
- *Scenario 1:* Limited delivery of 35,900 dwellings.
 - *Scenario 2:* A mid-range scenario of 39,000 dwellings.
 - *Scenario 3:* Challenging delivery of 43,200 dwellings.

³ Employment projections involve the extrapolation of short term (rather than longer term trends) that can be optimistic and should therefore not be solely relied on to determine housing requirements.

Table 2: Scenario Testing

	Scenario 1	Scenario 2	Scenario 3
	Limited delivery scenario	Mid-range scenario	Challenging delivery scenario
Dwelling increase which equates to:	35,800	39,000	43,200
(i) Population increase	46,600	52,900	61,300
(ii) Household increase	34,500	37,500	41,600
(ii) Workforce increase	-1,600	2,500	7,900
(iii) Jobs increase ⁴	-1,900 to 23,400	1,800 to 27,500	6,700 to 33,000

1.13 The following key considerations can be drawn from the table:

- The limited delivery scenario would not provide a workforce increase and so additional jobs would be filled by current out-commuters;
- Increasing delivery towards the upper end (provided that delivery is in appropriate locations) will have a more positive effect on improving the attractiveness of Wiltshire to employment investors, who are looking for an available workforce, supporting the economy of Wiltshire. This in turn may help provide alternative local job opportunities for those out-commuting;
- Delivery towards the top end of the range will have a more positive effect on affordability of housing within Wiltshire by increasing overall supply, as well as creating greater opportunity to secure affordable housing developments.

1.14 While the lower end of the range may limit the available workforce to support employment delivery, as mentioned in paragraph 2.8, public sector job losses will increase the workforce buffer as would empty homes if they are brought back into use. Furthermore, housing delivery at this level would be within the ratio of new dwellings to new jobs used within the development of the RSS⁵. This level of development could therefore be shown to provide for the identified employment growth (from the Cambridge Econometrics projections) provided that both housing

⁴ Lower end of 'job increase' range based on assumption that commuting levels continue. The levels of job increase above the lower end will depend on how many economically active are able to meet their workplace requirements in Wiltshire, for example, existing out commuters changing their workplace to Wiltshire.

⁵ In the development of the RSS a ratio was generated that sought to align the number of jobs that could be delivered to the number of dwellings. In the two areas that covered Wiltshire, ratio of 1.25 and 1.5 were calculated. In order to deliver the proposed 27,690 jobs using this method would generate a requirement of 34,600 to 41,500 dwellings.

and employment were supported by the strategy and delivered at appropriate locations.

Sustainability Appraisal

1.15 The overall range has also been tested through Sustainability Appraisal (SA). A SA has been undertaken on the proposed range of net additional dwellings to be provided in Wiltshire over the plan period (2006 to 2026) to ensure that sustainability considerations have been taken into account. SA forms a key part of the development plan process helping ensure that sustainable development is pursued in an integrated manner to reflect environmental, social and economic objectives. Key findings from the SA include⁶:

- (i) Housing provision is likely to lead to significant benefits in terms of economic development and social inclusion, but also significant negative impacts on the environment, particularly at the higher end of the range, if appropriate mitigation measures are not fully incorporated;
- (ii) Housing provision can support the local economy by providing a working age population that may attract employers to the area (or result in business start ups).
- (iii) Corresponding disposable income in Wiltshire, from an increased population, would help support local economy and viability of town centres.
- (iv) Vital that housing development is supported by significant increase in employment provision to help reduce already significant levels of out-commuting, by allowing people the choice to work more locally.
- (v) Any housing provision in the range is likely to have adverse impacts on natural environment (loss of greenfield and high value agricultural land; pressures on water resources; increased greenhouse gas emissions; effects of housing development and consequent increased population on need to travel) but many are capable of mitigation through careful consideration of location and incorporating sustainability principles into new developments.

1.16 The conclusion of the SA states:

“Housing provision towards the lower end of the range may not achieve community and economic benefits, particularly in terms of affordable housing, attracting inward investment and infrastructure provision. Consequently, housing provision towards the higher end of the range may lead to environmental impacts that are difficult to mitigate and that may also adversely affect the achievement of other social and economic goals.

It is likely that in order to best achieve a balance between protecting and enhancing the environment and pursuing housing growth that will lead to significant social and economic benefits, a mid range housing scenario should be pursued, provided there are strong links to Core Strategy policies that will ensure housing growth is sustainable”.

⁶ Wiltshire’s Housing Requirements – Sustainability Appraisal, Jan 2011)

2.0 Deriving the requirement for South Wiltshire

- 2.1 A consistent method has been used to develop the housing requirement for South Wiltshire. Initially, the same projections as were generated for Wiltshire were generated for South Wiltshire. This identified a disparity between the employment and population based projections, whereby the population growth of the area is unlikely to be able to support the employment growth realistically. Further analysis of the Cambridge Econometric employment projection was undertaken, and it is considered that the level of growth identified is so ambitious as to be unrealistic. Nevertheless, in order to maximise the potential for employment delivery, the level of housing delivery should be as ambitious as possible, within the constraints identified, to provide for potential for employment delivery.
- 2.2 Deliverability was considered to be the major constraint for South Wiltshire. Unlike the remainder of Wiltshire, the area has seen delivery increase since 2005, with an average of 445 dwellings per annum. Assuming that delivery of this order could continue, South Wiltshire could deliver in the order of 8,900 dwellings across the plan period. Indeed, it may be that the level of delivery may be able to be increased in this area as the current economic downturn does not seem to have affected the deliverability of housing as it has elsewhere within Wiltshire, and as such some further analysis was undertaken.
- 2.3 The greatest increase in housing delivery nationally was from the 1950's to the 1960's reflecting a fundamental change in demand and the economy. If this scale of change were to occur in South Wiltshire (which would be ambitious), then this would result in a maximum deliverable figure of 10,600 dwellings over the plan period. However, it would require a very substantial change in local economic performance to deliver towards the top end of this range. This presents an initial range of 8,900 to 10,600, which is minimally amended in the light of the following consideration.
- 2.4 The demand created by the additional military population (arriving as part of the development of the Salisbury Plain super garrison) is likely to support the housing market in the area and so further housing should be able to be delivered to meet this specific need. An indicative estimate of 300 dwellings is assumed to be supported in this way (assuming the same level of housing is likely to be required per military employee as that estimated in Tidworth). This minor amendment is applied to the bottom of the range, but not to the top as this is already considered so ambitious. Therefore, the range for South Wiltshire is 9,200 to 10,600. It is considered appropriate to consider a housing requirement in the mid-point of this range at 9,900 dwellings.

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THE TIMETABLE OF COMMUNITY ENGAGEMENT
(OUTSIDE OF SOUTH WILTSHIRE)

Community Area	Date and location of event
Bradford-on-Avon	6 April 2011, St. Margaret's Hall, Bradford-on-Avon
Calne	5 April 2011, Calne Town Hall
Chippenham	14 March 2011, Chippenham Town Hall, Chippenham
Corsham	13 April 2011, Corsham Town Hall, Corsham
Devizes	7 April 2011, The Corn Exchange, Devizes
Malmesbury	22 March 2011, Malmesbury Secondary School, Malmesbury
Marlborough	30 March 2011, Marlborough Town Hall, Marlborough
Melksham	12 April 2011, Seend Community Centre, Seend
Pewsey	6 April 2011, Burbage Village Hall, Burbage
Tidworth	11 April 2011, Tidworth Community Centre, Tidworth
Trowbridge	24 March 2011, County Hall, Trowbridge
Warminster	7 April 2011, The Corsley Centre, Corsley
Westbury	12 April 2011, The Laverton Hall, Westbury
Wootton Bassett & Cricklade	4 April 2011, Purton Village Hall, Purton

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THE DEVELOPMENT OF COMMUNITY AREA HOUSING REQUIREMENTS

1.1 The following reflects the emerging evidence that has helped to inform the development of a housing requirement for each community area (excluding those in South Wiltshire, which have been progressed separately through the South Wiltshire Core Strategy Review). The titles within each table are defined within **Appendix 3: Developing Wiltshire’s Housing Requirement 2006-2026**, and all figures relate to net housing completions or commitments.

Bradford-on-Avon

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Bradford-on-Avon town	490	510	61	256	150	43
Bradford-on-Avon remainder	130	160	62	30	0	68
Community Area	620	670	123	286	150	111

1.2 In Bradford-on-Avon Community Area concern was expressed about the delivery of infrastructure. The town already suffers from issues associated with traffic and transport, congestion, road safety, and pollution. The issue of out-commuting was also raised, and the feasibility of reducing this through development was questioned. It was suggested that development should be appropriately phased to ensure that the necessary infrastructure can be delivered, in order to address the identified issues, before any additional housing or employment development is built.

1.3 Wiltshire 2026 set out a requirement of **620** homes across the plan period. At April 2010, 407 were committed (123 complete and 284 deliverable commitments), and an estimated 69 will be delivered through windfall in the last five years of the plan period. The proposed strategic site of 150 homes and mixed use development will strengthen the employment offer of the town, which should help to tackle the existing problems associated with the high level of out-commuters. Furthermore, this site offers the opportunity to provide an exemplar development in terms of sustainable construction and renewable energy generation. This brings the total supply figure to 626 homes, but does not include an allowance for new delivery in the villages outside of Bradford-on-Avon.

1.4 Previous consultation with the community area suggests that there is appetite for development in the villages in order to deliver affordable housing. It is therefore considered appropriate to increase the requirement for the area to **670**, which will allow the villages to address identified local needs. In this context the remaining allowance (after current commitments) will be delivered in the villages outside of Bradford-on-Avon. This results in a proposal of 510 dwellings in Bradford-on-Avon.

Calne

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Calne town	1,140	1,240	404	443	0	393
Calne remainder	130	140	67	9	0	64
Community Area	1,270	1,380	471	452	0	457

- 1.5 There is general support within the town for balanced and measured growth that is supported by the necessary infrastructure being in place at the appropriate stages of development and across the plan-period.
- 1.6 The impact of the closure of RAF Lyneham raises questions regarding the scale of growth to be accommodated in the towns in the vicinity of the base i.e. should Lyneham be the focus for housing with lower growth at these towns. The closure and potential re-use of the base is an important strategic consideration that will be addressed through the Local Development Framework process. Locating new housing at Lyneham would not address the specific needs of individual towns.
- 1.7 At the consultation event the feedback suggested slow and measured growth would be supported in Calne and that the Wiltshire 2026 level of growth was about right. However the current level of growth would mean no further housing development except for the windfall allowance. A figure of **1,380** dwellings (100 for the rest of the plan period) would allow for steady and measured growth in the town that should be phased equally over the plan period. This is a minimal increase from the proposal in Wiltshire 2026 of **1,280** dwellings.
- 1.8 The additional 100 dwellings are proposed in order to ensure a continuous supply of housing over the plan period delivered in Calne with the allowance in the remainder of the community area considered appropriate. This results in a proposal of 1,240 dwellings in Calne, and 140 elsewhere.

Chippenham

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Chippenham town	5,230	4,000	784	269	2,400	547
Chippenham remainder	510	500	110	57	0	333
Community Area	5,740	4,500	894	326	2,400	880

- 1.9 From the spring 2011 consultation event it is clear that the local community consider that brownfield land should be developed first before any greenfield sites. At the same time it was also recognised that there is a shortage of employment land available in the town.

- 1.10 The delivery of economic growth and employment opportunities is considered to be important and it was recognised that economic development can help to reduce out-commuting and provide greater opportunities for existing residents as well as making the town and attractive employment centre for young people and school leavers.
- 1.11 There was genuine concern, based on historic experiences of housing development being delivered without the necessary infrastructure to support such growth. Housing should not be provided in isolation instead future development must ensure that infrastructure is planned alongside development. In addition housing should be delivered to meet a variety of different needs, including key workers, young families and the elderly.
- 1.12 There was general support for Chippenham’s future development to meet the natural demand for housing whilst also providing for employment growth with less support for providing for high levels of growth that would allow existing commuting levels to be perpetuated. Any development must firstly take advantage of brownfield opportunities and only then look to appropriate Greenfield sites. In terms of the delivery of development in Chippenham it is clear that employment delivery must come forward in the short-term to help improve the self-containment of the town and to reduce out-commuting levels. Longer-term development should then be balanced to ensure there is a better balance between residents and job opportunities.
- 1.13 The Wiltshire 2026 proposal of **5,740** homes for the Community Area as a whole, of which 5,230 were proposed at Chippenham itself, was not wholly supported, and so a number of scenarios were examined to determine what an appropriate figure might be. Whilst there was a difference of opinion, there seemed to be some general consensus that a figure in the order of **4,000** new homes would be appropriate at Chippenham to support future job growth at the town while providing for the needs of a growing, aging population and delivering the proposed Strategy to address out-commuting levels.

Corsham

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Corsham town	950	1,050	457	102	0	491
Corsham remainder	110	150	51	85 ¹	0	14
Community Area	1,060	1,200	508	187	0	505

- 1.14 The recent consultation events identified a number of issues that are considered relevant to new planned development. These included, the impact that the decreasing military presence will have, which will reduce the employment offer in the area, as well as the impact of development at the neighbouring settlement of Chippenham. Both of these are considered to have the potential to have negative impacts on the self-containment of Corsham, which already sees large out-commuting flows. In order to counter this, sufficient employment land should be delivered in conjunction with future housing delivery. There was also a desire to

¹ This does not include the site at Royal Arthur which meets a specific need for a broad area. It would be unreasonable to count these large developments catering for a broad need against local requirements.

ensure that the rural areas could deliver to meet local needs, including the delivery of rural business.

- 1.15 A further concern was the lack of infrastructure associated with recent developments to the west of the town.
- 1.16 With the reduction of the MOD in the area, there is a real opportunity to utilise this land to provide further employment opportunities as well as housing. Wiltshire 2026 proposed a figure of **1,060** homes. Given the opportunity to develop the town to become more self-contained, and the desire for further development in the rural settlements, it is proposed that this figure should be increased to **1,200**.
- 1.17 In order for the town to be more self-contained the majority of this additional delivery should be within the town, and as such the proposal for the town is to deliver 1,050 homes (100 more than in Wiltshire 2026).

Devizes

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Devizes town	2,000	1,730	753	408	0	569
Devizes remainder	420	420	192	19	0	209
Devizes CA	2,420	2,150	945	427	0	778

- 1.18 The consultation event raised several issues, among which a need to provide opportunities for young residents, in terms of housing, employment and education provision was raised. The highways and congestion issues within the town were also noted, together with new concerns about air quality.
- 1.19 Similarly to other areas, there was a strong consensus that employment and infrastructure needs to be delivered before housing to ensure that the town is sustainable.
- 1.20 Wiltshire 2026 proposed a requirement of **2,420** homes including 700 homes to be identified. This remainder to be identified included the site at Bureau West which has since been permitted. Taking account of this new permission and increasing concerns about congestion and air quality in Devizes it is proposed that the overall total is reduced to **2,150** new homes. The reduced housing target will be applied to the town and so a target of 1,730 is proposed for Devizes.

Marlborough

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Marlborough town	610	610	145	177	0	288
Marlborough remainder	240	240	49	38	0	153
Community Area	850	850	194	215	0	441

- 1.21 It was felt that the level of development within the town, and the community area, must take due account of the communities significant environmental constraints including the AONB and the World Heritage Site. Wiltshire 2026 proposed a requirement of **850** homes. This was still considered appropriate during consultation events, reflecting the communities' significant environmental constraints and role and function, and so will be maintained. However, it was also considered that infrastructure requirements should be provided alongside future development especially in relation to the town. The proposal for 610 dwellings within Marlborough town will be maintained.

Malmesbury

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Malmesbury town	720	760	334	139	0	287
Malmesbury remainder	390	440	194	94	0	152
Community Area	1,110	1,200	528	233	0	439

- 1.22 Over the plan period the general consensus from the engagement exercise is that growth scenarios towards the lower end are considered to be appropriate and that this growth should come forward towards the end of the plan period given the current number of existing commitments. Economic development in the town is also considered to be a very important issue for the community area and to move away from a single large employer by expanding its employment base to protect the town from future economic uncertainty. On this basis there was some agreement that slightly higher levels of growth could be provided within Malmesbury and the rural settlements to ensure that the economic base was maintained as well as making important key services such as schools viable and ensuring the delivery of affordable housing.
- 1.23 On this basis it is considered appropriate to increase the proposed housing allocation for the Malmesbury Community Area from **1,110 to 1,200**.

- 1.24 The additional 90 dwellings within Malmesbury Community Area will be evenly divided between the town and the other villages in recognition of the feedback requesting more development within the villages and the need to provide more affordable housing. This equates to a proposal of 760 dwellings within Malmesbury town over the plan period, with 334 already provided and a further 139 identified deliverable commitments, leaving a residual requirement at the town of 287.

Melksham

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Melksham town	1,930	1,930	309	885	0	736
Melksham remainder	110	110	27	48	0	35
Community Area	2,040	2,040	336	933	0	771

- 1.25 Responses to the Wiltshire 2026 consultation indicated that there was general agreement regarding the issues and challenges faced by the community area, and in particular there was support for reducing current out-commuting flows and for providing future employment growth. It was suggested that there is a need to provide for a wider employment base and for future strategies to encourage a greater portfolio of businesses so that the town is not so dependent on a single employer.
- 1.26 The range of services and facilities on offer in Melksham was generally felt to be insufficient and there were calls for appropriate infrastructure to be provided before development takes place. There was also a desire for a greater emphasis on regeneration of the town centre, which could be delivered through a town plan or similar document. A number of respondents disagreed with the level of housing growth proposed for Melksham in the Wiltshire 2026 document, and this included both suggestions that the housing allocation was too high and also suggestions that the town could accommodate higher levels of growth. There was some concern that Melksham should not be disadvantaged because it was identified as a 'market town' rather than as a 'strategically significant town'. Concerns were also raised about the proposed strategic housing and mixed use site to the east of Melksham and between Melksham and Bowerhill, and about the proposed new employment land to the south of Berryfield.
- 1.27 A Localism Meeting was held in Seend on 12th April 2011, and this included discussion around proposals relating to Melksham to be included in the Wiltshire Core Strategy. It was concluded that those who attended the meeting supported employment development in Melksham, and broadly supported the proposals set out in Wiltshire 2026 to provide a total of around 2,040 homes in the Community Area over the plan period. There was a suggestion that employment development should be provided first, and that housing should come later.
- 1.28 It will be important to implement an effective economic strategy that broadens the employment base and addresses the current imbalance between homes and jobs before more homes are delivered in Melksham. The proposed requirement from Wiltshire 2026 of **2,040** homes will be maintained. At April 2010, 1,249 dwellings were committed (336 complete and 913 deliverable commitments), and an estimated 119 will be delivered through windfall in the last five years of the plan period. This leaves 672 additional dwellings to be

provided in the Community Area. A strategic site for housing and mixed use development in Melksham will not be allocated in the Core Strategy, and appropriate land for development will instead be identified in a future planning document (such as a Neighbourhood Plan or a Site Allocations DPD).

- 1.29 The proposed level of dwellings from Wiltshire 2026 within the town (1,930) will be maintained.

Pewsey

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Pewsey CA	520	600	214	68	0	318

- 1.30 In Pewsey Community Area, the issue of infrastructure and employment delivery and its relationship to housing delivery was raised. It was felt that growth needs to be balanced to achieve sustainability.
- 1.31 The issue of ensuring that housing delivery catered to the local community, especially in terms of affordable housing was noted. This related to creating an attractive environment to retain young persons.
- 1.32 There was also recognition that some growth needed to be supported in the villages. Wiltshire 2026 proposed **520** homes within the community area. In order that the villages are able to meet identified local needs, it is proposed to increase this to **600** homes.

Tidworth

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Tidworth & Ludgerhsall	1,750	1,750	222	722	550	256
Tidworth remainder	150	150	64	13	0	73
Community Area	1,900	1,900	286	735	550	329

- 1.33 The recent consultation highlighted that the community felt that connectivity and transport were very important and that development had to be led by employment. There was general feeling that housing had to be supported by genuine local employment otherwise the area would become a commuter area. Broadband connectivity was highlighted as a particular concern. Support for development was also highlighted as crucial with doctors, dentists and schools seen as fundamental to success. Concerns over the infrastructure of the specific sites included transport issues, sewage and water supply problems and the amount of affordable housing coming forward on the sites. It was also highlighted that the changes in military careers and the lifestyles of soldiers and their dependants is likely to have a great effect on the area.

- 1.34 Wiltshire 2026 proposed a figure of **1,900** homes. Given the increase in MoD personnel in the area, and the successful development of a number of important local facilities including Castledown business park, the Wellington Academy, Tesco's and Tidworth Leisure Centre, it was felt that this level of housing development would help support create a better more sustainable community in Tidworth and Ludgershall. This level of growth will also benefit from a number of PDL military sites and utilise the opportunity to create a better level of self containment for non-military members of the community.
- 1.35 Within this 1,900, the 1,750 within the towns of Tidworth and Ludgershall proposed in Wiltshire 2026 will be maintained.

Trowbridge

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Trowbridge town	5,660	5,860	998	1,829	2,650	383
Trowbridge remainder	260	140	77	14	0	49
Community Area	5,920	6,000	1,075	1,843	2,650	432

- 1.36 In general there was broad support for the level of growth proposed in Wiltshire 2026 with the majority of responses calling for balanced growth by ensuring that employment delivery matches that of housing in order to deliver much needed improvements to the services and facilities within the town. Improvements to the physical infrastructure and associated regeneration of the town was a general theme from all the responses and it was generally accepted and understood that the delivery of appropriate measured/balanced growth across the plan period was the delivery mechanism for improvements to the town and the rural areas. The separate identities of the more rural settlements is seen as vitally important to maintain the character of such settlements although it was recognised that some rural settlements should be able to grow according to their specific needs and aspirations.
- 1.37 At the recent consultation events, there was general agreement that growth is required in order to deliver the improvements to infrastructure which have been highlighted as lacking within the town and the wider community area. Concern was raised regarding the promised delivery of economic growth and whether or not this is achievable, although it was generally accepted that growth is a positive thing for the town. The delivery of vital infrastructure and improvements to the physical infrastructure is seen as crucial in order to ensure that Trowbridge develops which should take the form of town centre regeneration and better access to schools and other vital services and facilities. The delivery of jobs is an important aspiration within the community area and it was stressed that planners need to avoid simply delivering housing without the necessary growth in jobs and delivery of appropriate infrastructure at the right stage in the development process. Growth was generally accepted in the community area as long as it is delivered in a sustainable manner and ensures the integration of jobs and homes.
- 1.38 The proposed requirement of **5,920** homes in Wiltshire 2026 has been minimally increased to **6,000** in order that the strategic site to the South of Trowbridge can be delivered along with the associated infrastructure improvements and employment.

- 1.39 Owing to the limited number of villages within the community area outside of Trowbridge it is considered appropriate to make only a small allowance in line with historic trends for delivery in these settlements. This results in a proposal of 5,860 for Trowbridge town.

Warminster

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Warminster town	1,650	1,650	172	390	900	188
Warminster remainder	120	120	53	28	0	39
Community Area	1,770	1,770	225	418	900	227

- 1.40 There was recognition that additional employment is required, especially as an existing employment centre is closing. There was also support for encouraging the people of Warminster to work in the town. It was proposed that infrastructure and employment should be delivered first and act as trigger points to prevent developers front-loading housing development, without the required infrastructure.
- 1.41 There was general consensus that the figures are about right (**1,770** homes) especially if growth is linked to new jobs in the area, however some discussion was made as to whether the people present were qualified enough, or had enough information to make an informed decision. It was understood that we need housing figures in the Core Strategy now and that it is reasonable to base these figures on the assumptions outlined in the presentation.
- 1.42 There was some appetite for more accommodation in villages (particularly Corsley) but that this would need to be supported by additional employment opportunities in these areas. It is believed that this should be addressed through revisions within the settlement strategy. The proposal of 1,650 dwellings within Warminster town will be maintained.

Westbury

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Westbury town	1,290	1,290	468	323	0	499
Westbury remainder	100	100	35	14	0	51
Community Area	1.390	1,390	503	337	0	550

- 1.43 There was real concern about facilities moving from the town centre at the recent consultation event. In particular the GP is set to move to the outskirts and the library could follow suit. These losses are considered to affect the viability of the remainder of the town centre, which is in need of improvement. The transport linkages across the town and in particular to the railway station were also a cause for concern.

- 1.44 It was also noted that employment delivery is required prior to additional housing. Another point was that more housing should be directed to the villages outside of Westbury.
- 1.45 Wiltshire 2026 proposed **1,390** homes. Given the number of completions and commitments in the area this is still considered appropriate, and no one argued that the numbers should be lower. Therefore this figure will be maintained. Of this allowance, the 1,290 proposed in Westbury town will be maintained from Wiltshire 2026.

Wootton Bassett and Cricklade

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
Wootton Bassett town	920	920	153	559	0	208
Wootton Bassett remainder	330	330	130	66	0	134
Community Area	1,250	1,250	283	625	0	342

- 1.46 Given the proximity of the Wootton Bassett & Cricklade Community area to Swindon it is likely to be significantly affected by the long-term growth at the Borough. Equally the relationships that towns such as Wootton Bassett and Cricklade, as well as the rural areas of Purton and the Lydiards, have with Swindon will require careful planning. The targeted consultations recognise the dormitory role that Wootton Bassett has with Swindon and agree that increasing the towns self-containment is an important part of the strategy for the long term development of the town. Furthermore growth in the town was generally accepted as a means to address the current imbalance between homes and jobs and to help to improve the self-containment of the town as well as providing the opportunity to deliver affordable housing.
- 1.47 It is clear from the community responses that although the focus is rightly aimed at Wootton Bassett, this should not be at the expense of the smaller towns and rural areas. The need to ensure flexibility to enable local communities to deliver growth in response to local needs and aspirations should be part of the long-term strategy for the community area. It is not considered necessary to revise the scales of growth proposed in Wiltshire 2026 (of **1,250** homes). In rural areas the appropriate scale of growth should be determined locally through engagement with localities in the preparation of a site allocation Development Plan Document and / or through local Neighbourhood Plans.
- 1.48 Cricklade Town Council has identified a need for there to flexibility to be able to deliver housing within the town. There are still 134 homes to be identified within the community area remainder, which provides an allowance for delivery in Cricklade. Furthermore, the requirement does not provide a ceiling for development, and if the community believe additional delivery is appropriate, then this will be able to be delivered through a neighbourhood plan.

The West of Swindon

Area	Wiltshire 2026	Proposed Requirement 2006-26	Homes built or already planned		New homes to be planned	
			Completions 2006-10	Specific permitted sites	Strategic Sites	Remainder to be identified
West of Swindon	3,000	200	0	200	0	0

- 1.49 The need for development at the west of Swindon was predicated on regional planning policy through the extant development plan, the Wiltshire and Swindon Structure Plan 2016, and the un-adopted draft south west Regional Spatial Strategy. Development options at the west of Swindon have been subject to considerable local opposition not least because of the impact that development is likely to have on the existing infrastructure and the potential for coalescence with rural settlements such as Purton.
- 1.50 In light of the recent publication of the Swindon Borough Council Revised Pre Submission Draft Core Strategy document, which does not include an allowance at the west of Swindon to meet the future housing needs of Swindon, the Wiltshire Core Strategy will not make any allocation for growth at this area of the County. Any development that does come forward in line with previous policy for development at the western edge of Swindon will be above and beyond the overall housing target for Wiltshire and the Wootton Bassett and Cricklade Community Area. It is important to ensure continued plan-led development across the county and within the Wootton Bassett and Cricklade Community Area as such it would not be appropriate to deduct any delivery of housing at the western edge of Swindon from either the Community Area target or the target for Wiltshire as a whole. Currently there are 200 outstanding commitments at Moredon Bridge which have been taken into account in the identification of Wiltshire's future housing requirement; no further allowance is made for west of Swindon development. The decision made in relation to the current application at Ridgeway Farm, West Swindon, could mean that this increases further.

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COMPARISON OF WILTSHIRE HOUSING REQUIREMENTS

The following table sets out the various housing requirements that have been proposed for Wiltshire. These have been provided at a former district level in order to allow for a direct comparison.

Area	Wiltshire and Swindon Structure Plan 2016 (adopted April 2006)	Draft RSS (submitted April 2006)	Proposed mods to draft RSS (published July 2008)	Wiltshire 2026 (October 2010)/ SWCS submission draft (July 2009)	Proposed new requirement (May 2011)
East Wiltshire¹	5,250	5,000	6,000	6,000	5,500
Devizes CA				2,420	2,150
Marlborough CA				850	850
Pewsey CA				520	600
Tidworth CA				1,900	1,900
Elsewhere				320	0
North Wiltshire	9,000 to 10,000	10,000	13,700	13,700	9,730
Calne CA				1,270	1,380
Chippenham CA	3,000	4,500	5,500	5,740	4,500 to 5,500
Corsham CA				1,060	1,200
Malmesbury CA				1,110	1,200
Wootton Bassett & Cricklade CA				1,250	1,250
West of Swindon	0 to 1,000 ²	1,000	3,000	3,000	200
Elsewhere				280	0
South Wiltshire¹	8,000	9,200	12,400	13,200	9,910
Amesbury CA				2,650	2,400
Mere CA				290	250
Salisbury & Wilton CAs	3,900 ²	5,000 ²	6,000 ³	9,050	6,280
Southern CA				740	560
Tisbury CA				440	420
West Wiltshire¹	11,750	10,500	12,300	12,100	11,870
Bradford-on-Avon CA				620	670
Melksham CA				2,040	2,040
Trowbridge CA	5,000	5,000	6,000	5,920	6,000
Warminster CA				1,770	1,770
Westbury CA				1,390	1,390
Elsewhere				350	0
Wiltshire	34,000 to 35,000	34,700	44,400	45,000	37,010

¹ The requirements in relation to the Structure Plan and the RSS relate to the former district areas, whereas the locally generated requirements relate to the aggregation of the community areas that most closely conform to the former district areas.

² This 1,000 to the West of Swindon could be delivered either in the former North Wiltshire District or within the boundary of Swindon Borough.

³ Target for Salisbury City alone.

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PROPOSED PHASING POLICY

- 1.1 A phasing policy will allow Wiltshire Council to ensure that there is a continuous supply housing delivered throughout the plan period to enable the council to address existing challenges and as well as providing the right planning framework to deliver the strategic objectives for individual settlements and the County.
- 1.2 It is considered appropriate to assume that if a phasing policy is justified it should relate to the two ten year periods 2006 to 2016 and 2016 to 2026. The following evidence will be presented on this basis.
- 1.3 The most up-to-date economic forecast and employment projections clearly demonstrate more significant levels of growth in the second half of the plan period (i.e. 2016-2026).

	2006-2016	2016-2026
Projected employment delivery	4,320 jobs	23,370 jobs
Percentage of dwelling requirement	25%	75%
Population projections (% of dwelling requirement)	42%	58%

The Strategy

- 1.4 In some areas the phasing policy will be revised to reflect the specific challenges and opportunities that area. In Salisbury for example a key element of the delivery strategy will be provide the appropriate strategic framework that will allow housing delivery to come forward to address existing need. Whereas in Chippenham the phasing policy will seek to ensure the delivery of employment growth in advance of housing in order to address the current imbalance between jobs and homes.
- 1.5 Given this mix of strategies it will be appropriate to apply a different phasing policy for the emerging Housing Market Areas. However, until these areas are formally defined, the phasing policy will be set out for Wiltshire as a whole, but it should be recognised that when this is translated into Housing Market Area policies it is likely that the phasing will be frontloaded in the south and weighted toward the latter end of the period in the north. It would also allow a period during which neighbourhood plans can be developed in order to identify suitable sites for delivery in the second half of the plan period. If required subsequent DPDs will be delivered which meet any shortfall in housing delivery.

Policy development

- 1.6 During 2006 and 2016, some 20,684 homes are expected to be delivered from current commitments and strategic allocations, leaving a remainder of 16,596 to be delivered from 2016 to 2026. These strategic sites have been identified in order to address specific needs, including employment delivery as well as meeting the infrastructure requirements of particular towns. It is therefore appropriate to ensure that this delivery can happen at an appropriate time, by providing an allowance for this delivery within the proposed phasing.
- 1.7 Phasing will manage the delivery of appropriate scales of housing development across the plan period by ensuring that sufficient housing is in place in the short-term to deliver the necessary infrastructure and employment whilst avoiding additional unsustainable growth and exacerbating existing out-commuting patterns.

1.8 Given these various influences it is appropriate to consider a number of phasing options. These should include:

- allowing for the expected delivery of sites in the first half of the plan period,
- distributing the phasing in line with the requirements of the population,
- an even distribution over the two halves of the plan period.

Options	2006-2016	2016-2026
Delivery led	20,680	16,600
Requirement led	15,540	21,470
Even spread	18,640	18,640

Delivery led

1.9 This option is considered to be deliverable at sustainable locations, but if one of the currently identified locations was delayed for any reason, it could give rise to a requirement for an additional site to meet the identified short-term requirement. Whilst additional suitable sites may be supported, it would limit the Councils ability to defend against unsuitable sites. This policy would also frontload development, which is inappropriate for some areas, which have seen high levels of development recently. This is clearly inappropriate through consideration of the phased requirements as demonstrated through the various projections.

Requirement led

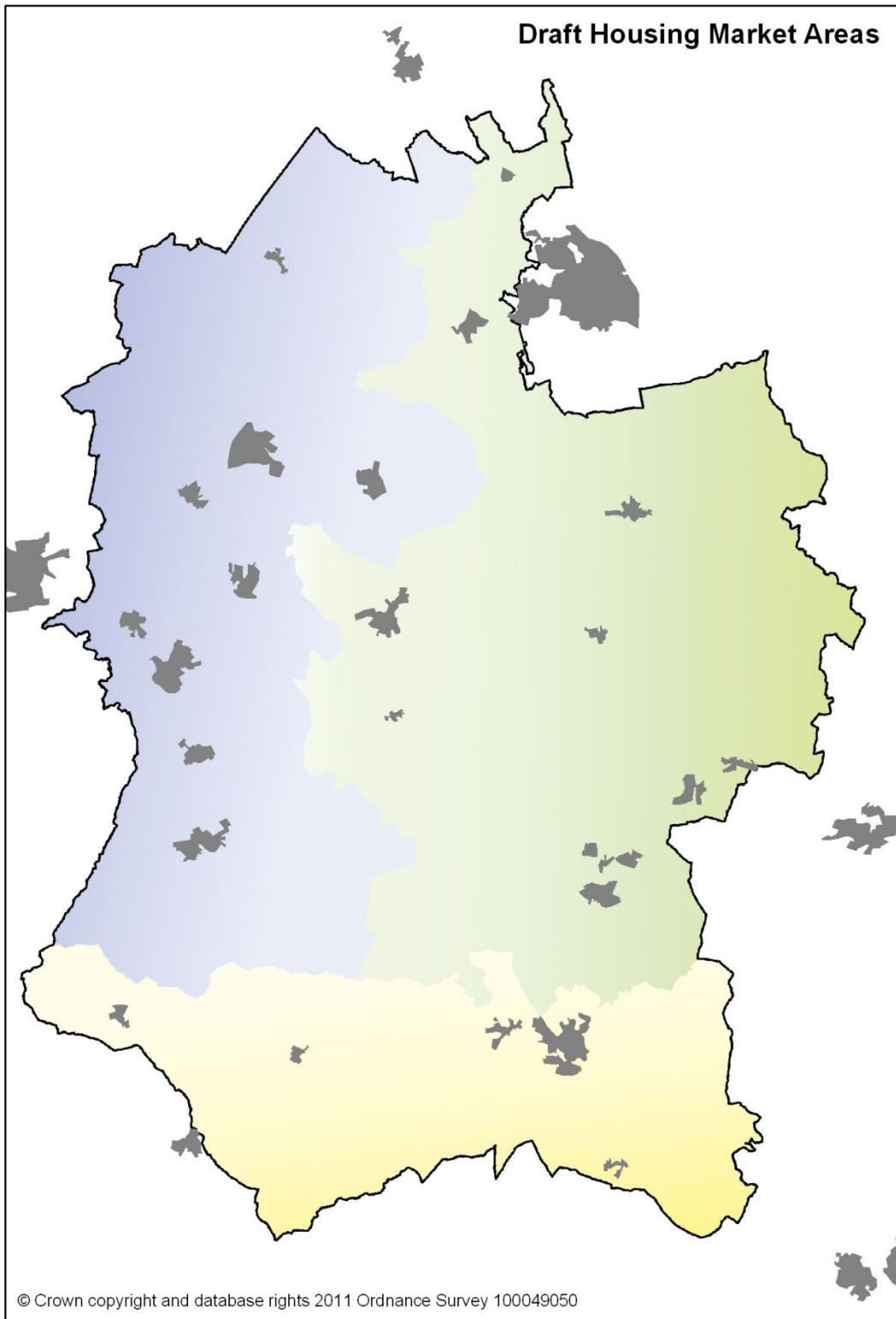
1.10 This option would negate the need for a large element of the strategic sites early in the plan period. These sites have been identified as strategic in order to deliver employment and infrastructure, and so by discounting the need for such sites the strategy may be compromised.

Even spread

1.11 This option takes a middle ground and allows for the majority of the sustainable development at the identified strategic sites, whilst preventing unsustainable development elsewhere in the first half of the plan period (2006 to 2016). That is not to say that if additional suitable sites were identified from 2006 to 2016 they would not be supported but rather that there is no need to identify further sites. This has the dual benefits of providing for the existing employment and infrastructure requirements, as well as protecting the area against unsustainable development. It is proposed that this would be the appropriate policy to take forward.

1.12 In developing a final phasing policy, consideration of the emerging proposals from Government for new funding mechanisms to bring forward employment land and infrastructure will need to be taken into account.

DRAFT HOUSING MARKET AREAS FOR WILTSHIRE



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5. Community Area Spatial Strategies (DRAFT)

Applying the Spatial Strategy to Bradford on Avon Community Area

The Bradford on Avon Community Area is located in the west of Wiltshire. The majority of the community area is within the Western Wiltshire Greenbelt, and parts of the Area are also within the Cotswolds AONB.

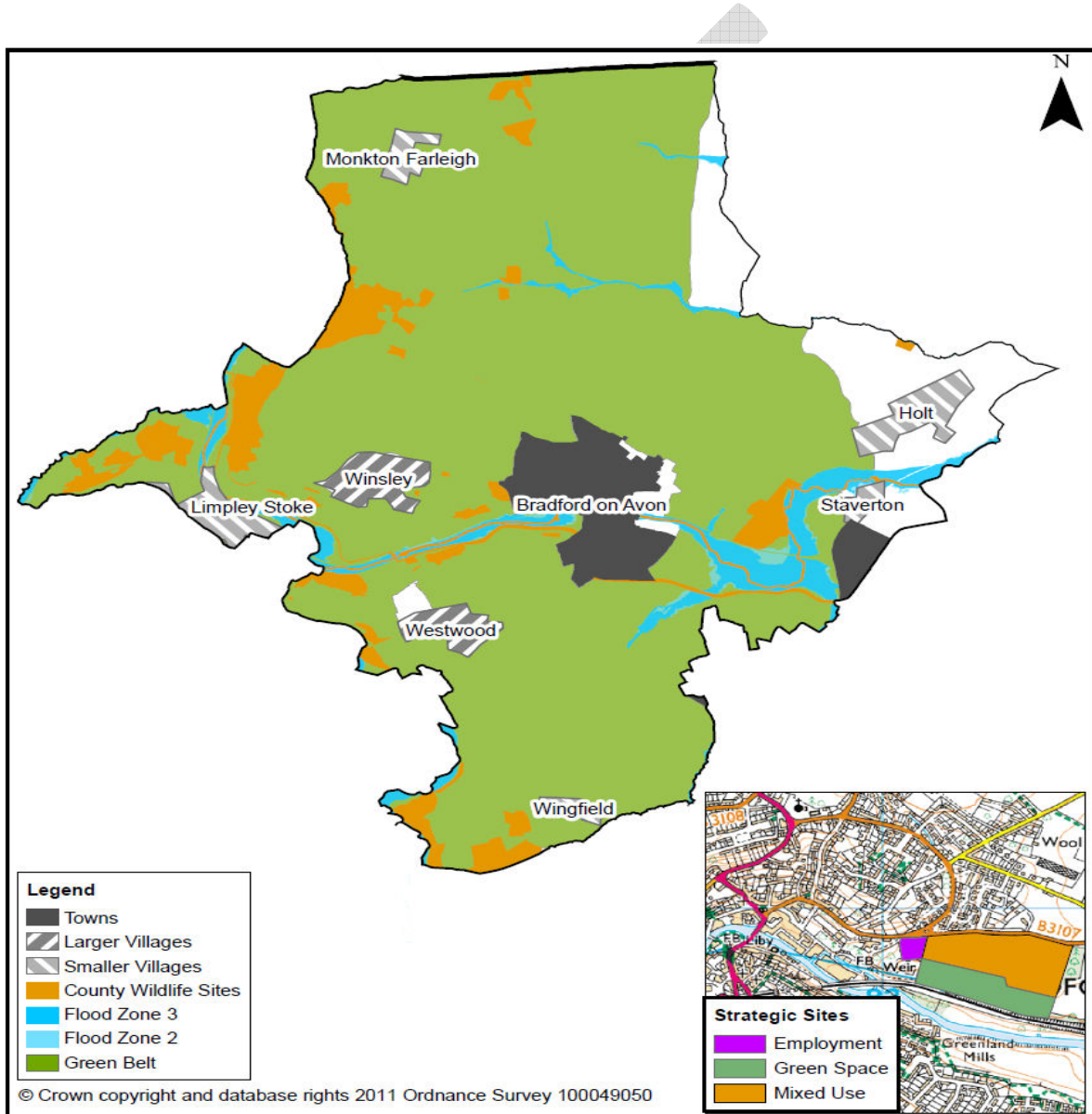
The historic town of Bradford-on-Avon is one of the smaller market towns in Wiltshire. The town features a number of important historic buildings, along with leisure facilities - such as the Kennet and Avon Canal and is a popular tourist destination. The town currently offers a low range and number of employment opportunities and a high level of out-commuting. In addition, although there is a range of specialist shops in the town, the overall retail offer serves only basic local needs. This may be partly addressed through the provision of an appropriate scale convenience store as part of the Kingston Mill development. There are issues with high traffic volumes and congestion in the town centre and an Air Quality Management Area is located from Mason's Lane through to Silver Street. There is a local aspiration for improvements to walking and cycling routes and a reduction in traffic intimidation by giving priority to pedestrians and the Bradford on Avon Historic Core Zone project aims to address some of these issues. The town has aspirations to become 'carbon neutral' by 2050.

Future development in Bradford on Avon should be on a modest scale and appropriately designed to deliver additional employment, thereby helping to improve the self containment of the town and achieve high sustainability standards.

Specific issues to be addressed in planning for the Bradford on Avon Community Area, include:

- The economic self containment of Bradford on Avon will be addressed through delivering employment growth as part of strategic development and retaining all existing employment sites.
- Ensuring strategic growth in Bradford on Avon meets high sustainability standards and delivering renewable energy will help contribute to the town's targets to be carbon neutral. Affordable housing will also be provided as part of the strategic growth as there is a high level of need in the town
- Housing development in Bradford on Avon should be phased for delivery towards the end of the plan period to allow current infrastructure deficiencies to be addressed. For example, the phasing of development will allow community initiatives to address pedestrian intimidation in the town centre to be implemented. Development should be planned so as to conserve and enhance the high quality built and natural environment in the community area.

- The loss of employment land in Bradford on Avon will not be supported, in accordance with Core Policy 22. New employment development will be supported as part of a sustainable mixed use allocation in accordance with Core Policy 21. This will help address the historic loss of employment land in the town due to market forces and the attractiveness of Bradford on Avon to retired people, second home owners and commuters, who have traditionally exerted pressure on former employment sites in the town to be converted to residential use.
- An 'area of opportunity' in Holt (designated in the West Wiltshire District Plan) will be protected as it continues to offer a suitable location for mixed use development in accordance with Core Policy 1.



Map of Bradford on Avon Community Area showing selected constraints and area of planned growth

How do we expect Bradford on Avon Community Area to change by 2026?

New development will have improved the economic self-containment of the community area by enhancing employment opportunities, improving services within the town and delivering an appropriate mix of affordable and market homes to help meet local need. Development will have had due regard to the historic built and cultural environment of the town and have been highly sustainable, contributing to the town’s aspirations to be carbon neutral. The natural landscape will also have been protected and enhanced. Congestion will have been reduced through the promotion and improvement of sustainable transport - including enhancements to the cycling and walking route network.

Core Policy 4 – Spatial Strategy: Bradford on Avon Community Area

Development in the Bradford on Avon Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Bradford on Avon
Larger Villages:	Holt; Westwood and Winsley
Smaller Villages:	Limpley Stoke; Monkton Farleigh; Staverton and Wingfield

The following Principal Employment Areas will be supported in accordance with Core Policy 2: Treenwood Industrial Estate and Elm Cross Trading Estate

The following Rural Enterprise Area will be supported in accordance with Core Policy 2:
The former Dent’s Glove Factory, Holt

Over the plan period (2006 to 2026), 2-3 ha of new employment land and 670 new homes will be provided. 510 dwellings should occur at Bradford on Avon, including land identified to the east of Bradford on Avon on land at Kingston Farm for strategic growth:

Land at Kingston Farm	2-3 ha employment	150 dwellings
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The strategic allocation will be brought forward through a master planning process agreed between the community, local planning authority and the developer and must deliver the following:

- High quality and sustainable urban extension to Bradford on Avon which complements the existing built form and provides environmental enhancement.
- 2-3 ha of employment land including space for an existing local firm to expand, increasing the opportunity for people to live and work in the town.
- 150 new homes including the provision of 40% as affordable housing.
- An exemplar for sustainable development and renewable energy for development in the rest of Wiltshire, including the provision of renewable energy generation capacity to meet carbon neutral standards (to be defined by Government) and a development that meets high sustainability standards.

Core Policy 4 – Spatial Strategy: Bradford on Avon Community Area (continued)

Development must ensure that:

- The setting of the Conservation Area, and The Hall and its park and garden is protected and where possible, enhanced.
- The environmental corridor of the River Avon is protected and enhanced.
- Survey and mitigation of the impacts on bats (including roosting and foraging grounds) associated with the Bradford on Avon and Bath Bats Special Area of Conservation (SAC); other protected species and local wildlife habitats / features associated with the river corridor.

Essential infrastructure requirements will include:

- Improvements to the junction of the B3107 and the B3109, and the potential widening of the B3107

160 homes will be provided in the rest of the community area over the plan period.

Residential development should be phased to deliver a balanced and appropriate mix of affordable and market homes towards the end of plan period. Development proposals must ensure that all necessary infrastructure is delivered in a timely manner and employment growth is balanced alongside housing.

Delivery of Proposed Housing, Bradford on Avon Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Bradford-on-Avon Town	510	61	256	150	43
Remainder	160	62	30	0	68
Community Area Total	670	123	286	150	111

Infrastructure requirements

The Infrastructure Delivery Plan sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Bradford-on-Avon community area and, where indicated, for the allocated strategic site at Kingston Farm (Moulton Estate):

- Sustainable transport solution for the town centre, including a Improvements to the sewer system throughout the town, including dedicated pumping stations, upsizing of downstream sewers and rail and river crossings to the sewage treatment works, which is to the west of the strategic site
- Reinforcement of the low pressure gas mains in the town
- Financial contributions towards the expansion of the primary and secondary schools
- Expansion, or relocation to larger premises, of one or both of the GP surgeries in the town
- Expansion of the existing cemetery and provision of pedestrian links to the town centre

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Applying the Spatial Strategy to Calne Community Area

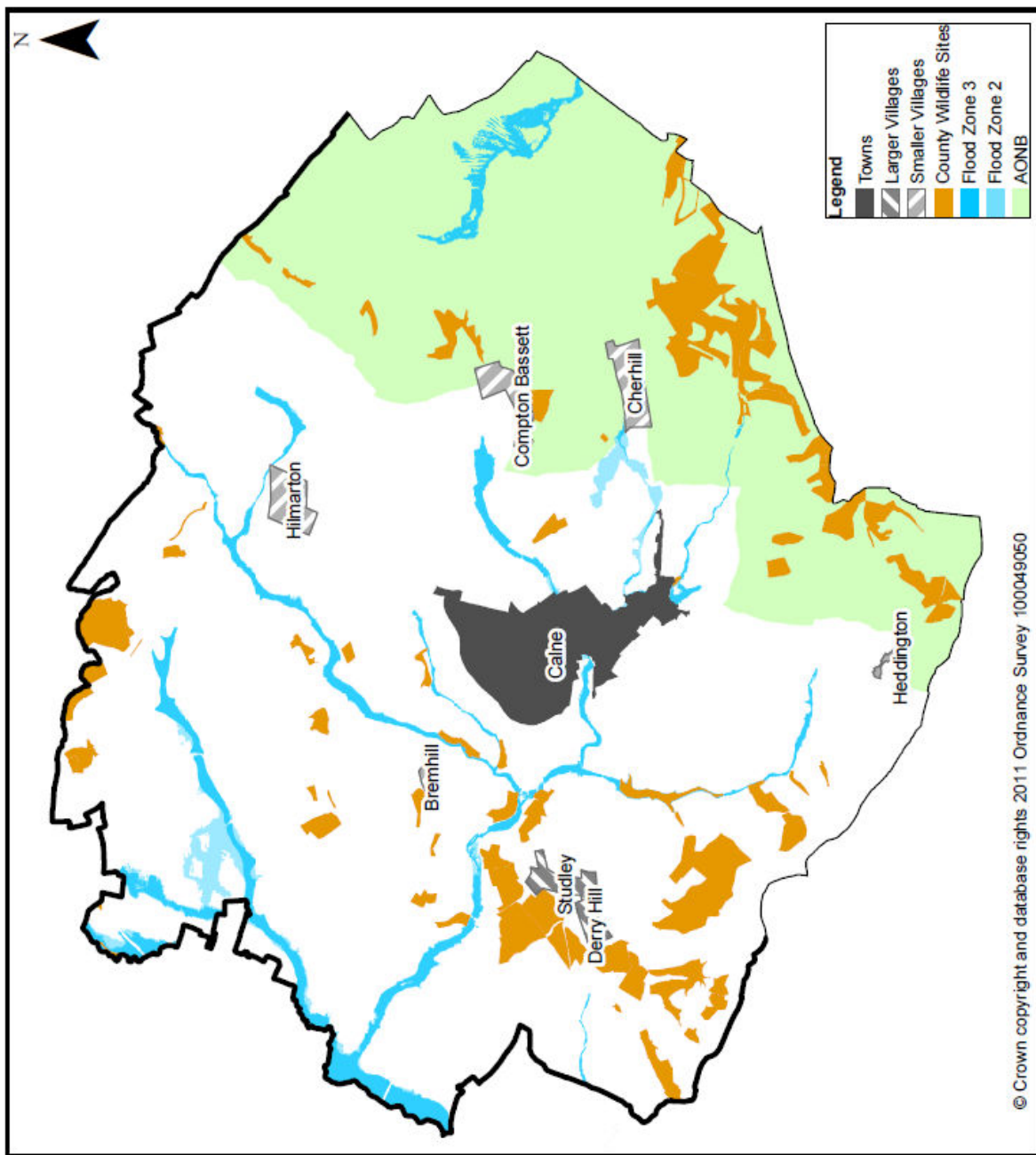
The Calne Community Area is located to the north of Wiltshire south of the M4 and contains the principal settlement of Calne, a market town, which is surrounded by a number of smaller rural settlements.

The close proximity of the area to the M4 has attracted key employers to Calne in the past and it is identified as a strategic employment location in Wiltshire. This close proximity to the M4, Swindon and Chippenham does however mean that the town has a low level of economic self-containment and people often travel elsewhere for jobs and services. However, Calne is one of the more affordable settlements in the county.

Development in Calne should support investment in services and town centre improvements, thereby maintaining the economic base in the town with mixed growth of employment alongside housing, thus improving the towns self containment.

Specific issues to be addressed in planning for the Calne Community Area, include:

- The community have commenced work on preparing a Town Plan for Calne which could be adopted as SPD in the future, or lay the foundations of a Neighbourhood Plan. This will identify projects to help strengthen the town centre and build on the success of recent regeneration projects.
- The town plan will investigate opportunities to address town centre traffic congestion and improve public transport access to the town centre. Any future development should also contribute to resolving this problem.
- Future housing growth should help deliver necessary infrastructure in the town, which has been lacking through historic development. In particular there is a lack of cultural and entertainment facilities on offer in Calne than for towns of comparable size.
- Potential for additional convenience retail has been identified in Calne. This should be directed to the centre area of the town to help improve the retail offer and the vitality and viability of the centre more widely.



Map of Calne Community Area showing selected constraints

How do we expect Calne Community Area to change by 2026?

Calne will be an active and attractive centre for the community area, offering a range of retail outlets accessible by public transport. The town will have services that are well-used, including entertainment and recreational facilities. People will feel safe and proud of Calne, and will benefit from its range of accommodation and good links with local businesses. Development will have supported the services and community facilities within the town to grow. People within the community area will have access to a range of jobs within the town, which will have helped in reducing the present high levels of out-commuting.

Core Policy 5 - Spatial Strategy: Calne Community Area

Development in the Calne Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Calne
Larger Villages:	Derry Hill and Studley
Smaller Villages:	Bremhill; Cherhill; Compton Bassett; Heddington and Hilmarton

Over the plan period, 3.2 ha of employment land will be provided:

Land East of Beaverbrook Farm and Portmarsh Industrial Estate	Saved North Wiltshire District Plan allocation	3.2 ha
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The following Principal Employment Areas will be supported in accordance with Core Policy 2: Portmarsh Farm Industrial Estate and Station Road Industrial Estate

Over the plan period (2006 to 2026), 1,380 new homes will be provided, of which 1,240 should occur at Calne and 140 homes will be provided in the rest of the community area. There will be no strategic housing sites allocated in Calne. Land for development in the Calne Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Development should be phased to deliver homes over the full plan period in a balanced manner that will enable infrastructure and traffic congestion issues to be addressed.

Delivery of Proposed Housing 2006 to 2026, Calne Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Calne Town	1240	404	443	0	393
Remainder	140	67	9	0	64
Community Area Total	1380	471	452	0	457

Permission has been granted for 285 dwellings, following an appeal on land off Sandpit Lane. This development will deliver a significant proportion of the housing allocation for Calne.

In the past, a much higher level of growth was suggested for Calne to facilitate the development of an eastern distributor road to alleviate town centre traffic. However the scale of growth needed to deliver such a new road now would be much higher than is appropriate for the town. The actual level of growth proposed is on a much more organic scale and would not support the provision of this significant infrastructure. As a significant proportion of development has already come forward in the plan period, future development during the rest of the plan period will be phased to ensure that infrastructure provision appropriately supports development in the town.

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Calne community area:

- Traffic demand management scheme for Calne town centre
- Additional public transport provision to increase access to the town centre
- Ambulance standby point in a central location within the town
- Financial contributions towards primary and secondary schools

Applying the Spatial Strategy to Chippenham Community Area

Chippenham Community Area is located in the northern part of the county. It includes the principal town of Chippenham and a number of villages including Biddestone; Castle Combe; Kington St Michael, Hullavington and Yatton Keynell. The Community Area lies partly within the Cotswold AONB and contains several Sites of Special Scientific Interest.

Chippenham is one of the largest towns in Wiltshire. The town has excellent transport links, being in close proximity to the M4 and on the main Bristol to London railway route and as such is an attractive location to employers, but this also leads to significant levels of out-commuting. However, there is currently a significant shortfall in suitable land for employment growth and a failure to respond to this issue would result in existing and prospective employers moving elsewhere.

Chippenham is located within a rural setting and acts as an important service centre for a number of smaller villages within the community area and the surrounding towns and villages within north Wiltshire. The area is an attractive place to live and has several excellent schools. Although there is a relatively strong retail offer within the town, people from the catchment area are choosing to shop in other larger settlements, including Bath and Swindon, and as such the town centre retail offer in Chippenham should be strengthened.

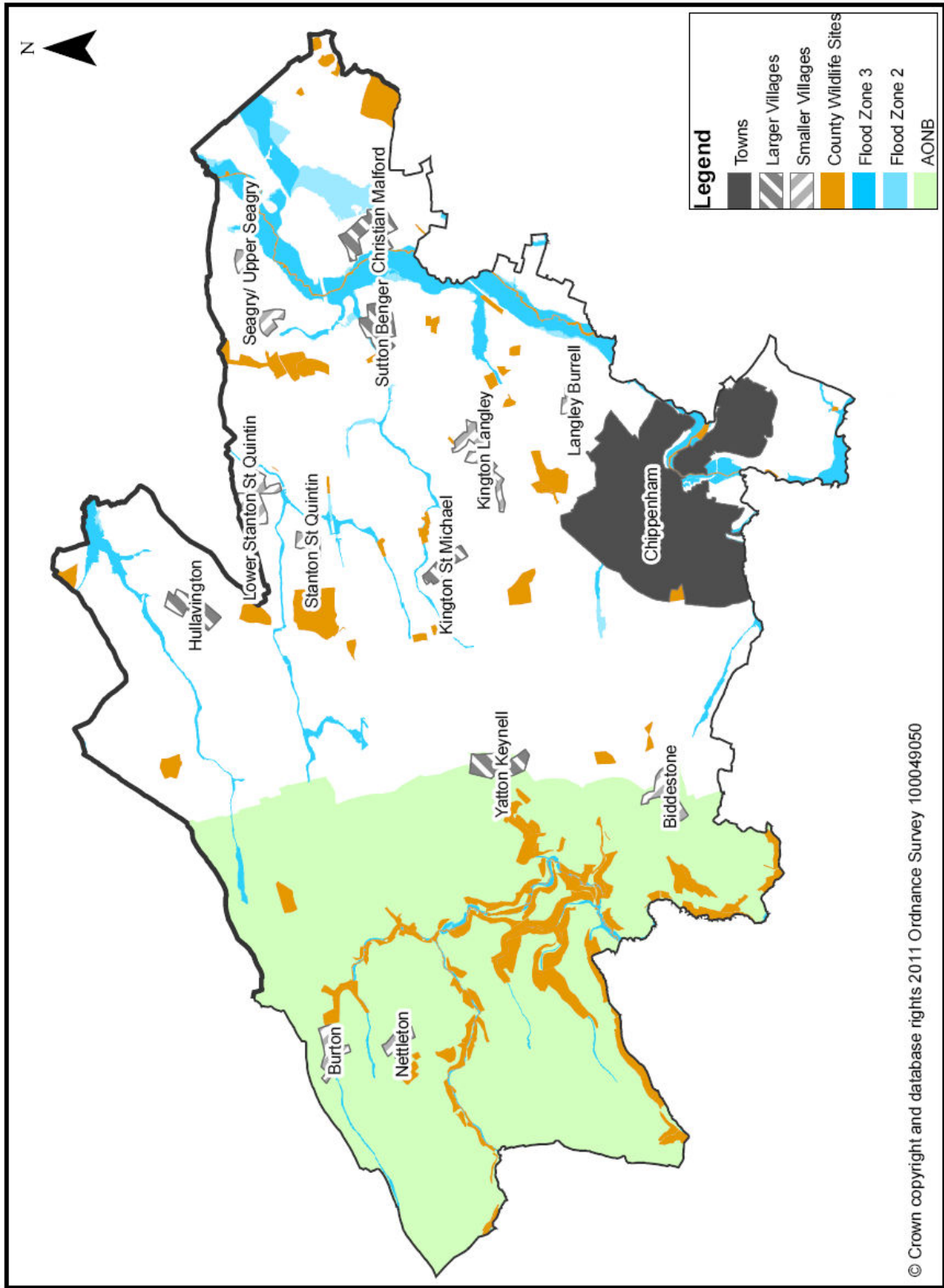


Figure 1: Chippenham Community Area Map including selected constraints

Specific issues that should be addressed in planning for the Chippenham Community Area include:

- The River Avon is an important asset for the town and should be better integrated with the town centre reflecting its differing roles as it flows through the town, as a green corridor for wildlife, as a recreational space and as a sustainable transport route for pedestrians and cyclists.
- Chippenham has a net out-flow of commuters and future development should redress this.
- New employment provision in Chippenham should be seen as a priority. There is currently a shortage of suitable employment land for expansion of existing businesses to secure inward investment. This includes suitable workspaces for start-up businesses and business units.
- Chippenham's offer as a service centre needs to be enhanced, particularly the town centre for retail, leisure and the evening economy in order to reduce the outflow of shopping and leisure trips.
- Securing expansion to Chippenham's town centre and improved retail offer through redevelopment of the Bath Road Car Park/ Bridge Centre is key along with redevelopment of other smaller town centre sites and enhancement of the public realm and the market.
- Further out of centre retail in Chippenham could weaken the town centre and edge of town centre development needs to enhance the offer, not displace it or have a detrimental impact.
- Chippenham has limited brownfield opportunities within its urban area, although significant potential exists for regeneration within the central area.
- Many areas around Chippenham with potential for future development are constrained, particularly in relation to their environmental value or the need for significant highway improvements to unlock them. Careful consideration is needed to identify suitable urban extension sites, which could involve encroachment into the Calne and Corsham Community Areas.
- Although the outlying villages within the Community Area are identified as larger villages within the Settlement strategy, dormitory relationships will further constrain the type and level of development which should take place.
- There is a need to plan for the potential re-use of the Hullavington MOD site, which is designated as a conservation area and an important heritage asset should it become surplus to requirements.
- Former Chicken Factory site in Sutton Benger needs to be redeveloped and provides the opportunity to deliver local housing and to support rural services and new employment opportunities in the village.
- Provision of a shared site for GP, Fire, Police and Ambulance services at Chippenham to improve service delivery.
- Hardenhuish and Sheldon Secondary Schools are oversubscribed. Abbeyfield School has spare capacity, and in the short term could accommodate some additional school places. Further work is required to assess the need for a new secondary school or the expansion of Abbeyfield School over the plan period to 2026.
- The cemetery at Chippenham has limited remaining provision. Therefore, making new land available for cemetery provision should be considered;
- Public transport connectivity and pedestrian and cycling links to the town, town centre; Railway Station and Wiltshire College campuses needs to be improved including better integration of different modes.

- Essential infrastructure improvements are required to deliver benefits (health, safety, journey time predictability, town centre access, public transport efficiency) from improved movement of traffic around Chippenham.
- Appropriate flood mitigation measures including sustainable drainage will be required.
- Play provision in the town could be improved, including the delivery of a suitable site for a skate park.
- Existing electricity towerlines located to the east and south of Chippenham should be regarded as permanent features and avoided as part of any master planning of urban extensions to Chippenham.

How do we expect Chippenham Community Area to change by 2026?

A series of vision statements have been developed through the Chippenham Vision Board and Core Strategy consultation process to inform the future development of Chippenham, as follows:

- Chippenham will strive to be as attractive as possible in terms of shopping and leisure provision and will emphasise its role as a Riverside Market Town surrounded by beautiful countryside and attractive villages.
- Chippenham will recognise and build on its natural assets and its important heritage will be cherished. Its setting on the River Avon will be its defining and connecting feature. Its active riverfront combined with the historic centre, the market, pleasant parks and open spaces; provides a thriving artery and distinctive identity for the town.
- Chippenham will be a place where young people choose to stay to live and work, because of the excellent education facilities, the choice and quality of work, range of leisure opportunities and access to housing.
- Chippenham will be a retail destination of choice for the surrounding area due to its range of shops, excellent market, lively cafes and restaurants and leisure facilities which are complemented by its programme of events, festivals and activities.
- Chippenham will take advantage of its excellent rail and road links and its position on the high tech corridor between London, Bristol and beyond. It will strengthen its offer and role as a business location ensuring people can live and work locally.
- Chippenham will have an integrated approach to transport so that traffic flow will be more efficient, the town centre will be less congested and there will be improved access for sustainable modes of transport

Spatial Strategy for Chippenham Community Area

Across the Chippenham Community Area, approximately 31.5 to 34 hectares of new employment land to support job growth and 4,500 new homes will be provided over the lifetime of this strategy (2006 to 2026), of which approximately 895 homes have already been built and a further 325 homes are committed and deliverable.

The town of Chippenham is a strategic employment location in Wiltshire and has been successful in retaining international employers in the manufacturing and service sector, including ICT services, rail systems and logistics. Given its locational strength and potential to attract inward investment into Wiltshire, the strategy is to develop the strategic employment role of Chippenham. Significant job growth will help to improve the self containment of the town and therefore Wiltshire. In order to ensure employment is accessible to the local population and a sustainable distribution and choice of employment sites will be provided at the town. Job growth should take place on existing sites within the urban area as well as edge of town sites.

To enable the delivery of job growth, new attractive employment sites should form part of mixed use urban extensions incorporating housing that are well integrated with the town. The proposed level of new homes is considered reasonable as it supports job growth in line with that across Wiltshire and will not lead to the exacerbation of out-commuting levels.

Balanced delivery of jobs and homes will improve the critical mass of the town thereby supporting improved services and helping to deliver enhanced infrastructure. This will further enhance the attractiveness of Chippenham as a location of choice for employers. .

Modest levels of development to meet local housing need and to support rural services and local employment opportunities will be appropriate in the villages.

Regeneration of Chippenham Central Area

Regeneration of the central area of Chippenham is a priority and a number of Local Plan sites in the town provide regeneration opportunities and are being carried forward into this strategy. The nature of development to come forward on these sites will be determined in accordance with Core Policy 6. This is being led by the Chippenham Vision Board representing key stakeholders in the town.

A Chippenham Central Area Masterplan will be developed to provide a framework for the delivery of the aspirations of local people as expressed through the vision statements for Chippenham.

The proposed key principles to be addressed in developing the Chippenham Central Area are:

- **A place to live and work** - Create a sustainable community through the provision of appropriate employment and business land in order to enable the opportunity of working locally and to reflect the needs of the local economy
- **The river as a defining and connecting feature of the town** - The River shall be the central feature of the town's identity. The river and riverside shall be improved and developed in sections that reflect its differing roles within the town environs. Major developments that

are near the river shall maximise the attractive incorporation and use of the river within the scheme, and shall not take place in stretches of the river with exceptional natural beauty.

- **A retail destination of choice** - The creation of a range of units to meet current and future retail business needs, improve the attractiveness of the town through public realm enhancements and focus the retail offer on the town centre
- **A vibrant business location** - The plan will seek to take advantage of the excellent rail and road links and Chippenham's position on the high tech corridor between London, Bristol and beyond.
- **An accessible town centre** - The plan will establish routes, public open spaces, buildings and landscape within a cohesive framework to create a lively visual and social environment focussed on linking all parts of the town with its centre.

Core Policy 6 - Chippenham Central Area of Opportunity

The redevelopment of the following sites will be delivered as follows:

- (i). Bath Road Car Park/Bridge Centre Site - to form a retail extension to the town centre;
- (ii). Langley Park and, Hygrade and Police Station Site - appropriate use of the sites to be planned for through the Chippenham Central Area Masterplan.

In addition, the River Avon Corridor will be enhanced for leisure and recreation uses and developed as an attractive cycle/pedestrian route connecting with the town centre. Any development in proximity to the corridor will be required to secure connections to and along the corridor.

Development will be delivered on opportunity sites elsewhere in the central area in accordance with the proposed key principles.

All proposals should meet high quality design and sustainability standards including exemplary public realm and strong pedestrian and sustainable transport links.



Figure 2: Chippenham Central Area of Opportunity

Planning for new jobs and homes at Chippenham

Given the constraints of Chippenham and to ensure that jobs and homes are well connected to the town the strategy for Chippenham consists of dispersed strategic growth on a number of edge of town sites, to augment the delivery of brownfield opportunities within the existing urban area. The Strategy:

- Identifies suitable employment land for job growth and proposes to phase development to ensure that the jobs are able to come forward before significant new homes have been built;
- Recognises that the potential for future development is constrained in relation to environmental value or need for significant highway improvements;
- Acknowledges that it is necessary to plan for the delivery of new homes at the town, but in response to community concerns about the pace of growth and the need to deliver job growth to redress existing imbalances and provide infrastructure are the right time, that this should be appropriately phased across the plan period to come forward at a steady rate.

How the level of Greenfield allocations has been identified

Approximately 31.5 to 34 hectares of new employment land and 4,000 new homes are proposed at Chippenham between 2006 and 2026, of which approximately 785 homes have already been built between the years 2006 and 2010 and a further 270 homes are already committed at the town.

This leaves a residual of 2,945 new homes to be delivered over the remainder of the plan period, once completions and deliverable commitments are taken off, which equates to an annual requirement of approximately 185 dwellings per year from 2010 in addition to those sites currently committed.

The strategy supports the delivery of suitable brownfield sites in the town and seeks to capitalise on the opportunities they present to enhance the town and to deliver the key principles of the Vision for Chippenham. Therefore, in order to determine the level of new Greenfield sites that will be required at the town, consideration has been given to the potential to deliver homes on brownfield sites.

The brownfield potential of sites in Chippenham has been reviewed in the Strategic Housing Land Availability Assessment. This has identified an indicative number of 385 dwellings that could come forward on the following large sites: Works Site, Cocklebury Road (25 dwellings); Foundary Lane (also known as Langley Park - 250 dwellings); Hygrade Factory (55 dwellings); Middlefield Training Centre and 357 Hungerdown Road (55 dwellings). In addition, an allowance can also be made for a further 160 dwellings on small sites within Chippenham. This indicates that it is appropriate to make an allowance for a total brownfield potential of approximately 545 dwellings.

Currently, the limited opportunities for the redevelopment of brownfield sites in Chippenham means that it is necessary to identify greenfield sites on the edge of the town to provide the remaining 2400 dwellings of the requirement for new homes at the Town over the plan period.

Proposed Mixed-Use Allocations

Two options have been identified to provide 31.5 to 33 ha of new strategic employment land and 2,250 dwellings on strategic greenfield sites on the edge of Chippenham, to form high quality and sustainable urban extensions to the town. In addition, a non-strategic site is identified for 1 ha of employment land and 100 to 150 dwellings to enable the delivery of new homes early in the plan period.

Both options include land at North East Chippenham and an 'area of search' (a broad area of which only a proportion will be appropriate for the level of development proposed, the exact locations to be determined by a master plan for the site) to the South West of Chippenham. One option allows for the housing development to be dispersed more widely by including Land East of Chippenham and proposing a lower level of housing in the area of search to the South West of Chippenham.

The two options identified both include:

- (i) Non-strategic allocation on land South West of Abbeyfield School (Landers Field)
- (ii) Strategic Allocation North East Chippenham
- (iii) Area of Search South West Chippenham

These are described below, along with the East Chippenham Strategic Allocation proposed in Option 2.

(i) Land South West of Abbeyfield School (Landers Field)

This non-strategic site is a small greenfield infill opportunity and will provide between 100-150 new homes and approximately 1ha employment land. Abbeyfield School is a business and enterprise school with close links with local Chambers of Commerce. A small business enterprise zone, linked to the school, should be developed as a centre of excellence to facilitate dynamic and reciprocal links with local businesses to ensure direct pathways from education through to training through to employment. This will help encourage young people to stay within Wiltshire.

(ii) North East Chippenham

An area of land is identified to the North East of Chippenham which is proposed as a mixed-use strategic allocation. This land is situated north of Hill Corner and between Malmesbury Road and Mauds Heath Causeway. The site will provide 750 new homes and 2.5 ha employment land, and has the potential to commence delivery during Phase 1 of the plan period following the development of a master plan for the site. This site has the potential to link with the East Chippenham Strategic Allocation proposed in Option 2 and deliver a road bridge over the railway to improve transport connectivity around the town.

The site provides the opportunity to create an attractive and innovative gateway statement to the entrance of Chippenham through focusing employment provision at the western part of the site rather than housing. Of critical importance to the successful development of this site is the need to respect Birds Marsh Wood and its setting, which is highly valued by the local community.

(iii) South West Chippenham - Patterdown, Rowden, Showell and Hunters Moon Area

An area of search is identified to the South West of Chippenham, which is suitable for a sustainable mixed use urban extension. The site extends from the A350 in the west to the River Avon in the east. The land includes a new strategically important employment site at Showell Farm, which offers the best potential to provide for job growth at the town due to its location and easy access points adjacent to the A350. However, Showell Farm on its own is divorced from the town centre, and it therefore should form part of a high quality, sustainable urban extension to Chippenham, which is fully integrated to the existing town and town centre, including via the River Avon Corridor. Development will need to respect the open landscape of the Rowden Conservation Area and avoid the flood plain. The two options provide for different levels of new homes during the plan period, as follows.

- In Option 1, this site will provide 28ha employment land and up to 1,500 dwellings.
- In Option 2, this site will provide 28ha employment land and up to 800 dwellings.

The Showell Farm employment site will be delivered first, to be followed by the housing. The new homes will be delivered after 2016 as part of a Phase 2 of development at Chippenham.

The location of new homes and community uses will be determined through a master plan to be agreed between the community, Local Planning Authority and the developer.

(iv) East Chippenham

Option 2 identifies an area of land to the East of Chippenham which is suitable for a mixed use urban extension. The site is located east of the railway line and north of the existing Monkton Park estate and can provide 2.5 ha employment land and up to 700 houses. This site will be delivered after 2016 as part of a Phase 2 of development at Chippenham. Development of the site should secure a road bridge over the railway in conjunction with the proposed North East Chippenham proposed Strategic Allocation to improve transport connectivity around the town. Development of this site has the potential to enhance the River Avon corridor and its connectivity to the town centre via sustainable modes of travel.

Master plans will need to be developed for each Strategic Site Allocation and Area of Search identified to determine the form and layout of development, appropriate detailed phasing, as well as the community infrastructure that is required to support the sustainable development of these sites. The master plans will be developed and agreed between the local community, local planning authority and developer. Core Policy 7 sets out the Spatial Strategy for the Chippenham Community Area including the proposals for the strategic site options.

Core Policy 7 - the Spatial Strategy: Chippenham Community Area

Development in the Chippenham Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Principal Town:	Chippenham
Larger Villages:	Christian Malford; Hullavington; Kington St Michael; Sutton Benger and Yatton Keynell.
Smaller Villages:	Biddlestone, Burton, Kington Langley, Langley Burrell, Lower Stanton, Stanton St Quintin, Nettleton & Seagry/Upper Seagry.

The following Principal Employment Areas will be supported in accordance with Core Policy 2: Bumpers Farm Industrial Estate; Langley Park; Methuen Park and Parsonage Way Industrial Estate.

Approximately 31.5 to 34 ha of new employment land and 4,500 new homes will be provided over the plan period (2006 to 2026) in the Chippenham Community Area as a whole, of which 4000 new homes should occur at Chippenham including 30.5 to 33 ha employment land and 2,250 new homes on strategic sites.

500 homes will be provided in the rest of the community area over the plan period.

At Chippenham, the delivery of suitable brownfield sites in the town is supported, particularly where they provide the opportunity to maximise their use and to enhance the town in line with the Vision and Spatial Strategy.

A non-strategic site, land South West of Abbeyfield School (Landers Field), is identified to deliver new homes as part of a sustainable mixed use site including a business/enterprise centre linked to Abbeyfield School.

Site	Employment (Ha)	No. Dwellings
Land SW Abbeyfield School, also known as 'Landers Field'	1ha	100-150

Two strategic options have been identified to provide 2,250 new homes on the edge of Chippenham, to form high quality and sustainable urban extensions for the town. Development will be phased to commence in the following periods:

- Phase 1: Pre 2016
- Phase 2: Post 2016

This will enable the phasing and development of greenfield land to be amended if additional brownfield capacity is identified and becomes available in the town.

Core Policy 7 - the Spatial Strategy: Chippenham Community Area (continued)

The strategic options are as follows:

Option 1

	Employment (Ha)	No. Dwellings	Delivery
North East Chippenham Site Allocation	2.5	750	Phase 1
South West Chippenham Area of Search	28		Phase 1
		Up to 1500	Phase 2

Option 2

Site Allocation	Employment (ha)	No. Dwellings	
North East Chippenham	2.5	750	Phase 1
South West Chippenham Area of Search	28		Phase 1
		Up to 800	Phase 2
East Chippenham	2.5	Up to 700	Phase 2

The South West Chippenham Area of Search includes the Showell Farm strategic employment site. This site is to be delivered early in the plan period to ensure that employment land delivery is secured at Chippenham.

Each site will be brought forward in accordance with a masterplan to be developed with the local community, Local Planning Authority and developer. This will determine the number of new homes, community uses and location of development within the South West Chippenham Area of Search.

Core Policy 7 the Spatial Strategy: Chippenham Community Area (continued).

In master planning these sites, the following will also be delivered:

North East Chippenham

- Ensure the environment at Birds Marsh Wood is conserved and enhanced. A buffer zone between any development and Birds Marsh Wood is required to limit the impact of development on Birds Marsh Wood. Development will provide for the restoration of the woodland and the development of an educational centre on the site to secure its long term management, through the establishment of a social enterprise or similar sustainable mechanism.
- Delivery of employment provision on the western part of the site will form a gateway to mark the entrance to Chippenham and should be of outstanding design, incorporating buildings within a landscaped setting.
- For Option2, delivery of the road link across the railway in conjunction with East Chippenham site will be secured.

South West Chippenham – Patterdown, Rowden, Showell and Hunters Moon Area

- Development should secure the enhancement and protection of the Rowden Conservation Area and River Avon Corridor to manage the area's landscape quality and biodiversity, and promote recreational uses along with enhanced pedestrian and cycle access to the Town Centre. In particular, the Bristol River Avon is an important wildlife corridor which should be protected and enhanced.
- Part of the site is located within a safeguarded minerals zone. Further consideration should be given to the opportunity to extract the mineral in the area in phase with development e.g. as part of flood mitigation measures.

East Chippenham

- Development should secure the enhancement and protection of the area's landscape quality and biodiversity, and promote recreational uses, along with enhanced pedestrian and cycle access to the Town Centre along the River Avon. In particular, the Bristol River Avon is an important wildlife corridor which should be protected and enhanced.
- Delivery of a road link across the railway in conjunction with the North East Chippenham site will be secured.

Delivery of Proposed Housing 2006 to 2026, Chippenham Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Chippenham Town	4,000	785	270	2,250	695
Community Area Remainder	500	110	55	0	330
Community Area Total	4,500	895	325	2,250	1,030

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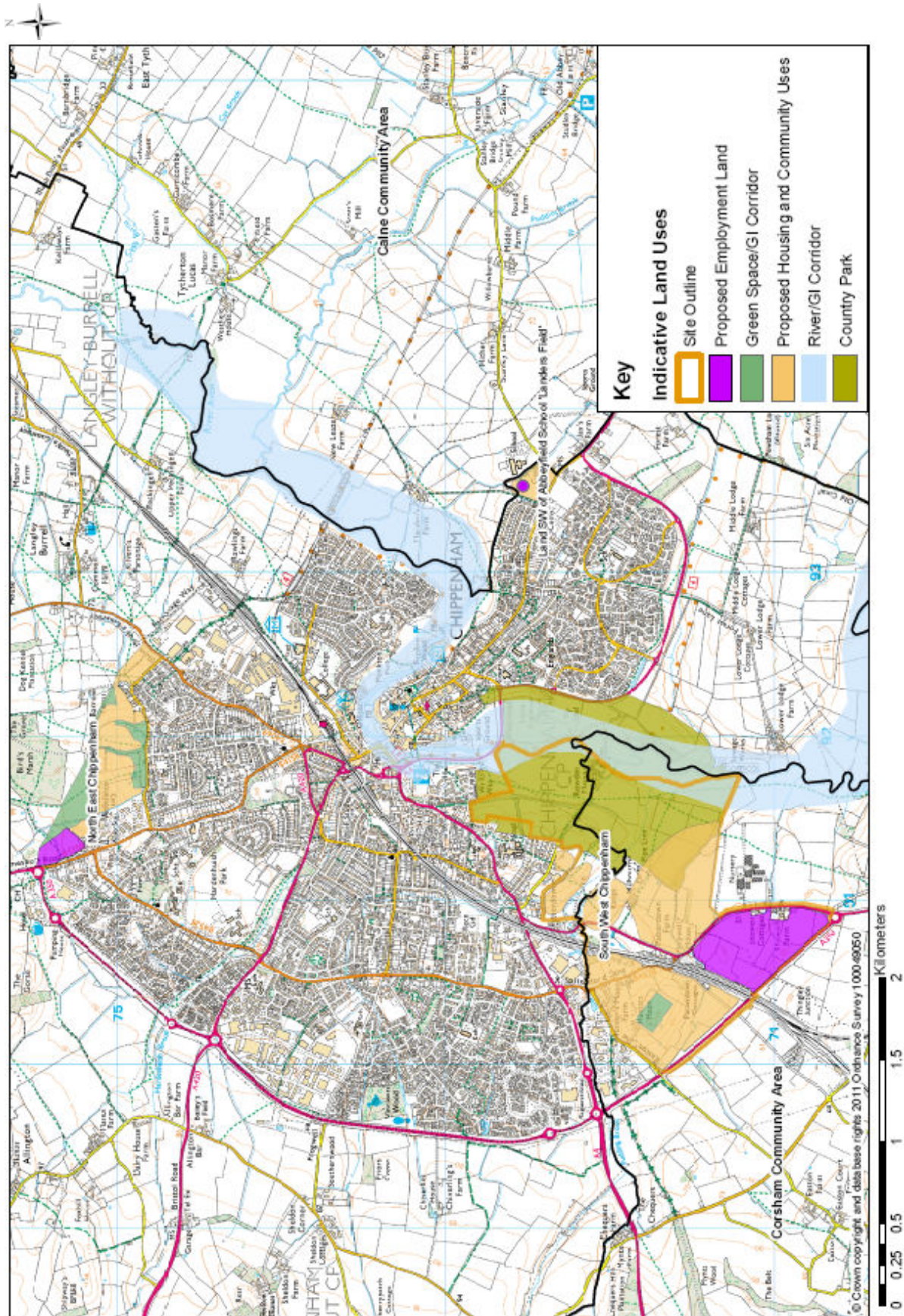


Figure 3: Chippenham Proposed Sites Option 1

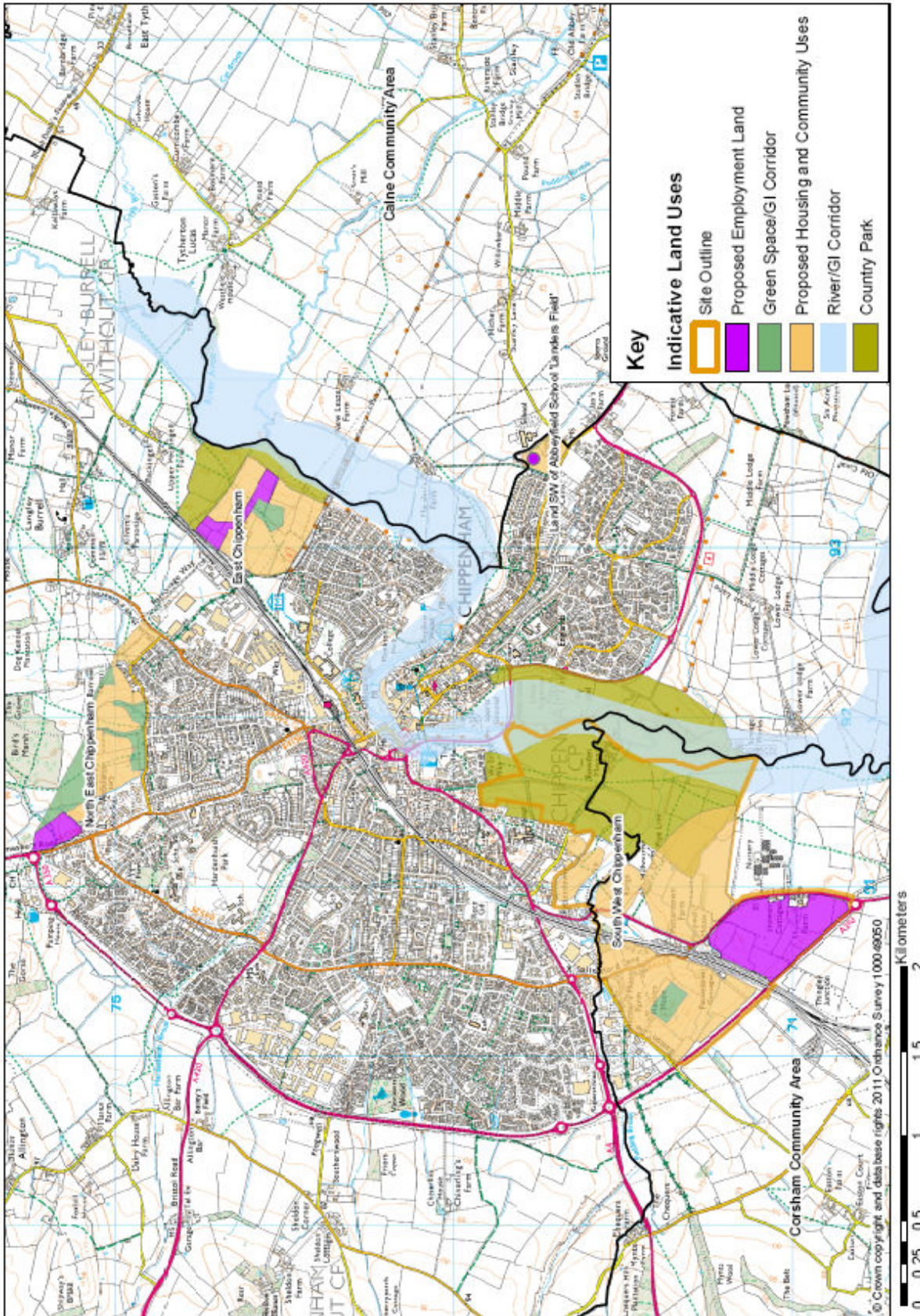


Figure 4: Chippenham Proposed Sites Option 2

Applying the Spatial Strategy to Corsham Community Area

The Corsham Community Area is characterised by its rural setting, located within the Cotswolds AONB. It has a number of attractive villages including Box, Colerne and Lacock. The main settlement is the town of Corsham, which has seen considerable growth in recent years. The community area has strong economic relationships with the major settlements of Bath and Chippenham, which offer higher order services, including considerable leisure and retail facilities. Despite the area's proximity to these settlements and the M4 transport corridor, the transport network in the area is generally poor, characterised by a rural road network and a distinct lack of rail connectivity. The outstanding natural beauty of the area is also protected by the West Wiltshire Greenbelt. The area uniquely includes a concentration of active and dormant underground mines around Corsham, Box and Gastard, which provide the famous Bath stone valued locally and beyond. The area has a number of extremely attractive buildings, including Lacock village, a popular tourist destination.

Recent and historic growth around the Corsham and Rudloe area has been strongly influenced by the military. The area retains a large military site, Basil Hill, which has been significantly upgraded to form a 'state of the art' operational facility. The military presence has led to the area being traditionally a net importer of workers. However, reductions in the size of the military facilities in the future may alter this situation.

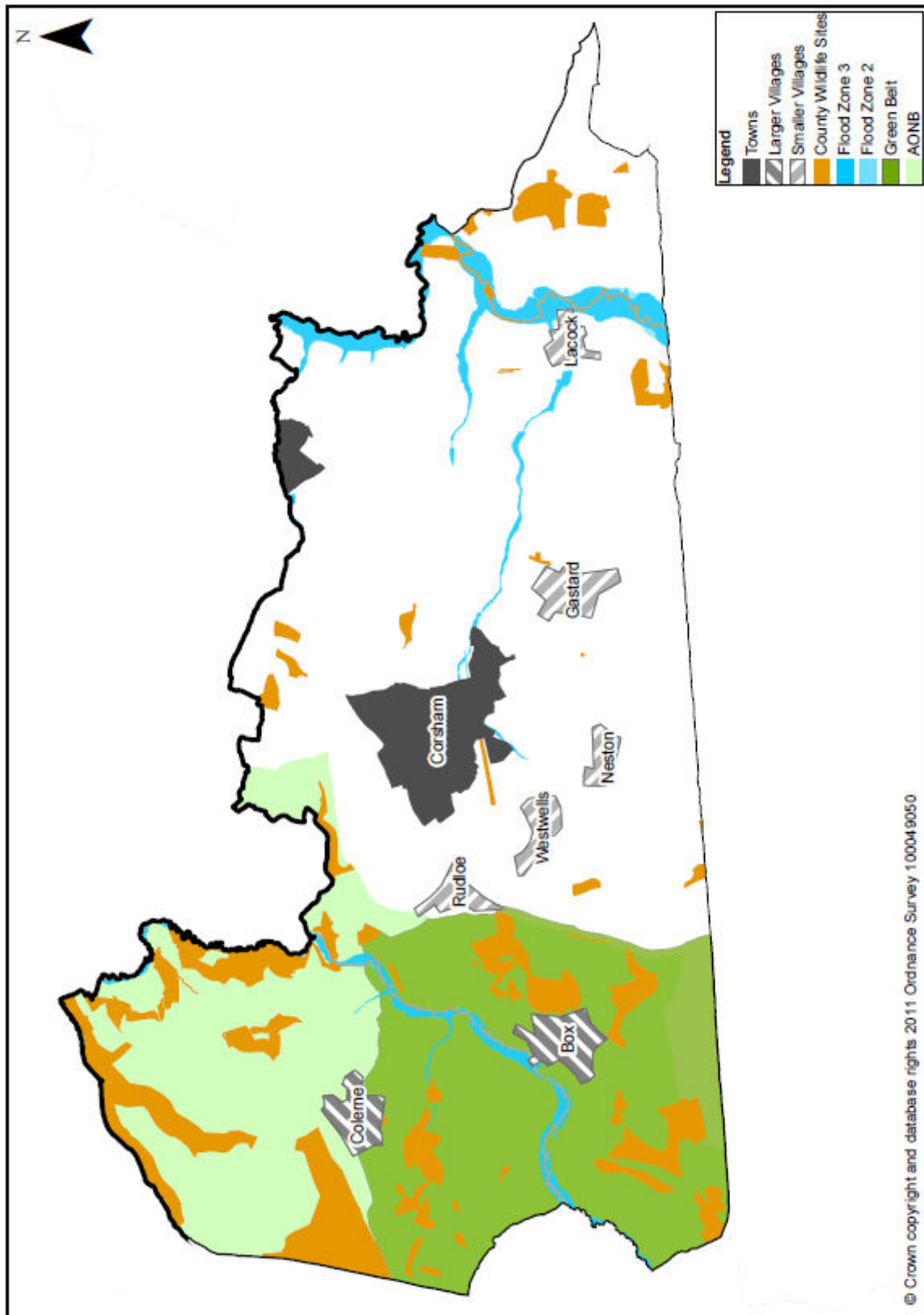
Future growth will help facilitate the delivery of improved services and facilities in the community area. This strategy provides a policy framework to ensure existing vacant brownfield sites are carefully considered to ensure they are re-used in a sustainable and balanced way.

Specific issues to be addressed in planning for the Corsham Community Area, include:

- New growth in Corsham will be balanced with housing delivery alongside employment. This is particularly important as Corsham has seen significant housing growth in recent years which has not been accompanied by appropriate increases in services and facilities.
- Employment growth should be delivered in Corsham to complement the existing strong employment base (currently dominated by the military presence) and allow for some economic diversification. There are particular opportunities in the area associated with specialist technologies that have developed within a number of MOD sites in the area.
- It is important that any development of former MOD sites is carefully integrated with the wider community. Some losses of military employment have been experienced in the recent past and this strategy sets a policy framework to allow the redevelopment of these sites.
- There are opportunities for some additional comparison retail in Corsham as this would better cater for the needs of local residents and help reduce trips by car to other destinations. However, there is no scope for additional convenience retail provision at Corsham.
- The outstanding value of the landscape around the Cotswold AONB will be protected and opportunities for Corsham to be promoted as a tourist destination should also be explored.

- The delivery of a proposed leisure campus in Corsham will provide enhanced community facilities in the town centre and help to strengthen the overall offer of the town.
- Encouraging the re-use of historic buildings in Corsham to sustain and maintain the character and identity of the town as well as provide further employment and community facilities.
- The bus network in the area lacks connectivity and there is currently no railway station. This creates a reliance on the car to travel to work, yet highway capacity in and around Corsham is poor. Reopening the railway station could be a significant boost to local businesses but it is unrealistic to consider that this will occur within the plan period. Improvements to bus services could help encourage a further shift away from car use.

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Map of Corsham Community Area showing selected constraints

How do we expect Corsham Community Area to change by 2026?

Development within the community area will have helped to improve the level of services and facilities in the area and have met local housing need. The unique nature of the villages will have been retained and Corsham will have further established itself as a tourist and employment destination. Redundant Ministry of Defence sites will have been successfully redeveloped in the most sustainable way and be closely integrated with the wider community following consultation and agreement with the local community.

Core Policy 8 - Spatial Strategy: Corsham Community Area

Development in the Corsham Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Corsham
Larger Villages:	Colerne; and Box
Smaller Villages:	Gastard; Lacock; Neston; Rudloe and Westwells

3.3 ha of employment land will be provided:

Land east of Leaffield Industrial Estate	Saved North Wiltshire District Plan allocation	3.3 ha
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The following Principal Employment Areas will be supported in accordance with Core Policy 2: Leaffield Industrial Estate and Fiveways Trading Estate

Over the plan period (2006 to 2026), 1,200 new homes will be provided of which 1,050 should occur at Corsham. 150 homes will be provided within the rest of the community area. There will be no strategic housing or employment allocations in Corsham. Land for development in the Corsham Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Development proposals should be mixed, contributing a range of employment, comparison retail or other community services and helping to improve the self sufficiency of the town. Priority should be afforded to the re-use of brown field sites in accordance with national policy.

Proposals for the redevelopment of former MOD sites will be supported. Re-development of the redundant MOD sites at Copenacre and Rudloe should come forward together to ensure proposed uses are complementary. A master plan should be prepared for each site in conjunction with the community. It should be clearly demonstrated that the proposals will be well integrated to the existing settlement and provide enhancements to the character of the area.

Opportunities for additional comparison retail provision in the central area of Corsham will be supported providing it is clearly demonstrated how the proposals will integrate to the existing fabric of the town centre and provide enhancement to the town centre.

Delivery of Proposed Housing 2006 to 2026, Corsham Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Corsham Town	1050	457	102	0	491
Remainder	150	51	85	0	14
Community Area Total	1200	508	187	0	505

Infrastructure requirements

The Infrastructure Delivery Plan sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Corsham community area:

- Improved public transport connectivity, including more bus services, and pedestrian and cycling links between rural settlements and the Corsham town centre
- Long term capacity issues on the A4 and Bradford Road will be addressed with specific traffic solutions.
- Increase in town centre services and facilities, and employment opportunities
- Financial contributions towards expansion of primary school provision
- Ambulance standby point in a central location within the town

Applying the Spatial Strategy to Devizes Community Area

The Devizes Community Area is predominantly rural in nature and lies partly within the North Wessex Downs AONB, thereby largely dictating the local landscape setting.

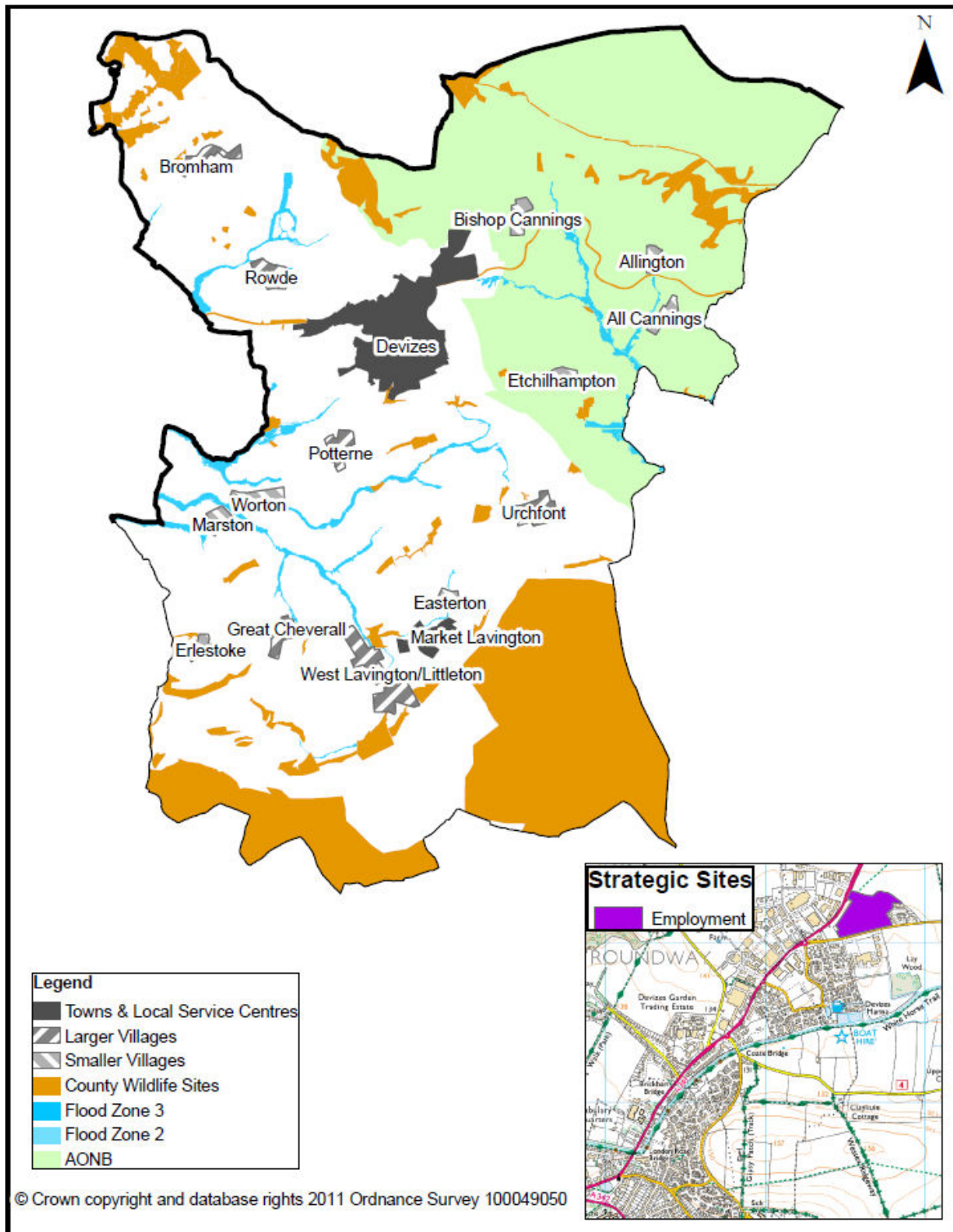
The main settlement within the community area is Devizes, which is one of the largest market towns in Wiltshire. Devizes has a well regarded town centre and has a good range of shopping and recreational facilities. Although not within a strategic transport corridor, Devizes is located on the crossroads of the A361 and A342, which serve as important links to Chippenham, Swindon and the M4. The town has historically been the focus for development within east Wiltshire and has a large and varied employment base with a relatively high level of residents living and working in the town.

The development strategy for the Devizes Community Area supports Devizes' role as a significant service centre providing jobs, homes and attractive retail opportunities within east Wiltshire whilst recognising existing constraints within the highway network and the town's rich built and natural environment. The town should support the role of the nearby larger villages providing access to schools, doctors and small scale convenience shopping.

Specific issues to be addressed in planning for the Devizes Community Area, include:

- Future growth is constrained by congestion in the local highway network. Further research is being undertaken to understand traffic movements in Devizes which will build upon the research undertaken in 2007. However, some alleviation can be achieved through upgrades to existing junctions to be delivered in combination with current committed and future housing growth¹.
- Traffic congestion has led to several Air Quality Management Areas being declared in Devizes. Measures to improve air quality in Devizes need to be considered and could be seen as a constraint to further growth in the short term.
- The cultural heritage of Devizes is very important and the possible development of the Wharf and Assize Courts area presents an opportunity to enhance and develop these features of the town.
- The irregular street pattern in Devizes centre provides a unique and attractive retail environment, although it does also limit the potential for developing new larger format retailers. However, the development of the Central Car Park area could provide additional small scale comparison retail provision in Devizes, although this should be successfully integrated within the fabric of the town centre.
- Providing for a range of employment growth at Devizes will help to further diversify the existing offer in the town, ensuring that it remains an area of key economic importance in Wiltshire for future.

¹ Mouchel Parkman 2007. Devizes Traffic Model. To be revised and updated during 2011/12.



Map of Devides Community Area showing selected constraints and areas of planned growth

How do we expect Devizes Community Area to change by 2026?

Devizes will have a strengthened service centre role for employment, retail and community services within the community area and east Wiltshire. New residential, employment and retail development will have been delivered to support the town's high level of self-containment. Additional housing will have been provided to help meet the needs of local people. The resilience of the town will have been reinforced by strengthening its small business economy and development will have had regard to capacity constraints within the town's road network and air quality.

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Core Policy 9 - Spatial Strategy: Devizes Community Area

Development in the Devizes Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Devizes
Local Service Centre:	Market Lavington
Larger Villages:	Bromham; Potterne; Littleton Pannell; Great Chervell ; Urchfont; West Lavington and Worton
Smaller Villages:	All Cannings; Allington; Bishop Cannings; Easterton; Erlestoke; Etchilihampton; ; Marston and Rowde

9.9 ha of employment land will be provided:

Land between A361 and Horton Road	New strategic employment allocation	8.4 ha
Nurstead Road	Saved Kennet District Plan allocation	1.5 ha

The strategic employment allocation will be brought forward through a master planning process agreed between the community, local planning authority and the developer and must deliver the following:

- 8.4ha of employment land.
- Business park and incubator workspace function.

Development must ensure:

- Strategic landscape screening is required given the site's proximity to the North Wessex Downs AONB and as the site is visible at the entrance to Devizes from the north east.

The following Principal Employment Areas will be supported in accordance with Core Policy 2: Banda Trading Estate; Folly Road; Hopton Industrial Estate; Hopton Park; Le Marchant Barracks; Mill Road; Nurstead Industrial Estate and Police Headquarters

The following Rural Enterprise Area will be supported in accordance with Core Policy 2: Broadway, Market Lavington

Over the plan period (2006 to 2026), 2,150 new homes will be provided of which 1,730 should occur at Devizes. 420 homes will be provided in the rest of the community area. There will be no strategic housing sites allocated in Devizes. Land for residential development in the Devizes Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Proposals for comparison retail at the Central Car Park site will be supported providing it is clearly demonstrated how this will be integrated with, and provide enhancement to, the fabric of the existing town centre.

Delivery of Proposed Housing 2006 to 2026, Devizes Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Devizes Town	1730	753	408	0	569
Remainder	420	192	19	0	209
Community Area Total	2150	945	427	0	778

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Devizes community area:

- Traffic demand management solution to road network capacity problems
- Reinforcement of the water supply network to convey water into the local Devizes service reservoir
- Reinforcement of the sewer system to the Potterne Sewage Treatment Works and likely relocation of discharge points due to possible tightening of the current consent to discharge conditions for the Devizes Sewage Treatment Works
- Financial contributions towards primary and secondary schools
- Replacement of Devizes Ambulance Station

Applying the Spatial Strategy to Malmesbury Community Area

Malmesbury Community Area is located in the north of Wiltshire, and is predominantly rural in character, including parts of the Cotswold AONB. It includes the market town of Malmesbury, which is surrounded by rural villages including Ashton Keynes, Sherston, Great Somerford and Luckington.

The hill top town of Malmesbury is almost surrounded by the River Avon and contains an historic core which includes Malmesbury Abbey and Market Cross, and has an important role as a tourist destination. There is a small employment base that is dominated by a single manufacturer, and the town is a net in-commuter. It is an important local retail centre for the surrounding rural area.

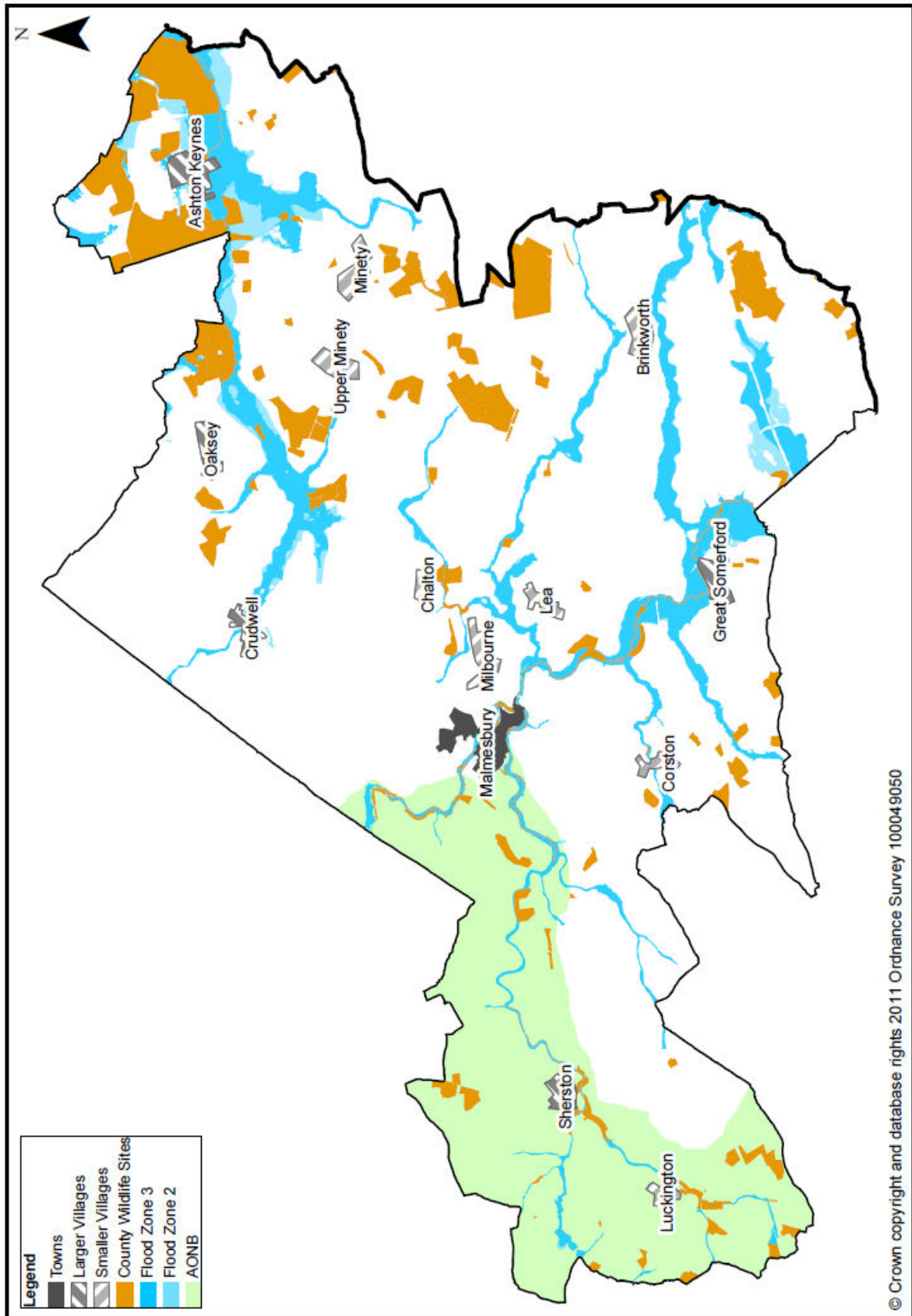
The strategy for Malmesbury is to support its role as an important tourist location in Wiltshire and local retail centre offering a range of shops and services for the wider community. There has been a high level of development in Malmesbury in recent years with 528 dwellings built since 2006 and 221 dwellings already committed in the community area (April 2010). Therefore, further development will be phased towards the latter half of the plan period in order to address local educational issues associated with capacity at existing schools. Given Malmesbury's rural location and the characteristics of the town, it is not realistic to plan for significant growth, but some new homes will contribute towards alleviating affordability issues in the area. It is important that some housing development occurs to meet local housing need and to support the employment, service and retail role that Malmesbury provides.

Specific issues to be addressed in planning for the Malmesbury Community Area, include:

- The primary schools in the town are close to capacity. Phasing development towards the latter half of the plan period will enable a solution to this issue to be reached. Development should only come forward once sufficient primary school places can be provided.
- Diversification of the employment base will help to strengthen the local economy and reduce out-commuting. A more flexible approach to allow economic development on the edge of the town will therefore be considered.
- The town's proximity to the M4 and the A429 is a real asset and should provide the impetus required for attracting increased employment growth. However, future growth must be balanced, with economic development alongside housing and at a scale that is appropriate to maintaining the self sufficiency of the town.
- There is little capacity for additional convenience retail provision in Malmesbury. However, there has been market interest and as many residents from the town travel outside of the community area to shop, there may be scope for an appropriate scale of supermarket development at Malmesbury during the plan period. In order to minimise harm to the town centre and address existing town centre traffic congestion, work should be undertaken as part of any proposals to consider whether new supermarket provision could facilitate delivery of a park and ride facility.

- Future development will be carefully managed to ensure the high quality built environment including the important historic assets - such as Malmesbury Abbey, are protected. Future development should be of high quality design and well integrated with the existing built form of the town.

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Map of Malmesbury Community Area showing selected constraints

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How do we expect Malmesbury Community Area to change by 2026?

Development within the Malmesbury Community Area will have reflected and respected its high quality built and natural environment. The town of Malmesbury will continue to serve as an important service and employment centre for the Community Area. New development will have helped to meet local needs, while Malmesbury will also have widened its employment offer.

There is limited opportunity to bring forward new affordable housing and windfall potential at the town given the level of commitments and development already taking place. To enable the delivery of new affordable homes it may be appropriate to bring a greenfield site forward towards the end of the plan period. The appropriate mechanism for bringing this forward is set out in Core Policy 2.

The remaining housing requirement for the plan period reflects Malmesbury's rural setting and the high level of development that has occurred in recent years. The phasing of some new homes towards the latter half of the plan period also reflects the level of development that has already occurred and will enable a solution to be found to the current capacity issues in primary schools in the town. As Malmesbury has a high quality historic environment with few opportunities on previously developed land it is possible that a Greenfield site will need to be identified towards the latter half of the plan period to provide for housing need in the community area and enable the local economic base to diversify.

Infrastructure requirements

The Infrastructure Delivery Plan will set out the infrastructure necessary to deliver development proposed in the Core Strategy. Service providers have identified the following essential infrastructure requirements for the Malmesbury community area:

- Traffic demand management solution to congestion of the road network in the town centre
- Increased primary school capacity in the town.

Delivery of Housing 2006 to 2026 for Malmesbury Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Malmesbury Town	760	334	139	0	287
Remainder	440	194	94	0	152
Community Area Total	1200	528	233	0	439

Core Policy 10 – Spatial Strategy: Malmesbury Community Area

Development in the Malmesbury Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Malmesbury
Larger Villages:	Ashton Keynes; Crudwell; Great Somerford; Oaksey and Sherston
Smaller Villages:	Brinkworth; Charlton; Corston; Lea; Luckington; Milbourne; Minety and Upper Minety

1 ha of employment land will be provided:

Land North of Tetbury Hill	Saved North Wiltshire District Plan allocation	1 ha
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The following Principal Employment Areas will be supported in accordance with Core Policy 2:
Malmesbury Business Park; Dyson Site; Land North of Tetbury Hill

Over the plan period (2006 to 2026), 1,200 new homes will be provided of which 760 should occur at Malmesbury. 440 homes will be provided in the rest of the community area. There will be no strategic housing sites allocated in Malmesbury. Land for development in the Malmesbury Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocations DPD.

If new edge of town green field development is required, this should be phased and only commence when sufficient provision of primary school places has been forthcoming.

Any proposals for major new retail development should contribute towards the enhancement of the town centre.

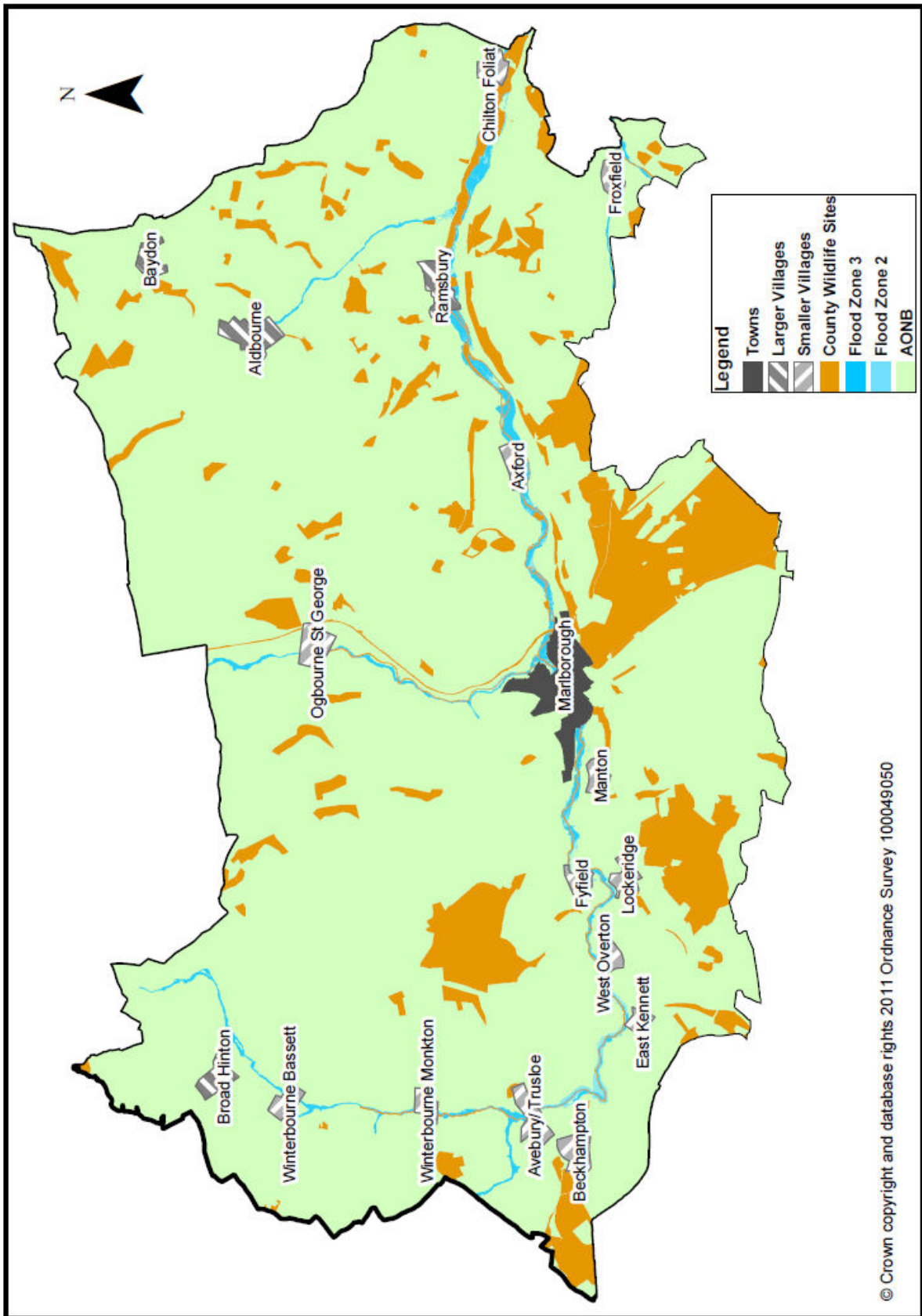
Applying the Spatial Strategy to Marlborough Community Area

The Marlborough community area lies within an area of high quality landscape, entirely within the North Wessex Downs AONB and includes the settlement of Avebury, which forms part of the Stonehenge and Avebury World Heritage Site. The market town of Marlborough has a rich built environment with an attractive and thriving retail centre focused mainly around the independent sector. The town has considerable tourism potential, which arguably, has yet to be fully harnessed. The town is also well regarded as a local employment location and benefits from being situated only eight miles from the M4. Marlborough has a high level of self-containment (51%), based on the 2001 Census and one of the highest levels of self-containment across Wiltshire towns. Marlborough has a high average income which is above the national average, although the community area also has some of the highest house prices in the county.

The strategy for the Marlborough Community Area will be to deliver modest growth to help maintain and enhance the town's role as a service and tourist centre; and to meet local needs. Despite extensive environmental constraints there is a reasonable amount of developable land in and around Marlborough which is well related to the existing built-up area, and which has the potential to deliver modest housing growth. Within the plan period, it is anticipated that land will be identified which relates well to the town, ensuring minimal impact upon Marlborough's rich built and landscape assets.

Specific issues to be addressed in planning for the Marlborough Community Area include:

- The strategy supports Marlborough's town centre to continue to function as a prominent retail centre within east Wiltshire and serve as a locally important employment centre.
- No further convenience retail provision at Marlborough will be supported. It is important that any additional comparison retailing is located centrally to protect ongoing vitality of the town centre.
- The town currently has a narrow economic base, catering for predominately local needs. It is overshadowed by the Swindon offer, but is too far away to benefit from spin off activity. Demand for employment space in the town remains at a low level, but the council will continue to monitor the situation to ensure that a balance of employment and housing opportunities is achieved into the longer-term.
- Future development should help to deliver early improvements to the existing infrastructure in the town. This may be achieved through direct delivery mechanisms and / or financial contributions. The existing GP surgery in the town is at capacity and will need to expand to allow any further growth to proceed. There is an intention to merge the existing infant and junior schools in the town.
- Sustainable and measured growth throughout the plan period will also help to deliver affordable housing in the community area and improve access to open market housing. This will help to provide a local workforce for current and new employers moving to the area.
- The important and highly valued local landscape of the area and the setting of the existing settlements will continue to be protected and enhanced where appropriate.



Map of Marlborough Community Area showing selected constraints

How do we expect Marlborough Community Area to change by 2026?

A modest and sustainable level of development within the community area will have provided for a range of housing appropriate to the local needs and incomes of residents. Delivery of services to the population will have been improved making the most effective use of available resources. The community area will have continued to benefit from high standards of housing, health, education and culture in the context of a growing economy in the area as a whole. Development will have been sympathetic to the community area's rich natural and historical assets including the Avebury element of the Stonehenge and Avebury World Heritage Sites.

Core Policy 11 - Spatial Strategy: Marlborough Community Area

Development in the Marlborough Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Marlborough
Larger Villages:	Aldbourne; Baydon; Broad Hinton and Ramsbury
Smaller Villages:	Avebury/ Trusloe; Axford; Beckampton; Chilton Folliat; East Kennett; Froxfield; Fyfield; Lockeridge; Manton; Monkton; Ogbourne St George; West Overton; Winterbourne Bassett; Winterbourne Monkton

The following Principal Employment Areas will be supported in accordance with Core Policy 2: Marlborough Business Park; Pelham Court and Wagon Yard

The following Rural Enterprise Areas will be supported in accordance with Core Policy 2: Elm Tree Farm, Manton and Hill Drop Lane, Ramsbury

Over the plan period (2006 to 2026), 850 new homes will be provided of which 610 should occur at Marlborough. 240 homes will be provided in the rest of the community area. Land for development in the Marlborough Community Area will consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocations DPD.

Delivery of Proposed Housing 2006 to 2026, Marlborough Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Marlborough Town	610	145	177	0	288
Remainder	240	49	38	0	153
Community Area Total	850	194	215	0	441

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Marlborough community area:

- Extra childcare facilities in the town to support working parents
- Expansion of existing GP surgery in the town
- Proposed new primary school to replace infant and junior schools in the town likely to provide extra capacity for only a few years
- Replacement of existing ambulance station

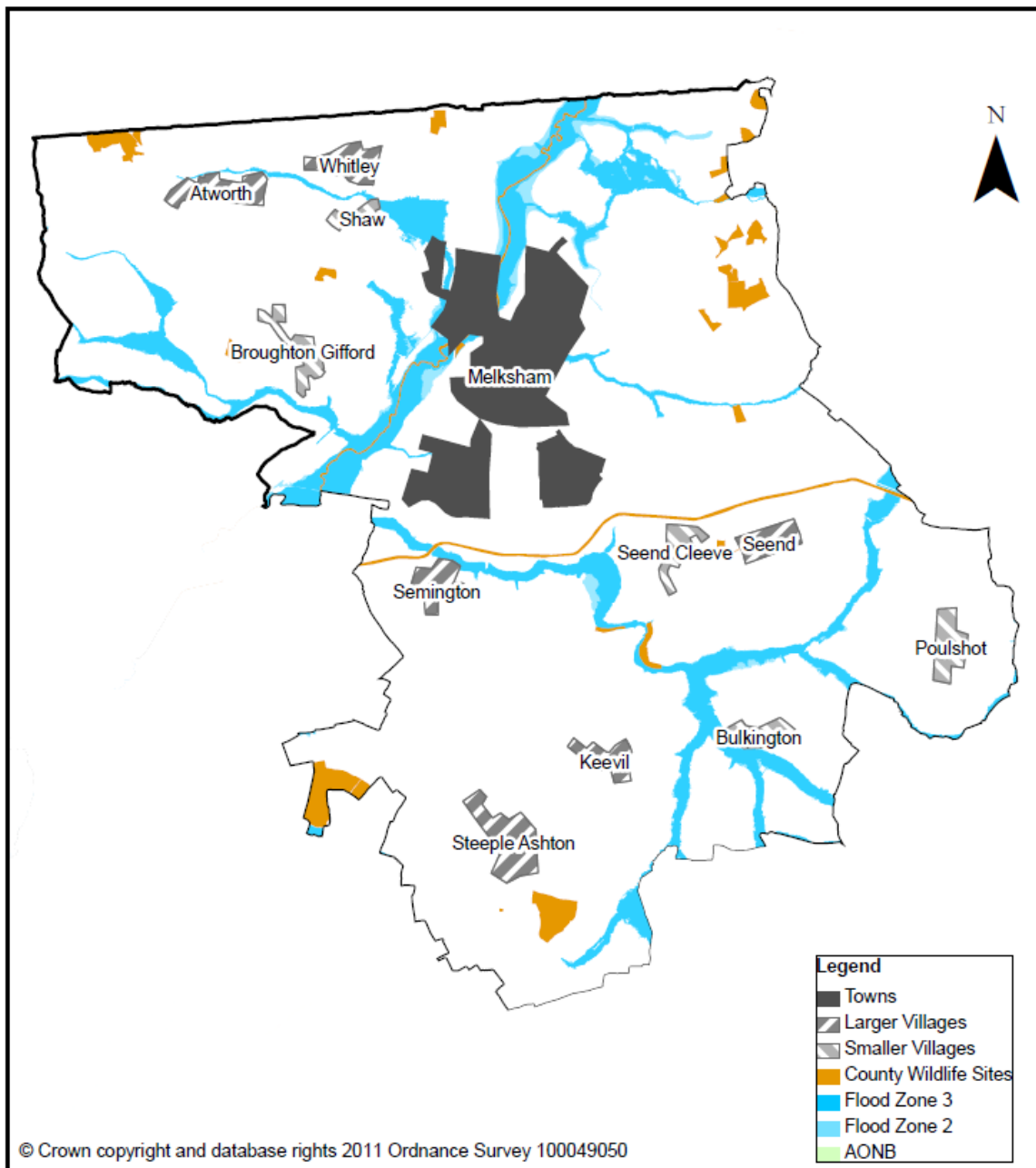
Applying the Spatial Strategy to Melksham Community Area

The Melksham Community Area is located in western Wiltshire and contains the market town of Melksham, one of the larger towns in the county. A number of villages lie close to the town, and the community area also includes a Special Landscape Area (SLA) associated with the Bowood and Spye Park Estates. Melksham benefits from strong links by road with the larger centres of Trowbridge and Chippenham and the regionally significant A350 runs through the town from north to south. There are a large number of historic buildings within Melksham, but the town centre is in need of regeneration as the retail offer has suffered for a number of years. Although Melksham has a relatively strong existing employment base, and has the capacity for future employment growth, there is a high degree of economic out-commuting. Large numbers of residents travel to work in the nearby larger centres of Trowbridge, Chippenham and Bath, as well as smaller centres such as Calne, Corsham and Devizes.

As high level of residential development is already proposed in Melksham, including a planned urban extension of around 700 dwellings to the east of the town, additional large scale growth within the town is inappropriate. The planned development to the east of the town, and those permitted at other sites, will go some way towards addressing the future affordable housing need in the town. The strategy for Melksham will be to ensure an appropriate and balanced mix of housing and employment growth is managed to provide contributions to town centre improvement and delivery of enhanced services in the town.

Specific issues to be addressed in planning for the Melksham Community Area, include:

- Residential growth in Melksham should help address the shortfall in affordable housing and contribute towards delivering improved infrastructure. In particular, growth should contribute towards town centre regeneration and the revitalisation of the retail and employment offer.
- Improving Melksham's town centre is a priority and the preparation of a Town Plan or similar document (e.g. Neighbourhood Plan), may provide a useful step to help achieve the aspirations of the local community. Wherever possible, key community services and facilities should be retained in the town centre to help promote and deliver the requisite regeneration in accordance with national planning policy.
- Although, there is limited scope for any further convenience retail provision in the town, there is potential for expansion of comparison retailing, although to support town centre regeneration, this should be focused in the central area of the town.
- Further employment growth in Melksham will help to provide a more diversified employment base. The town currently benefits from a large number of jobs being provided by a single employer and so may be vulnerable to possible future changes in the employment market.
- It is important that any new development in the town has strong walking and, cycling linkages to the town centre. There is particular local concern around access to the Melksham Oaks school and new Asda store, which are both located in edge of town locations.
- The proposed restoration of the Wilts & Berks Canal provides an opportunity to promote tourism within the town and provide linkages with the nearby Kennet and Avon Canal, an important leisure corridor. Opportunities to maximise the benefit of the canal restoration could be addressed through future town planning / Neighbourhood Planning work.



Map of Melksham Community Area showing selected constraints

How do we expect Melksham Community Area to change by 2026?

Melksham will be a thriving and accessible market town that respects its heritage and rural environment, whilst welcoming the expansion of local and inward investment from new high quality businesses. The town's employment base will have been strengthened helping to improve its economic self- containment. Inward investment will also help support regeneration ambitions for the town centre, taking full advantage of its canal and riverside location.

Melksham Town Centre Regeneration

Regeneration of Melksham town centre is a priority, and this should include a focus on improving the setting of the historic environment. The preparation of a 'Town Plan', which could be adopted as SPD, or other similar document (e.g. a Neighbourhood Plan), may offer an opportunity to assist in the delivery of town centre regeneration. Wherever possible, key community services and facilities should be retained in the town centre to assist with regeneration aims for the town in accordance with national planning policy. The proposed restoration of the Wilts & Berks Canal also offers a significant opportunity to improve green infrastructure provision within the community area and provide a welcome boost to tourism and regeneration. The Wilts & Berks Canal Partnership has identified a preferred route for a new canal link between the Kennet and Avon Canal and the River Avon, to pass to the west of Melksham and east of Berryfield. These proposals will be supported providing any outstanding barriers to its delivery are appropriately resolved.

Core Policy 12 - Spatial Strategy: Melksham Community Area

Development in the Melksham Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Melksham
Larger Villages:	Atworth; Keevil; ; Seend; Semington; Steeple Ashton and Whitley
Smaller Villages:	Broughton Gifford; Bulkington; poulshot; Seend Cleeve and Shaw

4 ha of employment land will be provided:

Hampton Business Park	Saved West Wiltshire District Plan Allocation	4 ha
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The following Principal Employment Areas will be supported in accordance with Core Policy 2: Bowerhill Industrial Estate; Hampton Business Park; Avonside Enterprise Park; Intercity Industrial Estate; Upside Business Park; Challemead Business Park and Bradford Road employment area

The following Rural Enterprise Area will be supported in accordance with Core Policy 2: Sells Green

Over the plan period, 2,040 new homes will be provided of which 1,930 should occur at Melksham. 110 homes will be provided in the rest of the community area. There will be no strategic housing sites allocated within Melksham. Land for residential development in the Melksham Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Proposals for new residential development should clearly demonstrate how they will contribute towards town centre regeneration and enhancement.

Delivery of Proposed Housing 2006 to 2026, Melksham Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Melksham Town	1930	309	885	0	736
Remainder	110	27	48	0	35
Community Area	2040	336	933	0	771

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Melksham community area:

- Traffic demand management solution to increase road network capacity
- Improvements to water supply and sewer networks
- Increased public transport connectivity, including improvements to rail and bus services
- Maintenance and enhancement of rights of way and cycle networks in the town, particularly around the new school and new Asda store developments, both of which are in edge of town locations
- Enhancement of the River Avon corridor, which passes through the town centre
- Restoration of the Wilts & Berks Canal to promote tourism and link with the nearby Kennet & Avon Canal, an important leisure corridor

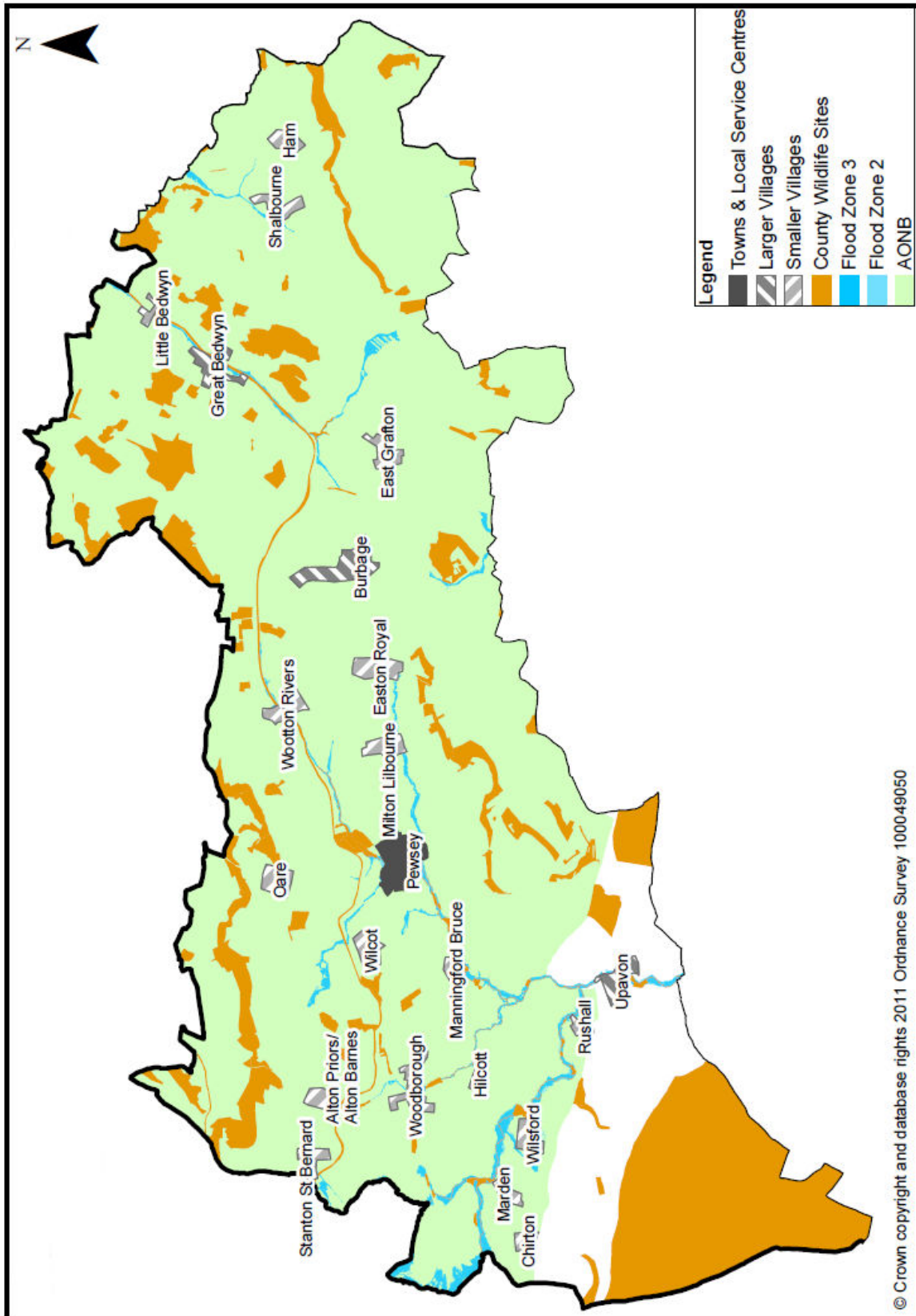
Applying the Spatial Strategy to Pewsey Community Area

The Community Area of Pewsey is rural in nature containing one of the largest villages within Wiltshire - Pewsey, which provides an important local service centre role for services and employment. Pewsey has good transport connections afforded by a rail link to London; and is located on the A345 approximately eight miles to the south-west of Marlborough and thirteen miles to the east of Devizes. The village offers a good range of community facilities and is popular as a commuter settlement, particularly with the benefits of a rail link. The area is home to a rich rural landscape including a proportion of the North Wessex Downs AONB.

The strategy for Pewsey is to deliver a level of housing provision which helps meet local need and support service and retail provision within the town. Pewsey will only receive modest amounts of growth appropriate to its needs.

Specific issues to be addressed in planning for the Pewsey Community Area, include:

- The level of housing and employment growth in Pewsey will be appropriate to its role; in particular it lacks the critical mass in terms of population and existing employment to accommodate significant amounts of housing or employment. In retail and employment terms, the town is overshadowed by Marlborough and Devizes.
- The role of Pewsey as a Local Service Centre will be encouraged and strengthened and the allocation of some growth in the community area will help to enhance employment, retail and service provision.
- The community area has exceptional landscape qualities, recognised through a proportion of its area falling within the North Wessex Downs AONB. Furthermore, there is an aspiration to promote Pewsey as a heritage village for tourism.



Map of Pewsey Community Area showing selected constraints

How do we expect Pewsey Community Area to change by 2026?

The Community Area will have continued to enjoy an attractive natural environment with a strong community spirit and local involvement. Pewsey's cultural heritage will have been enhanced through the redevelopment of the Broomcroft site. The tourist industry in the area will have been developed in a manner compatible with Wiltshire's character and in line with the principles of sustainable development. Modest development will have been delivered, reflecting the role of Pewsey as a Local Service Centre within the community area.

Core Policy 13 - Spatial Strategy: Pewsey Community Area

Development in the Pewsey Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Local Service Centres:	Pewsey
Larger Villages:	Burbage; Great Bedwyn; Shalbourne and Upavon
Smaller Villages:	Alton Priors/ Alton Barnes; Chirton; East Grafton; Easton Royal; Ham; Hilcott; Little Bedwyn; Manningford Bruce; Marden; Milton Lilbourne; Oare; Rushall; Stanton St Bernard; Wilcot; Wilsford; Woodborough and Wootton Rivers

The following Rural Enterprise Areas will be supported in accordance with Core Policy 2:
Salisbury Road Business Park; Manor Farm, Pewsey; Manningford Bohune Hitachi and Burbage

600 new homes will be provided in the community area. There will be no strategic housing or employment sites allocated in Pewsey. Land for development in the Pewsey Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Delivery of Proposed Housing 2006 to 2026, Pewsey Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified and
Community Area Total	600	214	68	0	318

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers will identify the essential infrastructure requirements for the Pewsey community area.

Applying the Spatial Strategy to Tidworth and Ludgershall Community Area

The Tidworth Community Area is located in the eastern part of Wiltshire. The area is predominantly rural in character and includes parts of the Salisbury Plain and the North Wessex Downs AONB. The two main towns in the community area, Tidworth and Ludgershall, have complimentary roles and are being planned for jointly to help them develop a number of shared facilities and resources. The identification of their complimentary role will enable a more sustainable community, where a mix of military and civilian employment, and shared facilities, serve a permanent population.

The Tidworth Community Area is dominated by the presence of the military, being by far the largest local employer, utilising large parts of Salisbury Plain as a training area. Although Tidworth and Ludgershall provide local centres, Andover and Salisbury offer the majority of higher order services and facilities, such as hospitals and cinemas, and public transport in the area is based around access to these centres. The A303 is located just south of the community area and is a strategic transport route to the south-west of England.

The dominance of the military and the unique living and working practises of military life mean that the community area displays some unusual patterns in terms of population profiles. The military lifestyle also has a fundamental effect on how people interact with higher order service centres around the area. The strategy for the community area will help deliver a more integrated and sustainable community in this area. Housing and employment growth will help deliver improvements to infrastructure in the community area and reduce out-commuting. Future employment development will be focused on providing a diversified employment base to reduce the existing reliance on the MOD.

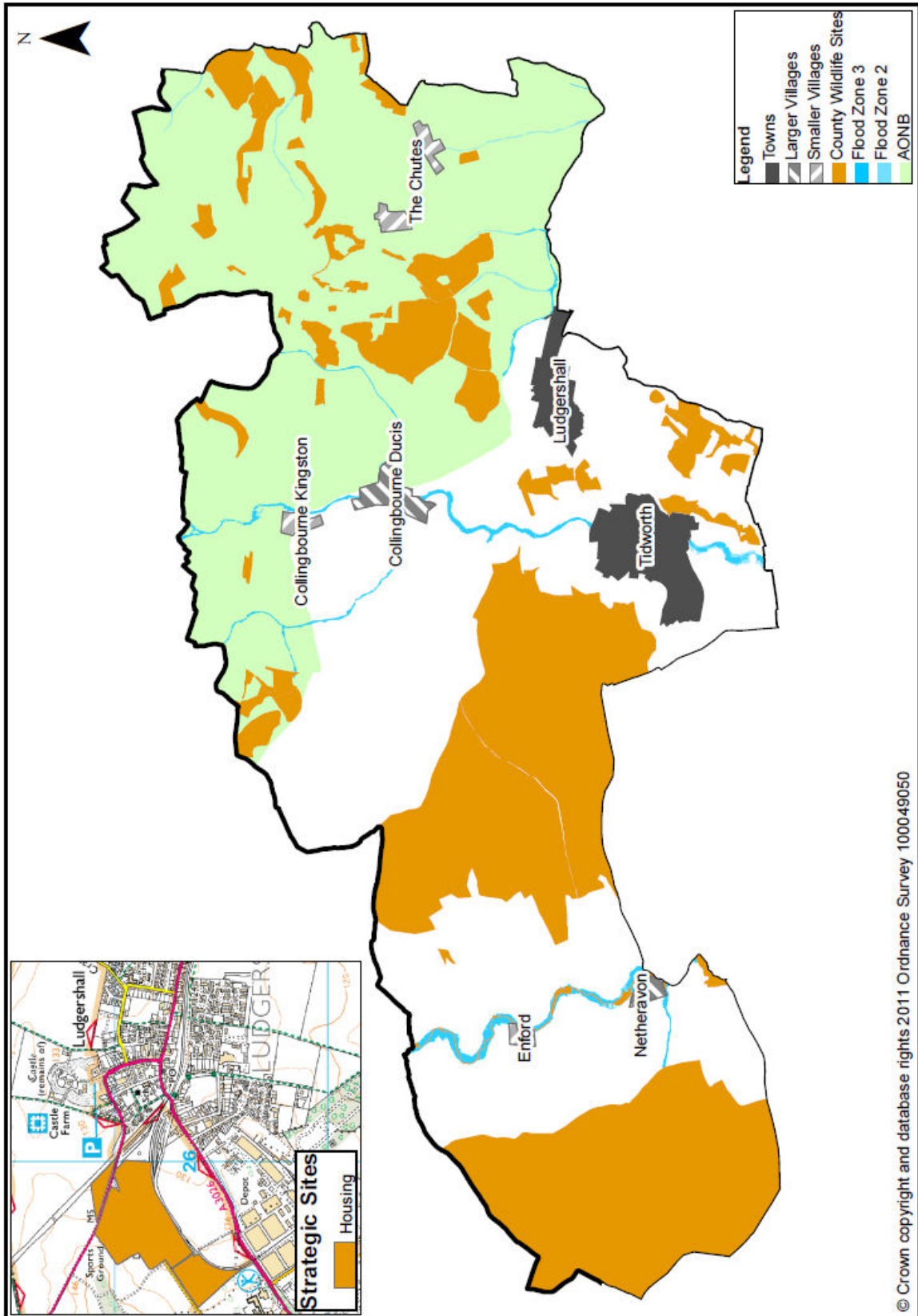
Specific issues to be addressed in planning for the Tidworth and Ludgershall Community Area, include:

- As the Tidworth, Netheravon and Salisbury Garrisons have been designated as a 'Super Garrison', the military population in the area is expected grow and new military housing is planned. Military personnel are also likely to remain in the area for longer. This strategy will help to deliver wider improvements to services and facilities in the community area and thus contribute to the integration of the civilian and military community.
- Employment growth will be provided to help diversify the economic base, thus reducing the reliance on the MOD, but also allowing opportunities for related industries to locate to the area and benefit from being co-located with specialist military services. The areas excellent road connectivity adds to its attractiveness to employers.
- The reuse of brownfield military land will be a priority to support sustainable local employment growth. This will be particularly important as there is currently a shortage of quality employment premises for small and medium sized enterprises including incubation facilities and managed workspaces in the area.
- The use of brownfield land will also enable the protection of sensitive areas around the community area including the Salisbury Plain SAC and the North Wessex Downs AONB.

However, the re-use of this land needs to be considered carefully in relation to the wider needs of the area.

- Further improvements to the retail offer of Tidworth and Ludgershall is a priority for this strategy to help improve the self-sufficiency of the area. Regeneration of town centre is particularly important as it is currently poorly defined and suffers from a lack of continuity associated with an overall lack of design standards within certain areas. These centres also have a generally weaker retail offer than for comparable sized nearby market towns

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Map of Tidworth and Ludgershall Community Area showing selected constraints and areas of planned growth

How do we expect Tidworth and Ludgershall Community Area to change by 2026?

The settlements of Tidworth and Ludgershall will have developed their complementary roles and taken full advantage of the A303. Growth will have reflected the need to create a more balanced community and act as a catalyst to attract inward investment with new employment opportunities complimenting those provided by the MOD. The future of existing and former Ministry of Defence sites will be carefully integrated into the needs of the wider community.

Core Policy 14 - Spatial Strategy: Tidworth and Ludgershall Community Area

Development in the Tidworth and Ludgershall Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Tidworth and Ludgershall
Larger Villages:	Netheravon and Collingbourne Ducis
Smaller Villages:	Collingbourne Kingston; Enford; Chute Cadley/ Chute Standen and Lower Chute

12 ha of employment land will be provided:

Land North of Tidworth Road	Saved Kennet District Plan Allocation	12 ha
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The following Principal Employment Areas will be supported in accordance with Core Policy 2: Castledown; Land North of Tidworth Road

The following Rural Enterprise Area will be supported in accordance with Core Policy 2: Collingbourne Ducis

Over the plan period (2006 to 2026), 1,900 new homes will be provided of which 1,750 should occur at Tidworth and Ludgershall, including land identified at Drummond Park (MSA Depot) Ludgershall for strategic growth:

Drummond Park (MSA) Depot	550 dwellings
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The strategic allocation will be brought forward through a master planning process agreed between the community, local planning authority and the developer and must deliver the following:

Core Policy 14 - Spatial Strategy: Tidworth and Ludgershall Community Area (continued)

The development should form a high quality and sustainable urban extension to Ludgershall which complements and enhances the existing built form and provides environmental improvement. 150 homes will be provided in the rest of the community area.

Proposals for additional retail provision in Tidworth and Ludgershall will be supported providing they are centrally located, clearly integrated with the existing centres and provide significant enhancement to the existing offer.

Proposals for residential and employment growth should prioritise the re-use of brownfield sites. Proposals for Greenfield development will not be supported unless it can be demonstrated that alternative brownfield sites are not viable and cannot be delivered.

Delivery of Proposed Housing 2006 to 2026, Tidworth and Ludgershall Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Tidworth and Ludgershall Town	1750	222	722	550	256
Remainder	150	64	43	0	73
Community Area Total	1900	286	735	550	329

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Tidworth community area and, where indicated, for the allocated strategic sites – one in Tidworth and two in Ludgershall:

- Sustainable traffic demand management and containment solutions to limit the impact of new development on the A303
- Improved public transport connectivity, including a local bus service in Tidworth, and improved rights of way and cycling links between Tidworth and Ludgershall
- On-going need for childcare in the Tidworth/ Bulford area
- New primary schools at Tidworth and Ludgershall and financial contributions toward secondary schools
- Expansion of two existing GP surgeries to accommodate future development
- Expansion of fire and rescue service facilities in Ludgershall, covering Tidworth as well
- Permanent ambulance standby point in the Tidworth area to serve new development
- Expansion of Tidworth cemetery with pedestrian links to the town centre

Applying the Spatial Strategy to Trowbridge Community Area

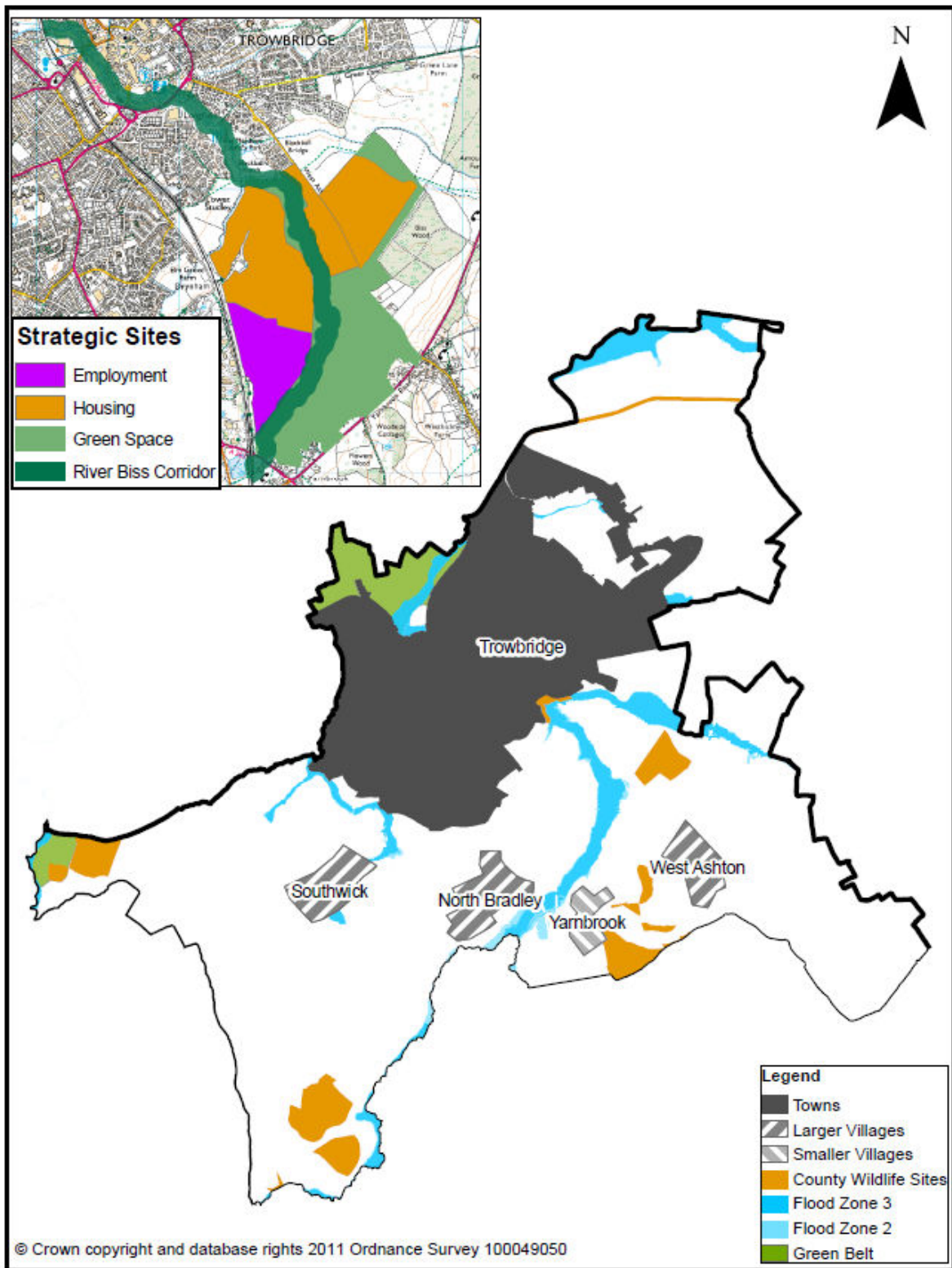
Trowbridge has a strong industrial heritage and as the County Town of Wiltshire maintains an important strategic role. It has good transport links to many nearby settlements including Bath and Bristol and is only 30 minutes from the M4. The town has good rail connectivity to the west, via Bath and Bristol and the south, via Westbury and Southampton. The strategically important A350 links Trowbridge with the M4 and the south coast. Trowbridge plays an important role as an employment, administration and service centre for Wiltshire. The town does however suffer from a lack of infrastructure, particularly leisure, entertainment and cultural facilities. Improvements associated with the need to better integrate the various modes of public transport are also needed, including the potential for a fundamental re-design of the railway station and the gateway to the town centre. The regeneration of the central area of Trowbridge is a priority for the council, the Town Council and local businesses.

It is important that Trowbridge grows to strengthen its principal service centre role and deliver improved infrastructure and facilities in the town. Sustainable growth with employment development alongside new housing is needed both within the central area of the town and in the form of an urban extension, which is fully integrated with the town centre. New employment land will be allocated to create new jobs and strengthen the town's role as a strategic employment centre for the wider west Wiltshire area. Housing and employment growth will help improve town centre vitality and deliver improved infrastructure that will enhance the attractiveness of Trowbridge for employers to locate to. Since 2006, 1075 new homes have been built and a further 1,646 are committed within the Community Area (April 2010).

Specific issues to be addressed in planning for the Trowbridge Community Area, include:

- Housing growth in the town will help to deliver improved community facilities such as doctor's surgeries and facilities for emergency services.
- Delivering housing growth will also strengthen the viability for new and improved entertainment and cultural facilities in the town, such as a cinema. Ensuring growth is balanced between the central and edge of town areas will also deliver an improved evening economy, such as restaurants in the town centre, particularly adjacent to the River Biss corridor. Town centre growth should be a priority with Greenfield development being phased towards the end of the plan period.
- Strategic growth at south-east Trowbridge will facilitate delivery of significant and focussed improvements to the A350, particularly at Yarnbrook and West Ashton where existing junction arrangements are over capacity. This is currently a source of traffic congestion and improvements will have a significant benefit to the town.
- There is a requirement to provide a secondary school to the south-east of Trowbridge, to serve the urban extension and linked by a new road to recent developments at Paxcroft Mead and the West Ashton Road to the east of Trowbridge, will help to address cross town traffic which is currently a problem as the only secondary schools are located to the south of the town.

- The Trowbridge Vision will deliver improvements to the central area of Trowbridge through regenerating key sites and the Wiltshire Core Strategy provides support for this work through Core Policy 18. The Vision will, amongst other things, deliver improvements to the rail station providing a new gateway to Trowbridge and improved public transport connectivity. The regeneration of centrally located vacant sites will improve the services and facilities the town needs and provide new employment uses. Sustainable and coherent regeneration of Trowbridge town centre is needed, to maximise the potential of vacant sites, to improve pedestrian linkages and to enhance the quality of the public realm.
- Improvement needs to be made to the River Biss corridor to provide an attractive corridor connecting the town centre with the Ashton Park Urban Extension. The River Biss is currently an under-utilised resource and new development within the town must contribute to improving connectivity with the river and thereby improve the character of this important green corridor.
- All development in Trowbridge should be sensitive to constraints, such as the local County Wildlife Sites, SSSIs, Ancient Woodland, the Western Wiltshire Greenbelt and areas at risk of flooding. Land proposed for development to the south-east of Trowbridge is relatively unconstrained and there are opportunities to deliver biodiversity and general green infrastructure enhancements through the provision of open space; improvements along the River Biss corridor to the central area of Trowbridge; and by reducing the risk of flooding in the town.
- Trowbridge is well provided for in terms of its convenience retail offer and there is no capacity for major convenience retail during the plan period. There is however, considerable opportunity for additional comparison provision. Recent edge of centre retail development in Trowbridge has led to the repositioning of the town centre and future development should be focused in central locations around the Trowbridge Vision sites described below.
- Strategic growth in Trowbridge will create the environment to attract investment in skilled jobs including office development and supporting infrastructure -including hotel accommodation. Additional employment provision will also facilitate the improvements of existing low quality trading estates.
- There are strong functional interrelationships between Trowbridge, Frome and Westbury, particularly for retail. Strategic growth in Trowbridge can strengthen the employment role of Trowbridge for the wider area and provide a complimentary retail offer to that provided by the nearby higher order centre of Bath.
- Although the regeneration of the Trowbridge Vision sites provides an opportunity to deliver improved leisure facilities (e.g. a new leisure centre), further work is needed to investigate how additional formal sports pitches and courts provision can be delivered in the town.



Map of the Trowbridge Community Area showing selected constraints and areas of planned growth

How do we expect Trowbridge Community Area to change by 2026?

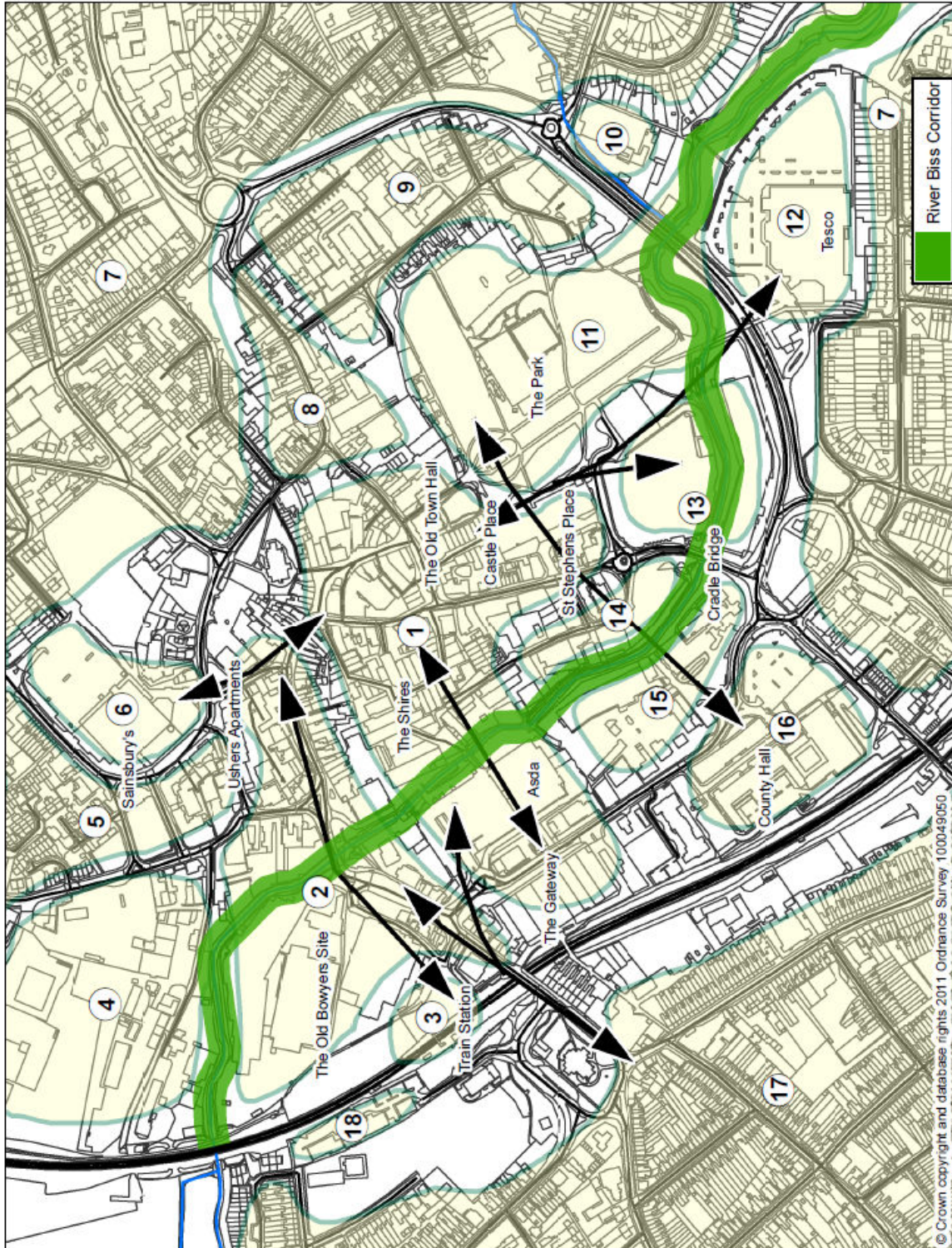
The role of Trowbridge as an employment, administration and strategic service centre will be strengthened. A Strategy for growth will provide the catalyst for private sector investment into the town to deliver improved infrastructure. Improved entertainment, leisure and cultural facilities will have been developed alongside an enhanced retail offer within the central area. Strong linkages will be established between town centre and edge of town growth, with improved public transport integration and an attractive walk and cycle route via the River Biss corridor connecting regeneration sites. Significant and focussed road infrastructure improvements will have been made to the A350 and the location of a new secondary school to the south-west of the town will have helped to reduce cross town traffic. The attractiveness of the town centre will be substantially improved, in part through enhancements to the River Biss corridor. Significant growth in employment provision will have taken place at Trowbridge, helping to strengthen the town's strategic employment role and this will consist of both town centre and edge of centre development. A range of new jobs will be created including office based employment opportunities.

The Trowbridge Vision

The regeneration of the central area of Trowbridge is a priority and a number of development sites have been identified. The development of these sites should incorporate a sustainable mix of retail, leisure, business and residential uses and be compatible with Core Policy 18 and the emerging Trowbridge Town Centre Master Plan² which will be adopted as a Supplementary Planning Document once completed.

The Trowbridge Vision identifies 18 character areas (areas of opportunity) which are shown on the following map and are described in more detail below:

² Urban Practitioners, 2010. Transforming Trowbridge Master plan Development Stage One – Scoping and Vision Study



Trowbridge Vision Areas of Opportunity

1. **Town Centre – Retail and service core** - Improved pedestrian connections between the Shires entrance and Bythesea Road
2. **Stallard Street/ Wicker Hill/ Fore Street – Professional/ service/ higher density housing (northern part)** - Mix of residential development providing both affordable and private housing and business development with strong river frontages
3. **Station – Transport interchange** - Enhanced public transport interchange with strong pedestrian links to town centre
4. **River Way – Industrial area in transition** - Gradual de-industrialisation and move away from heavy industry
5. **Broad Street – Residential** - Town centre housing with improved pedestrian linkages to town centre
6. **Sainsbury's – Edge of town food retail** - Improved public realm and pedestrian linkages to town centre
7. **East Trowbridge – Residential** - Town centre housing with improved pedestrian linkages to town centre
8. **Roundstone Street – Professional/ service** - Strong public realm, focus on professional functions and local services
9. **Polebarn Road – Residential/ professional/ service** - Gradual extension of residential character, stronger connections to outlying areas
10. **Ashton Mill – Mixed industrial/ service** - Retention and improve linkages with river corridor.
11. **Trowbridge Park – Open space** - Improved access and frontages with improved pedestrian linkages
12. **Tesco – Edge of town food retail** - Improved connectivity with town centre
13. **Cradle Bridge – Riverside opportunity site** - Mixed enterprise, retail, leisure and housing opportunity with strong frontages and links to Trowbridge park and town centre
14. **Castle Street/ Court Street – Mixed use enterprise/ evening economy/ residential** - Mixed use quarter providing space for enterprise and creative industries
15. **Riverside – Leisure/ service** - New leisure quarter, including sports and leisure facilities with high quality public realm, river frontages and strong pedestrian linkages to the town centre
16. **County Hall – Civic** - Improved linkages to town centre
17. **West Trowbridge – Residential** - Town centre housing with improved pedestrian linkages to town centre
18. **Bryer Ash Business Park - Business** - Mixed use development providing stronger context for the station and improved gateway for the town

Core Policy 15 - Trowbridge Vision Areas of Opportunity

1. High quality and sustainable development will be permitted on the areas of opportunity identified in the Trowbridge Town Centre Master Plan providing proposals fully reflect those uses set out within the Master Plan and contribute to the wider vision for the town centre.
2. Proposals should meet high quality design and sustainability standards including exemplary public realm and strong pedestrian and sustainable travel linkages as set out in the Master Plan.
3. Proposals for major development¹ must be designed with the ability to connect to the Trowbridge energy network. Where this is deemed not to be viable, the evidence for this should be fully demonstrated within the Sustainable Energy Strategy as set out by Core Policy x.

¹The term 'major development' is taken to be as defined by the Town and Country Planning (Development Management Procedure) (England) Order 2010.

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous "Wiltshire 2026" consultation identified the following essential infrastructure requirements for the Trowbridge Community Area:

- Improvements and reinforcement of the sewer system, which dates from the 1970s, involving new routes to the sewage treatment works, which are to the west of the town
- Reinforcement of the primary electricity sub-stations in Trowbridge
- Relocation of Trowbridge Further Education College to a more central location in the town, possibly as part of a town centre regeneration scheme
- Need for extra childcare provision in West Ashton area
- New secondary school to the east of the town
- Improvement of the town centre public realm, particularly in proximity to the River Biss corridor
- Expansion or relocation of GP surgeries in Trowbridge, which have capacity issues, with the possible need for a new surgery
- Extra fire and rescue service infrastructure and an additional ambulance standby point
- A second cemetery site likely to be needed in the Trowbridge area, as the existing site is surrounded by housing and unable to expand

Core Policy 16 - Spatial Strategy: Trowbridge Community Area

Development in the Trowbridge Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Principal Settlement:	Trowbridge
Larger Villages:	North Bradley; Southwick and West Ashton
Smaller Villages:	Yarnbrook

The following Principal Employment Areas will be supported in accordance with Core Policy 2: Platinum Motor Park; Canal Road Industrial Estate; White Horse Business Park; Bryer Ash Business Park and Bradford Road.

Over the plan period (2006 to 2026), 30 ha employment land and 6000 new homes will be provided within the Community Area, of which 5,860 dwellings should occur at Trowbridge, including land identified to the south east of Trowbridge, bounded by the A350 to the south and the railway line to the west, for strategic growth.

Ashton Park Urban Extension	30 ha employment	2650 dwellings
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The strategic allocation will be brought forward through a master planning process agreed between the community, local planning authority and the developer and must deliver:

- A high quality, sustainable and mixed urban extension that is integrated with the existing town and town centre.
- 30 ha of employment land.
- 2650 new homes including the provision of 40% as affordable housing.

Development must ensure:

- The protection and enhancement of the environment including the expansion of the existing County Wildlife Site.
- Buffers are provided between development and environmentally designated areas including the adjacent ancient woodland.
- Migratory corridors, particularly those used by Bechstein Bats, should be protected and enhanced.
- Flood mitigation is provided including an appropriate sustainable drainage scheme, designed to improve existing capacity.

Core Policy 17 - Spatial Strategy: Trowbridge Community Area (continued)

Essential infrastructure requirements will include:

- Improvements to the A350, particularly at Yarnbrook and West Ashton, and sustainable transport solution to through town traffic
- Improved public transport connectivity and pedestrian and cycling linkages to the town centre

140 homes will be provided in the rest of the community area over the plan period.

Delivery of Proposed Housing 2006 to 2026, Trowbridge Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Trowbridge Town	5860	998	1829	2650	383
Remainder	140	77	14	0	49
Community Area Total	6000	1075	1843	2650	432

Trowbridge District Energy Network

Energy has traditionally been distributed from large power stations. However, this process is not efficient when it comes to minimising greenhouse gases. Significant losses of energy occur through its transmission over long distances, and the heat generated when electricity is generated is wasted. Generating energy (which may consist of electricity, heat and cooling) in close proximity to the customer, can substantially reduce emissions, and therefore help to meet targets for tackling climate change in Wiltshire.

- A programme to substantially re-model County Hall, one of the main Wiltshire Council offices located close to the centre of Trowbridge will commence in 2011. County Hall could form a significant 'anchor' customer to a new energy network
- The Trowbridge Vision identifies a central of area of Trowbridge (Area 15 – Riverside) as highly suitable for new leisure services. A new leisure centre would provide an ideal 'anchor' customer for an energy network.
- The connection of other Trowbridge Vision sites may improve the viability of both the overall scheme, and the need to meet improvements to the energy performance for each of these developments.

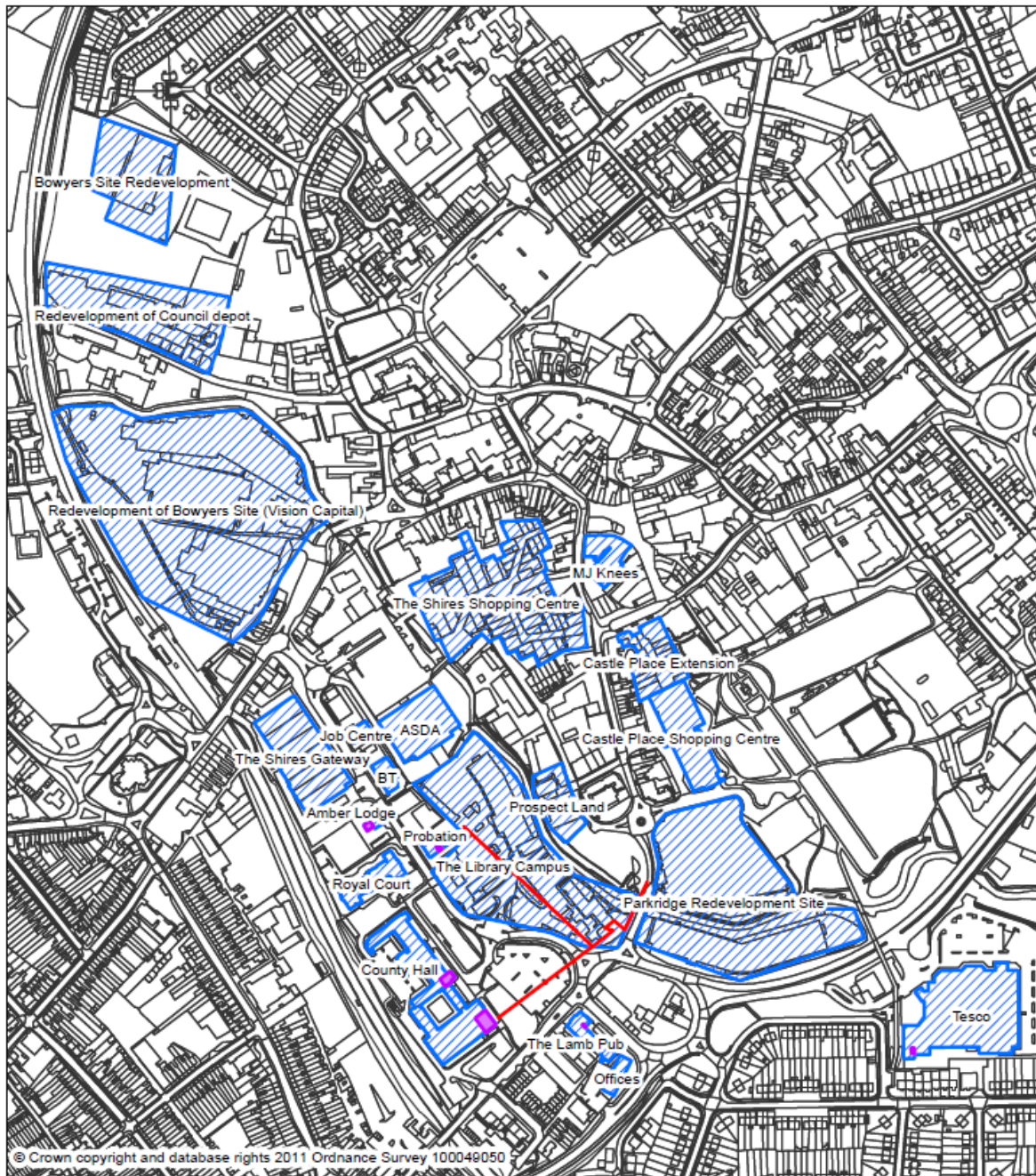
The development of a district energy network in Trowbridge will be supported in accordance with Core Policies x and x.

Core Policy 18 - Trowbridge Low-Carbon, Renewable Energy Network

1. The development of a low-carbon renewable district energy/ heat network in Trowbridge will be encouraged and supported.
2. For major development ¹ and within the identified area of potential (refer to accompanying map), proposals for development should give consideration for the future routing of piping (electricity/ heat/ cooling), for network expansion and for the development of energy hubs. Applications for development must demonstrate how these matters have been considered in preparing the proposal and be set out in the Sustainable Energy Strategy as required by Core Policy x. Connections to the Trowbridge energy network will be supported, in accordance with Core Policy x.

¹The term 'major development' is taken to be as defined by the Town and Country Planning (Development Management Procedure) (England) Order 2010.

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Trowbridge energy network area of potential

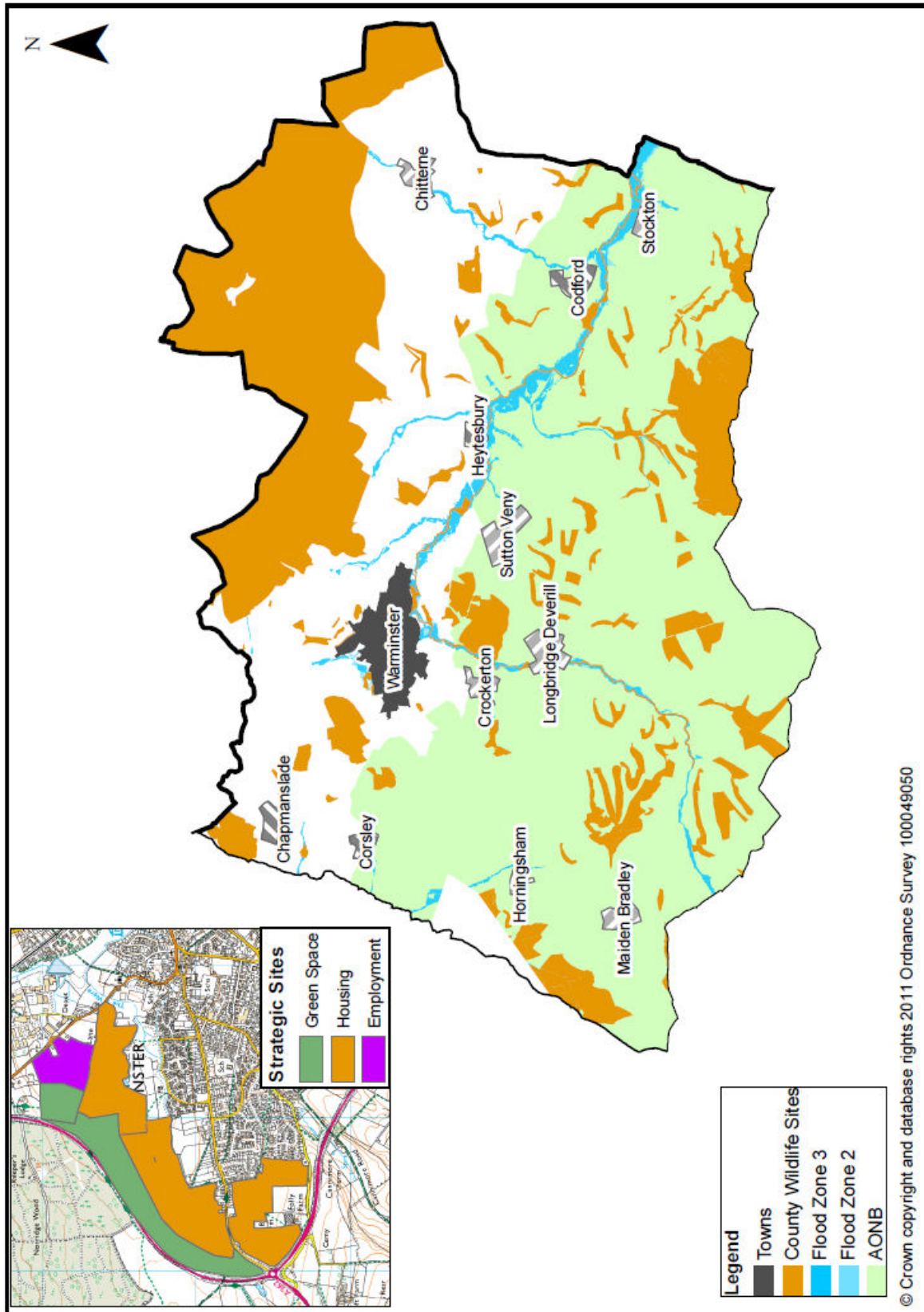
Applying the Spatial Strategy to Warminster Community Area

The historic town of Warminster is surrounded by a high quality landscape, with Salisbury plain to the east. The town has an attractive town centre, which functions as an important hub for a number of nearby rural settlements. The town itself is one of the larger employment centres in the county. Warminster is located near two regionally significant transport corridors, the A36 and the Cardiff to Portsmouth railway line.

The town has a range of successful employment areas, although a particular need for further expansion has been identified and the town will be the location of strategic employment growth to allow its potential to be fulfilled. There is a high dependency on the MOD for employment which is the largest employer in the town although there are also several other significant local employers. The level of historic housing development in the town has been lower than for comparative towns and some growth will help to deliver improved services needed in the town. The strategy for Warminster is to increase the level of employment, town centre retail and service provision, along with residential development, as part of sustainable growth.

Specific issues to be addressed in planning for the Warminster Community Area, include:

- A mix of housing and employment growth will facilitate the delivery of improved community facilities in Warminster. These may include expansion of the fire station and, ambulance service centre which are either at capacity or in need of major refurbishment. Facilities for young people in the town are also particularly lacking and the library is in need of enhancement.
- It is essential that housing development to the west of Warminster facilitates the early delivery of employment growth, allowing an increased supply of jobs for local people. However, existing issues associated with traffic congestion and cross-town traffic will need to be addressed and carefully managed.
- Warminster has limited locational opportunities for new development due to a range of environmental constraints, such as the Cranborne Chase and West Wiltshire Downs AONB, a Special Landscape Area, a number of SSSI's and a County Wildlife Site. New development will need to be carefully managed to ensure appropriate mitigation is implemented and provides an opportunity to enhance existing capacity for surface water capacity to reduce flood risk.
- Concentrations of water phosphate are high, derived from the sewage treatment works in the town and agricultural activity in the surrounding area. The current phosphate issues may lead to potential impacts on the River Avon Special Area of Conservation located downstream. Any additional development to the west of the town must ensure that the impact of phosphates in the water system are pro-actively managed to ensure current deficiencies are addressed. A Phosphate Management Plan will be required to address potential impacts in accordance with Core Policy 44.



Map of the Warminster Community Area showing selected constraints and areas of planned growth

How do we expect Warminster Community Area to change by 2026?

An increase in future housing in Warminster, compared to historic trends, will help facilitate the delivery of improved services and facilities in the town. The delivery of sustainable employment growth opportunities alongside an appropriate mix of housing will help improve the self-containment of the town and will strengthen the vitality and regeneration prospects for the town centre. Facilities for the young will have been improved. Warminster's role as a service and employment centre for the surrounding rural catchment will have been enhanced.

Warminster Town Plan

Regeneration of the central area of Warminster is identified as a priority and a Town Plan is being prepared, which is being led by the community. This may be adopted as SPD (or a Neighbourhood Plan) in the future. As it stands, the focus for the Town Plan is to strengthen and re-define the identity of the retail core of the town centre, including:

- the provision of suitable premises for larger format comparison retailers;
- rationalisation of parking provision;
- improvements to public transport connectivity; and
- improved pedestrian linkages.

The proposals set out in the Warminster Town Plan are supported by the council. Proposals for the Central Car Park site, in particular, provide an opportunity to effectively integrate new comparison retail provision within the existing fabric of Warminster town centre. It is clear that the car park area is currently under-used and offers a unique opportunity to improve the retail offer to enhance the vitality and viability of the town centre overall.

Where possible, key community services and facilities should be retained in the town centre, to assist with the aims of enhancing the central area of the town, in accordance with national planning policy.

Core Policy 19 - Spatial Strategy: Warminster Community Area

Development in the Warminster Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Warminster
Larger Villages:	Chapmanslade; Codford; Corsley; Heytesbury; and Sutton Veny
Smaller Villages:	Chitterne; Crockerton; Horningsham; Longbridge Deverill; Maiden Bradley and Stockton

The following Principal Employment Areas will be supported in accordance with Core Policy 2: Crusader Park; Warminster Business Park; Woodcock Road Industrial Estate and Northlands Industrial Estate

Over the plan period (2006 to 2026), 6 ha of new employment land and 1,770 new homes will be provided. Of these 1,650 dwellings should occur at Warminster, including land identified to the west of Warminster, between the existing built form and the A350 for strategic growth:

West Warminster Urban Extension	6 ha employment	900 dwellings
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The strategic allocation will be brought forward through a master planning process agreed between the community, local planning authority and the developer and must deliver the following:

- A high quality, sustainable and mixed use urban extension that is integrated with the existing town and town centre.
- 6 ha of employment land.
- 900 new homes including the provision of 40% as affordable housing.

Core Policy 19 - Spatial Strategy: Warminster Community Area (continued)

Development must ensure:

- The environment should be conserved and enhancement of the County Wildlife Site, the development of a wetland corridor and appropriate protection for areas of high ecological value.
- Buffers are provided between development and environmentally designated areas including the nearby ancient woodland.
- Flood mitigation is provided including providing sustainable drainage which will improve existing capacity. Contributions will also be needed to increase the capacity of the drainage network to ensure flood risk is not increased elsewhere as a consequence from development.
- Contributions are made towards a Phosphates Management Plan. In line with this plan development cannot proceed until suitable mitigation is provided that will ensure the development does not pose a threat to the River Avon Special Area of Conservation, in accordance with Core Policy 44.
- The setting and views to the West Wiltshire Downs Area of Outstanding Natural Beauty must be protected.

Essential infrastructure requirements will include:

- Sustainable transport solution for pupils attending Kingdown Secondary School
- Appropriate highway connectivity through the development linking the A3414 and A362 to ensure development does not negatively impact on traffic along West Street.

120 homes will be provided in the rest of the community area.

Proposals set out within the Warminster Town Plan will be supported, providing they are consistent with the policy framework set out in the Wiltshire Core Strategy. Proposals for new comparison retail provision on the Central Car Park site will be supported providing it is clearly demonstrated how the proposals integrate with the existing fabric of the town centre, provides high quality public realm and pedestrian linkages and provides enhancement to the existing central area.

Delivery of Proposed Housing 2006 to 2026, Warminster Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Warminster Town	1650	172	390	900	188
Remainder	120	53	28	0	39
Community Area Total	1770	225	418	900	227

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Warminster community area:

- Relocation of existing GP surgery, temporarily based in the hospital, to meet demand
- Relocation of existing library building, possibly through a town centre regeneration scheme
- Redevelopment of Warminster Police Station
- Expansion and/ or redevelopment of Warminster Fire Station
- Increased provision of youth facilities within the town

Applying the Spatial Strategy to Westbury Community Area

Westbury is an historic market town located in the west of Wiltshire between Trowbridge and Warminster. Although the town is smaller than other nearby settlements - including Frome, it has a significant employment base of strategic value and enjoys excellent rail connectivity, with direct links to Bristol, London, Portsmouth and Exeter. The town has seen significant housing development in the past which has not been matched by an appropriate provision of services, facilities and new jobs. Although the town has strong independent retailers, larger retailers are lacking.

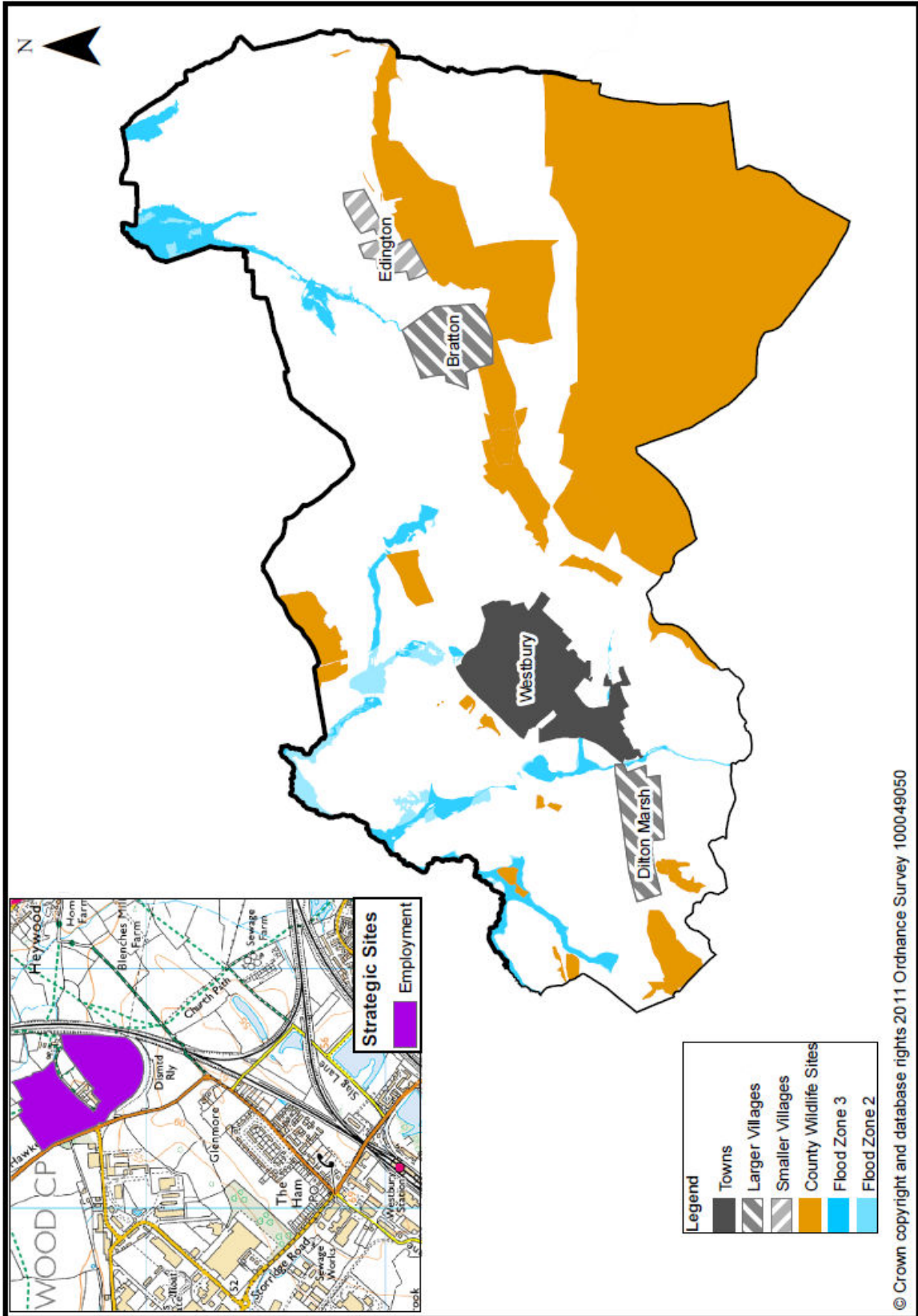
The strategy for Westbury will deliver a reduction in housing growth compared to historic trends, with a focus on improving facilities, services and job creation. Existing employment in Westbury will be protected and expanded to reflect the wider strategic needs of west Wiltshire. Overall, the town should not seek to compete with the larger nearby centres, but rather consolidate and enhance its existing role and improve linkages with neighbouring settlements.

Specific issues to be addressed in planning for the Westbury Community Area, include:

- The strategic employment role of Westbury will be maintained and enhanced. Linkages between the town and the industrial sites located to the north of the town will be strengthened through developing the area in proximity to the railway station.
- The delivery of a saved housing allocation in close proximity to the railway station will help deliver an enhanced gateway to the town, in addition to providing a new crossing of the railway line, thus alleviating traffic from Oldfield Road.
- Development around Westbury railway station should also deliver improved access, particularly for buses with improved and integrated public transport connectivity; quality pedestrian and cycle linkages with the town centre and high quality public space with exemplar design.
- The de-allocation of an employment site at Station Road (West Wiltshire District Plan) will allow greater flexibility in considering the use of this land and thus help to improve the deliverability of development in the area as a whole.
- The focus for development away from Station Road will be to help facilitate the delivery of town centre enhancement and improved community facilities through financial contributions. Retail expansion in Westbury is not appropriate, with the focus instead being on protecting the existing independent sector and enhancing the town centre with stronger linkages between areas which currently feel fragmented and by improving the public realm. These issues are being addressed more directly through a Town Planning process which is being led by the community.
- Westbury suffers from traffic issues associated with the A350 which runs through the town centre and is designated as an AQMA. Overcoming this issue will be challenging following the rejection of a proposed bypass at public inquiry.
- The provision of a new secondary school in Westbury could help deliver improved services, such as sports facilities with additional public access. However, the possible relocation of the existing school and identifying suitable funding opportunities needs further detailed assessment. This matter may be addressed through a subsequent Westbury Town or Neighbourhood Plan to be led by the community.

- Ensuring the future of the former Lafarge cement works is appropriately resolved including:
 - the potential for continuing a cement manufacturing base on site;
 - the appropriate demolition of redundant buildings and restoration of the site;
 - the satisfactory restoration of the former chalk and clay quarries (including long-term aftercare arrangements); and
 - appropriate alternative uses for land within the footprint of the former cement works

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Map of Westbury Community Area showing selected constraints and areas of planned growth

How do we expect Westbury Community Area to change by 2026?

Housing development will be at a reduced rate compared to the past with a focus on improving and consolidating the town's infrastructure and services. Public transport will be more integrated, particularly with improved linkages to the railway station and the industrial sites to the north of the town. Housing growth on a saved local plan allocation at Station Road will have helped to deliver public realm enhancements, particular around the railway station, and deliver a new rail crossing. Town centre improvements will have been delivered with strengthened linkages and public realm. The important strategic role of employment provision in Westbury will be maintained and expanded.

Westbury Town Centre Enhancement

The enhancement of Westbury town centre is a priority for the community who are leading a town planning process. The preparation of a 'Town Plan', which could be adopted as SPD, or other similar document (e.g. a Neighbourhood Plan) may offer an opportunity to assist in the delivery of town centre enhancement. The town has a strong independent retail sector and contains many important historical buildings. However, the central area of the town currently feels fragmented and its quality overall is weakened by the post war shopping arcade, which is not in character with the rest of the town centre. Re-developing and shaping the High Street precinct with a more organic street pattern containing a mix of uses, mainly retail and residential, would help to substantially improve the central area of the town.

Contributions from future development should be focused on delivering enhancement to the town centre in line with the emerging community led town planning work. A Westbury Vision and Scoping Study³ identifies a number of key recommendations for strengthening the town centre. Where possible, key community services and facilities should be retained in the town centre, to assist with the aims of enhancing the central area of the town, in accordance with national planning policy.

³ Urban Practitioners, 2011. Westbury Vision and Scoping Study

Core Policy 20 - Spatial Strategy: Westbury Community Area

Development in the Westbury Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Westbury
Larger Villages:	Dilton Marsh and Bratton
Smaller Villages:	Edington

18.5 ha of employment land will be provided:

Land at Mill Lane, Hawkeridge	New strategic employment allocation	14.7 ha
North Acre Industrial Estate	Saved West Wiltshire Local Plan allocation	3.8 ha

The strategic allocation will be brought forward through a master planning process agreed between the community, local planning authority and the developer and must deliver the following:

- 14.7ha of employment land.
- Business park function.

Development must ensure:

- Investigation and mitigation of any impacts on the habitat for Great Crested Newts, water voles, reptiles, badgers and bats.
- Effective access to the site must be provided off Hawkeridge Road.
- Flood mitigation should be provided.

Essential infrastructure requirements will include:

- Effective public transport links should be provided to the town centre of Westbury.

The following Principal Employment Areas will be supported in accordance with Core Policy 2: West Wiltshire Trading Estate; Brook Lane Trading Estate and North Acre Industrial Estate

Core Policy 20 - Spatial Strategy: Westbury Community Area (continued)

Over the plan period (2006 to 2026), 1,390 new homes will be provided of which 1,290 should occur at Westbury. There will be no strategic housing sites allocated within Westbury. 100 homes will be provided in the rest of the community area. Land for residential development in the Westbury Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Proposals for mixed use development on the saved West Wiltshire Local Plan - Station Road allocation will be supported providing it will deliver a new road crossing of the railway to connect Station Road and the A3098 and clearly demonstrate enhancement of the area as described in the supporting text.

Proposals for development in Westbury should demonstrate how they will contribute to the enhancement of the central area of the town, in accordance with the community led town planning process. The re-development of the High Street precinct will be supported, providing this provides a high quality traditional street pattern and is in keeping with the historic character of Westbury. It should be demonstrated how any new retailing proposed would not negatively impact on the vitality of the existing retail offer.

Delivery of Proposed Housing 2006 to 2026, Westbury Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Westbury Town	1290	468	323	0	499
Remainder	100	35	14	0	51
Community Area Total	1390	503	337	0	550

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous “Wiltshire 2026” consultation identified the following essential infrastructure requirements for the Westbury community area:

- Sustainable transport solution to traffic congestion on the A350, which runs through the town centre and is designated as an AQMA
- Expansion or relocation of Matravers Secondary School because of capacity issues
- Financial contributions towards primary school provision
- Improvements to town centre public realm
- Strengthening of linkages between town and industrial sites to the north
- Increased provision of entertainment and cultural facilities
- Need for new childcare places in Leigh Park

Applying the Spatial Strategy to Wootton Bassett and Cricklade Community Area

The community area is located in the north-east of Wiltshire and contains the historic market towns of Wootton Bassett and Cricklade. Wootton Bassett is the largest town within the community area, located approximately 6 miles from Swindon and 2 miles from the M4, and as such is ideally located to develop into an important employment centre. However, the town currently functions as a dormitory settlement to Swindon and experiences high levels of out-commuting.

Cricklade is a small settlement which performs a role as a local service centre. Although improvements to the retail and other facilities in the town would be welcome, some housing development would also be needed to create a critical mass to support any improvements.

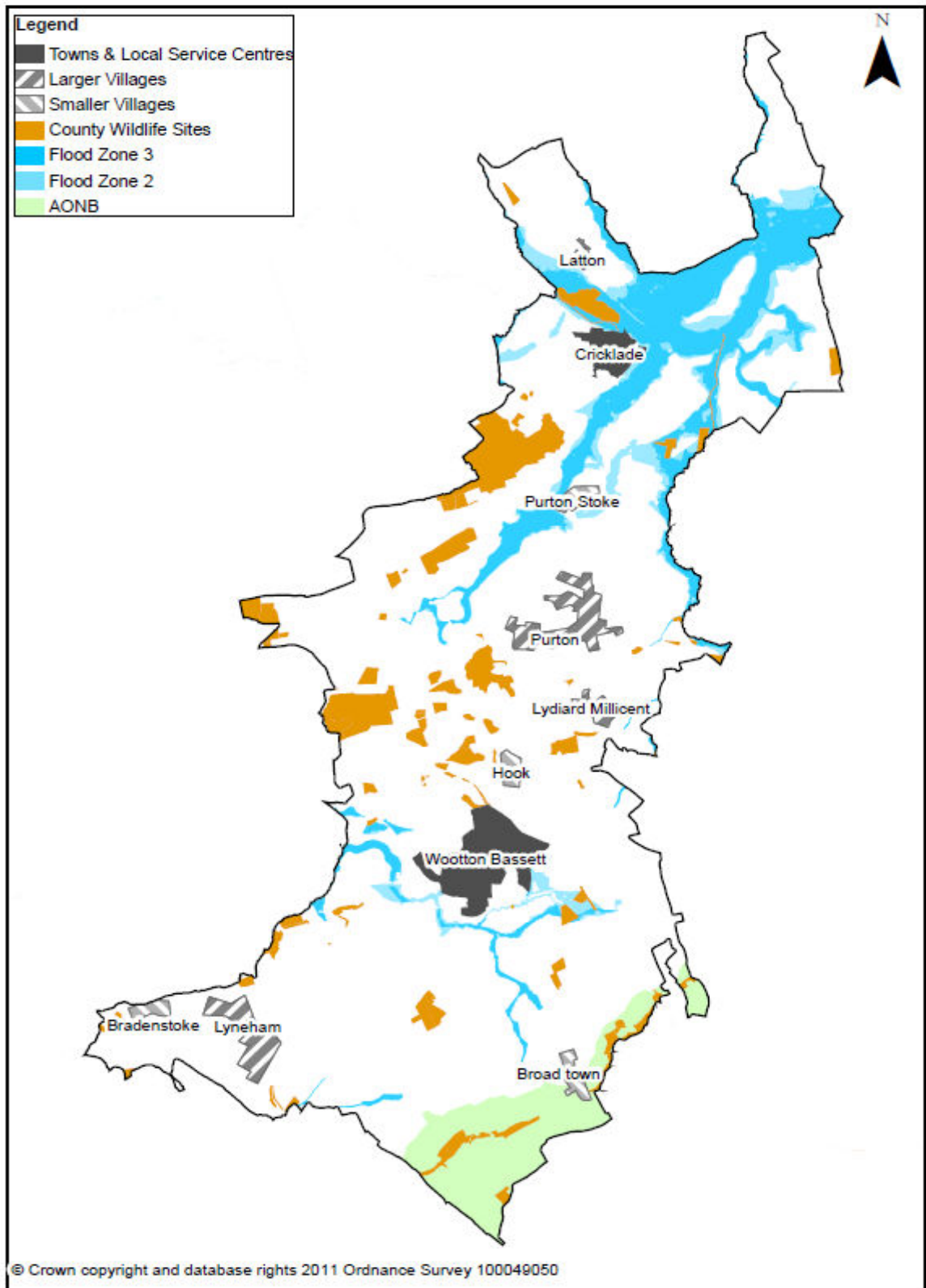
RAF Lyneham, a significant UK military base, is located 4 miles to the south west of Wootton Bassett, and strong links between the base and the town exist. However, RAF Lyneham as an operational facility for the RAF is set to close by September 2012 and with its future use unclear, the impact on Wootton Bassett and the surrounding area may be significant. Lyneham itself is dominated by the RAF base and has a relatively small population and employment base outside of the military presence.

Wootton Bassett will be the location of strategic employment growth to help reduce out commuting. Housing growth in the main settlements will help improve their vitality and create a critical mass to deliver improvements in infrastructure. However, given that there are a number of existing outstanding housing commitments; future housing growth in the town should be phased to enable infrastructure delivery alongside housing growth. Specific issues to be addressed in planning for the Wootton Bassett and Cricklade Community Area, include:

- Housing growth in the community area will help deliver affordable housing to respond to the identified need.
- Development in Wootton Bassett provides an opportunity to help improve the existing poor provision of pedestrian and cycle linkages in the town.
- As Wootton Bassett is located close to the M4 it provides an excellent location for future employment growth. However, this should be balanced to improve the mix of employment opportunities in the town and thereby help reduce out-commuting.
- A mix of employment development alongside housing is also important for Cricklade and appropriate proposals for mixed development will be supported. Main food shopping trips from Wootton Bassett are currently lost to neighbouring towns, including Calne and so the development of additional convenience retail in the town may be appropriate if a suitable site is identified. This would improve the retention of convenience trade in the town.
- Identifying appropriate future uses of RAF Lyneham will be investigated through a separate Development Plan Document to be led by the local community.
- There are a number of environmental constraints around Wootton Bassett, including areas prone to flooding and a SSSI to the south which will need to be considered and appropriately protected before selecting any sites for future housing growth.

- Further work is needed to identify how improvements to the recreational facilities in the community area can be delivered. These include Ballards' Ash Sports Hub, Cricklade Country Way and the restoration of the Wiltshire and Berkshire Canal.
- The community area may be seen as being at risk from expansion of the nearby higher order centre of Swindon. Protecting the open countryside, which is prized by the local community, is therefore an important objective for this strategy.

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Map of Wootton Bassett and Cricklade Community Area showing selected constraints

How do we expect Wootton Bassett and Cricklade Community Area to change by 2026?

Wootton Bassett will continue to function as the main service centre within the community area. Cricklade will perform a similar role, but with a more local focus. The separate identity of both Wootton Bassett and Cricklade will have been maintained and enhanced where appropriate. The retail offer of Wootton Bassett will have been enhanced and the town will enjoy a good supply of housing including affordable dwellings. The town will have an appropriate level of facilities for its size, with a hub for sports provision at Ballards Ash. People within the community area will have access to a range of jobs within the town, which will have helped to alleviate the existing high levels of out-commuting.

The closure of Ministry of Defence sites, and in particular RAF Lyneham, will have been managed to ensure the best outcomes for the local community and economy.

Core Policy 21 - Spatial Strategy: Wootton Bassett and Cricklade Community Area

Development in the Wootton Bassett and Cricklade Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1:

Market Towns:	Wootton Bassett
Local Service Centre:	Cricklade
Larger Villages:	Lydiard Millicent; Lyneham and Purton
Smaller Villages:	Bradenstoke; Broad Town; Hook; Latton and Purton Stoke

3.7 ha of employment land will be provided:

Land to the West of Templars Way	Saved North Wiltshire District Plan allocation	3.7 ha
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The following Principal Employment Areas will be supported in accordance with Core Policy 2: Whitehill Industrial Estate; Interface Industrial Estate and Coped Hall Business Park

Over the plan period (2006 to 2026), 1,250 new homes will be provided of which 920 should occur at Wootton Bassett. 330 homes will be provided in the rest of the community area. There will be no strategic housing sites allocated in Wootton Bassett or Cricklade. Land for development in the Wootton Bassett and Cricklade Community Area may consist of a range of sites in accordance with Core Policy 2. If required, non strategic sites within the community area will be identified through either a Neighbourhood Plan or a Site Allocation DPD.

Residential development should be phased to deliver homes over the full plan period in a balanced manner that will ensure infrastructure and employment growth are delivered alongside housing. Proposals for new retail development in Wootton Bassett will be supported where it will contribute to the enhancement of the town centre.

Delivery of Proposed Housing 2006 to 2026, Wootton Bassett and Cricklade Community Area

Area	Housing already provided for			Housing to be identified	
	Proposed requirement 2006-26	Completions 2006-10	Specific permitted sites	Proposed strategic sites	Remainder to be identified
Wootton Bassett Town	920	153	559	0	208
Remainder	330	130	66	0	134
Community Area Total	1250	283	625	0	342

RAF Lyneham

RAF Lyneham has been the home of the UK's military air transportation fleet for several decades and strong links between the local community and the base have been established. It is important the future of RAF Lyneham is considered in relation to the needs of the wider community and that any future uses are appropriate and well integrated with Wootton Bassett and surrounding villages. Although, Core Policy 25 provides a framework for ensuring the options for reuse of MOD sites are comprehensively addressed, given the importance of RAF Lyneham to the local community, its reuse should also be addressed through a separate planning policy document e.g. Supplementary Planning Document.

Infrastructure requirements

The Infrastructure Delivery Plan (IDP) sets out the infrastructure necessary to deliver development proposed in the Core Strategy. Discussions with service providers during the previous "Wiltshire 2026" consultation identified the following essential infrastructure requirements for the Wootton Bassett and Cricklade community area:

- Sustainable transport solution to high level of out-commuting to Swindon, via Junction 16 of the M4
- Completion of Wessex Water scheme to improve problems with flooding in Wootton Bassett
- Impact of Wootton Bassett Sewage Treatment Works on water quality may require likely relocation of discharge points due to possible tightening of the current consent to discharge conditions
- Financial contributions towards primary school provision
- Expansion or relocation of one or both of the two existing GP surgeries in Wootton Bassett
- Extra fire and rescue service infrastructure, particularly as a result of any West of Swindon development
- Improved pedestrian and cycling linkages with town centres and local community facilities – such as the Cricklade Country Way
- Improved recreational facilities, including Ballards' Ash Sports Hub, Cricklade Country Way and the restoration of the Wiltshire and Berkshire Canal

Draft Wiltshire Core Strategy Consultation Document - Proposed Core Policies
(Core Policy 22 onwards)

Note: policy ordering may change following further refinement of document for consultation.

Policy	Title	Purpose
CP22	Additional employment land	Policy for determining applications for additional employment land.
CP23	Existing Employment sites	Policy to protect existing employment sites and facilitate relocation from and reuse of outdated sites.
CP24	Economic Regeneration	Supports the regeneration of brownfield sites. Identifies specific regeneration sites.
CP25	Re-use of Military Establishments	Supports the redevelopment, conversion and/or change of use of redundant Ministry of Defence sites subject to certain criteria.
CP26	Rural diversification and enterprise	Policy to support rural communities by encouraging suitable tourism and employment opportunities.
CP27	Sustainable Construction and Low Carbon Energy	Policy ensuring energy efficiency and sustainable construction.
CP28	Standalone Renewable Energy Installations	Policy to support and encourage standalone renewable energy installation schemes subject to certain criteria.
CP29	Providing affordable homes	Sets affordable housing target/provision.
CP30	Meeting housing needs	Sets type and mix of housing needed as well as seeking housing that meets the needs of vulnerable and older people and ensuring that all housing to meet Lifetime Homes Standards.
CP31	Lifetime Homes Standards	Requires all new dwellings to meet Lifetime Homes Standards.
CP32	Meeting the needs of Gypsies and Travellers	Sets number and type of gypsy/traveller pitches needed in Wiltshire and distributes to the former district areas. Identifies criteria that sites will be determined against.
CP33	Protection of Services and Community Facilities	Development management policy to protect the loss of services and community facilities.
CP34	Biodiversity and Geodiversity	Looks to protect biodiversity and geodiversity sites. Provides mitigation in terms of council's requirement under the European Habitats Regulations.
CP35	Landscape	Development management policy to protect and conserve Wiltshire's landscape.
CP36	Green Infrastructure	Supports projects that contribute to delivery of Wiltshire's Green Infrastructure network.
CP37	Green Infrastructure Development Management Policy	Development management policy that makes provision for the retention and enhancement of Wiltshire's Green Infrastructure Network.
CP38	Ensuring high quality design and place shaping	Development management policy to ensure high quality design and place shaping.
CP39	Ensuring protection of the historic environment	Protects and seeks opportunities to improve Wiltshire's historic environment including historic buildings, archaeology, and historic parks and gardens.
CP40	Housing density	Directs highest housing densities to more built up areas and sets criteria to assess if the density proposed in applications is appropriate. Sets indicative minimum density of 30 dph.
CP41	The Stonehenge, Avebury and Associated Sites World Heritage Site and its Setting	Provides protection to the World Heritage Site and its outstanding universal value.
CP42	Retail and leisure	Ensures that an impact assessment is provided for retail and leisure applications to protect our town and village centres.

CP43	Transportation	Requires developers to show how a proposal will contribute to the aims of the Transport Strategies and Local Transport Plan 3 including measures to encourage modal shift away from the use of the private motor car.
CP44	Flood risk	Identifies that Wiltshire has a supply of housing land outside of flood zones.
CP45	Water efficiency and the River Avon Special Area of Conservation	Requires development to meet a certain level of water efficiency to mitigate against harmful impacts on the River Avon. Policy is in accordance with council's obligation to meet requirements of Habitats Regulations.
CP46	Pollution and phosphate levels in the Water Environment	To avoid and reduce possible environmental effects on water quality in the River Avon. Policy is in accordance with council's obligation to meet requirements of Habitats Regulations.

Core Policy 32 - Meeting the needs of gypsies and travellers (DRAFT)

Provision should be made to help meet the accommodation needs of all of Wiltshire's communities, including the Gypsy and Traveller community and travelling showpeople, who normally reside in or travel to the County. The development of new permanent and transit Gypsy and Traveller caravan sites in suitable and sustainable locations will be considered in accordance with the criteria set out in Core Policy 32. The requirements for new pitches set in Core Policy 32 and the criteria applied are based on:

- Wiltshire Gypsy and Traveller Accommodation Assessment carried out by the former Wiltshire local authorities in 2006
- Examination of that assessment through the draft Regional Spatial Strategy for the South West (RSS) process and proposals within the draft RSS
- National policy and guidance on extrapolating need, and
- Consultation responses during a Gypsy and Traveller issues consultation carried out by Wiltshire Council in 2010.

Further information is provided within the Gypsy and Traveller Topic Paper.

The provision of new transit pitches will enable pitches to be provided to meet the needs of Gypsies and Travellers who come to the area but have no permanent place to stay.

The Council will use national policy and the criteria-based approach to identify the most suitable sites for Gypsy and Traveller pitches and will produce supplementary guidance on the interpretation and implementation of Core Policy 32. The government has recently published a draft Planning Policy Statement on planning for traveller sites which includes the general principle of aligning planning policy on traveller sites more closely with that for other forms of housing and of requiring council's to demonstrate a five year supply of pitches against a long term target based on clear evidence. Core Policy 32 reflects this approach by introducing a set of criteria against which potential sites will be tested. The criteria have regard to local amenity, access to facilities and impact on the landscape in a similar way to policies for general housing.

Since 2006 a number of permanent planning permissions for Gypsy and Traveller sites have been granted. The numbers of pitches that have been granted planning permission (1 April 2006 to 31 March 2011) are set out in Table 1, below. In addition to these permanent permissions, temporary planning permissions have been granted for 19 pitches in north Wiltshire, 3 in west Wiltshire and 2 in south Wiltshire. Specific sites to meet the residual need will be identified in a Gypsy and Traveller Site Allocations Development Plan Document. The preference will be for small, private sites.

Area	Proposed Requirement (2006 -16)	Permitted 06-11	Residual Requirement
North	51	39	12
South	21	0	21
East	6	0	6
West	15	6	9
Total	93	45	48

If the temporary permissions are excluded from the above residual requirement then 19 pitches would be left to find in the south, 6 both the east and west, with no additional requirement in north Wiltshire.

Core Policy32 - Meeting the needs of Gypsies and Travellers

Provision should be made for 93 permanent pitches for Gypsies and Travellers, 27 transit pitches and 5 plots for Travelling Showpeople during the period 2006 to 2016. Permanent pitches should be distributed as follows:

North Wiltshire	51
South Wiltshire	21
East Wiltshire	6
West Wiltshire	15

In appropriate locations outside or within settlement boundaries where no planning policy or other barrier to development exists, proposals for gypsies and travellers pitches must satisfy the following general criteria:

- I. No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where conventional housing would not be suitable;
- II. Unacceptable impacts on the character and appearance of the surrounding landscape will be minimised through the sensitive and appropriate design of the scheme;
- III. The site is located in or near to existing settlements with access to a range of local services such as shops, doctors and schools, and a range of amenities including play areas and other recreation facilities.
- IV. The proposal will not result in an unacceptable loss of amenity of neighbouring land uses; and
- V. Mixed-use proposals (that is sites that include a business use) will only be considered if appropriate to the locality and such uses will not result in an unacceptable loss of amenity.

HOUSING REQUIREMENT TECHNICAL PAPER

Technical paper setting out the housing requirement for Wiltshire 2006-2026

1. Introduction

- 1.1 The purpose of this paper is to address Wiltshire's overall housing requirement for the plan period 2006 – 2026, as well as that for South Wiltshire in support of the review of the South Wiltshire Core Strategy. This is in response to the announcement on 27 May by the Secretary of State for the Department for Communities and Local Government (DCLG) confirming the Coalition Government's intention to "rapidly abolish Regional Strategies (RS)".
- 1.2 The south west Regional Spatial Strategy (RSS), whilst not adopted, contained specific policies on a wide range of planning issues with one of its central functions to establish the overall scale and distribution of new housing across the south west region. These regional targets were translated into local authority targets, and in some cases housing targets set for specific settlements as well as broad Areas of Search. These Strategically Significant Cities or Towns (SSCTs) included the Wiltshire towns of Chippenham, Salisbury and Trowbridge, with the west Swindon identified as an Area of Search.
- 1.3 A further letter from the Secretary of State on the 6 July 2010 announced the revocation of RS by way of an Order laid before Parliament. This letter confirmed that "Local Planning Authorities will be responsible for establishing the right level of local housing provision in their area, and identifying a long term supply of housing land without the burden of regional targets."
- 1.4 The revocation decision has since been subject to judicial review and successfully challenged at the High Court¹. The judgement upheld the grounds for the challenge, namely that the Secretary of State:
 - Used his powers to revoke RSs improperly and against a fundamental purpose of primary legislation to establish RSs as a tier of planning policy; and,
 - Acted unlawfully by revoking RSs without any reference to the requirement to assess the environmental impacts of the revocation (ie without an SEA).
- 1.5 The immediate impact of this judgement is to reinstate RS as part of the development plan, this was confirmed by the Planning Inspectorate in guidance issued to Inspectors which stated that the RS as it stood on 5 July forms an ongoing part of the development plan."²
- 1.6 However, the intention to abolish RS has since been confirmed through the Decentralisation and Localism Bill, published in December 2010 this bill contains the relevant clause providing the mechanism for future revocation. Further legal challenges are ongoing regarding the weight to be given to the announcements to revoke regional plans. However Wiltshire has moved quickly to confirm its position and this was formalised at the Cabinet meeting of 19 October 2010 which resolved that Cabinet:
- 1.7 In light of the revocation of the Regional Spatial Strategies, reaffirms that the Wiltshire and Swindon Structure Plan 2016 sets out housing figures for Wiltshire up to 2016 (as set out in saved Policy DP4);
 - Agrees that Wiltshire's new housing requirement is determined through a comprehensive review involving local communities, which responds to the Decentralisation and Localism Bill; and

¹ High Court Queen's Bench Division Case No. CO/8474/2010

² The Planning Inspectorate November 2010 Regional Strategies – Impact of CALA Homes Litigation

- Agrees that the new housing requirement be progressed as part of the Core Strategy process.

1.8 The previous emerging Wiltshire housing targets were developed through the RSS process with initial evidence provided by Wiltshire County Council through the submission of Section 4(4) advice. The draft RSS then presented housing targets for the former district areas which were subsequently revised during the Examination in Public (EiP) in to the RSS. The Proposed Changes version of the RSS identified the most recent regional strategic housing requirements for Wiltshire. Table 1 shows the various stages of the RSS with corresponding housing requirements.

Table 1: Housing Requirements

Area / Settlement	Wiltshire and Swindon Structure Plan 2016 (1996-2016)	4/4 Advice (net dwellings 2006-2026) OPTION 1	Draft RSS Requirements 2006-2026	RSS Proposed Changes 2006-2026
Kennet District	5,250	5,000	5,000	6,000
North Wiltshire	9,000-10,000*			
Chippenham urban area	3,000	4,500	4,500	5,500
District Remainder	6,000	4,500	4,500	5,200
West of Swindon	0-1,000*	Up to 2,000	1,000	3,000
Salisbury District	8,000			
Salisbury urban area	3,900	5,000	5,000	6,000
District remainder	4,100	4,000	4,000	6,400
West Wiltshire	11,750			
Trowbridge urban area	5,000	5,000	5,000	6,000
District remainder	6,750	5,500	5,500	6,300
Wiltshire Total	34,000-35,000	33,500 – 35,000	34,500	44,400

*The Structure Plan makes provision for an additional 1,000 dwellings at the western side of Swindon, which could at least in part lie in North Wiltshire.

- 1.9 The revocation has, in the short-term, implications for the consideration of planning applications in advance of an up to date planning framework through an adopted Local Development Framework (LDF). In the longer-term the main issue is one of establishing a housing requirement for Wiltshire to be tested and included within the Wiltshire Core Strategy.
- 1.10 The Chief Planner at the DCLG published guidance to local authorities prior to the publication of the Decentralisation and Localism Bill. The key elements of this guidance are still relevant and are as follows:

- a) Localism will be at the centre of the new Coalition Government's agenda with the pre-cursor to this agenda being the revocation of RSS in order to allow local targets to be set.
- b) Local Planning Authorities will be responsible for establishing the right level of local housing provision in their area, and identifying a long term supply of housing land. Some may decide to retain their existing housing targets that were set out in the revoked RSS. Others may decide to review their targets.
- c) Local Planning Authorities should quickly signal their intention to undertake an early review so that communities and land owners know where they stand.
- d) The revocation of RSS is not a signal for local authorities to stop making plans for their area. Local Planning Authorities should continue to develop their LDF Core Strategies and other documents, reflecting local people's aspirations and decisions on important issues such as climate change, housing and economic development. Authorities may decide to review and/or revise their emerging policies in light of the revocation of RSS.
- e) Each Local Planning Authority's development plan will now consist only of adopted development plan documents, saved policies, and any old style plans that have not lapsed. Local Planning Authorities should also have regard to other material considerations, including national policy. Evidence that informed the preparation of the revoked RSS may also be a material consideration, depending on the facts of the case.
- f) Local Planning Authorities should continue to collect and use reliable information to justify their housing supply policies and defend them during the LDF examination process in line with current national policy set out within Planning Policy Statement 3: *Housing*. It is important for the planning process to be transparent, and for people to be able to understand why decisions have been taken.
- g) Local Planning Authorities should continue to identify enough viable land to meet the ambition for growth for at least 15 years from the date the plan is adopted. Authorities should also have a five year supply of deliverable sites.

1.11 This guidance allows for local authorities to retain their existing targets as set out in the revoked RSS or to review their housing targets. It also specifically refers to "Option 1" figures (i.e. those that were submitted by strategic planning authorities - the Section 4(4) advice - to inform the figures within the original draft RSS) suggesting that it may be appropriate to base revised targets on these, supplemented by more recent information.

1.12 Within this context Wiltshire Council is required to reappraise the level of housing Wiltshire should plan for to identify locally derived requirements in accordance with the localism agenda, and in anticipation of the revocation of RS. It is the intention to determine the strategic requirement for the whole of Wiltshire through this paper, and then to engage with communities to assess the aspirations for development. This will provide a both a top-down approach, ensuring that the needs of the area can be met as well as a bottom-up approach, enabling communities to input and take ownership of local housing requirements. In this light, the strategic requirement is determined to form a range of figures within which development could be demonstrated to be appropriate. This range should be broad enough to ensure that the bottom-up requirement is consistent without prejudicing the aspirations for the area.

1.13 In the light of the above, this paper seeks to determine the housing requirement for Wiltshire from 2006-2026. The methodology used to generate these figures has emerged in the light of lessons learned from the Section 4(4) advice; the sub-regional context of Wiltshire; and an assessment of the political aspirations of the council.

Background / Context.

- 1.14 Within Wiltshire there are significant opportunities to strengthen the environmental, social and economic well-being of the county. In order to do this Wiltshire must be well placed to meet current and future demands for housing and employment, whilst safeguarding and enhancing the rich and ensuring that sustainable development is achieved. To achieve this, a number of documents have been produced which identify the key priorities, objectives, and outcomes for Wiltshire.
- 1.15 There are a number of policy documents which are particularly relevant in the process of appraising Wiltshire's future housing requirements. A summary of which is provided below.

The Corporate Plan

- 1.16 The Wiltshire Corporate Plan sets out the priorities and outcomes for the county for the next four years (2010 – 2014). It is not the purpose of this paper to repeat the Corporate Plan, however the most relevant elements are summarised below and are referred to at various stages throughout this paper.
- 1.17 Supporting the local economy - The Corporate Plan is clear that a strong local economy is essential to providing local jobs, creating wealth and investment and in helping to enhance people's general health and wellbeing. In order to provide the necessary environment for a strong local economy the Corporate Plan identifies the need to tackle the number of people travelling out of the county for work; the decline of some of Wiltshire's town centres; the lower levels of business growth and confidence and the skills gaps in our workforce. In addition the Corporate Plan has the specific objectives to:
- Support business start-ups and expansions helping to create 6,000 new jobs and safeguard 8,000 existing jobs;
 - Secure employment growth in higher paid and higher skilled jobs; and,
 - Retain and support growth of Wiltshire's top employers.
- 1.18 Meeting housing needs - The Corporate Plan recognises the important role that Wiltshire Council has in tackling the housing issues across the county. It recognises that there is not enough affordable or high quality housing to meet current and future needs. Therefore it identifies the specific objectives:
- To help more people live independently at home for longer;
 - Secure 2,400 new affordable homes and bring 2,160 empty homes back into use; and
 - To be one of the best 25% of councils in England for housing management services.

The Community Plan 2011-2026

- 1.19 The Wiltshire Community Plan 2011-2026 entitled People, places and promises sets a clear vision for Wiltshire alongside the priorities and objectives over the next 15 years. This outlines the overall strategic direction and long-term vision for the economic, social and environmental well-being of Wiltshire. Set out within the draft Community Plan are three key priorities. Contained within these priorities are set objectives, the most relevant to this paper are summarised below.
- 1.20 Creating an economy that is fit for the future – This is based on the recognition that the economy is a key measure of strength and future planning should ensure that Wiltshire's economy is strong, adaptable and competitive. To achieve this the Community Plan identifies the need to encourage a greater proportion of higher value and higher skilled jobs; reducing the reliance on public-sector employment; improving the skills of Wiltshire's working population to meet employer demand; enabling older people to work beyond retirement age if they so wish; and to support existing business.

- 1.21 Reducing disadvantage and inequalities – A key priority is to ensure that Wiltshire is able to meet the needs of the growing older population. This includes addressing the lack of affordable housing, including social housing and shared ownership, by building new housing and bringing empty homes back into use.
- 1.22 Tackling the causes and effects of climate change – It sets an ambition to significantly reduce domestic, business and transport CO2 emissions. This will entail providing a safer and more integrated transport system in order to achieve a major shift to sustainable transport.
- 1.23 Together the Corporate Plan and Community Plan provide the overarching priorities and objectives for Wiltshire. The role of the Local Development Framework is to provide the planning principles, in terms of the distribution and scale of growth for housing and employment in order to deliver sustainable patterns of development which in turn deliver economic growth whilst addressing, as far as possible, issues of housing affordability.

The Spatial Vision for Wiltshire

- 1.24 The Spatial Vision for Wiltshire was identified through the Wiltshire 2026 planning consultation. It provides a clear overarching direction for development within Wiltshire.
- a. *By 2026 Wiltshire will have a much more sustainable pattern of development, focused principally on Trowbridge, Chippenham and Salisbury. Settlements of all sizes will have become more self-contained and supported by the necessary infrastructure, with a consequent reduction in the need to travel, an improvement in accessibility to local services, a greater feeling of security and the enhancement of a sense of community and place. This pattern of development, with a more sustainable approach towards transport and the generation and use of power and heat, will have contributed towards tackling climate change.*
 - b. *Housing, employment and other development will have been provided in sustainable locations in response to local needs as well as the changing climate and incorporating exceptional standards of design. Wiltshire's important biological and built environment will have been safeguarded and, where necessary, extended and enhanced to provide appropriate green infrastructure, while advantage will have been taken of the County's heritage to promote improvements in tourism for economic benefit.*
- 1.25 There are clear themes identified within these plans and visions for Wiltshire which can be briefly summarised as follows:
- Ensure the delivery of sustainable patterns of development;
 - Increase the self-containment of settlements across Wiltshire;
 - Reduce the need to travel and the levels of out-commuting;
 - Addressing housing needs across Wiltshire by responding to local needs and aspirations; and,
 - Create an economy that is flexible, adaptable and competitive.
- 1.26 Such objectives should be the cornerstone of strategic planning for Wiltshire with the mechanism to help deliver these objectives being the Local Development Framework.

Previous Community Consultation

- 1.27 In Wiltshire, two separate Core Strategies are being progressed; one for South Wiltshire and another for the whole of Wiltshire. The South Wiltshire Core Strategy is well advanced and its completion will enable new housing sites to be identified before the Wiltshire Core Strategy is in place and a 5 year housing land supply to be maintained. The South Wiltshire Core Strategy will in effect be replaced by the Wiltshire Core Strategy when it is adopted.

1.28 A key plank of the Government's Localism agenda is the decentralisation of decision-making and the transfer of more power to local communities to influence how local communities will develop. Wiltshire Council undertook a public consultation from October until December 2009 on the Wiltshire 2026: Planning for Wiltshire's Future. This document, although based on housing targets identified in the revoked RSS, identified a range of development options for the county (excluding South Wiltshire, which is discussed below). The comments received provide a useful indication as to the aspirations of residents throughout the county. A full analysis of the Wiltshire 2026 consultation responses can be found on the council's website³. A summary of the responses is provided below, with a breakdown for each Community Area available in Appendix 1.

Spatial Vision for Wiltshire
Summary of Responses
<ul style="list-style-type: none"> • Acceptance of the underlying principles with calls for it to be more locally distinctive. • The plan should be firm and clear, ensuring that development takes place with the support of the local community • Although some people expressed concern over the level of growth set regionally, many people accepted that development could be a means of securing wider objectives with benefit to the community as a whole • Balance in development was seen as important, with the need to equate housing growth with employment opportunities • Infrastructure delivery was seen as a key concern, especially in terms of its timely delivery at the point of development, rather than later on in the plan period

Wiltshire 2026
Summary of Responses
<ul style="list-style-type: none"> • The housing targets contained within the RSS were heavily criticised and led to demands for the council to 'stand up' for Wiltshire and recognise the unique rural character and dispersed settlement pattern of the County. • There was criticism that no justification for the scale of growth proposed was provided. Residents did not understand why housing was needed. • General support for an approach based on a hierarchy when planning at the strategic level. • General support for directing most development towards SSCTs and market towns, although there was criticism that the allocation system was too rigid and prevented natural, incremental growth of settlements, particularly in rural areas • Development generally regarded as acceptable where it helps to improve the self-containment of a settlement. • Considered the lack of flexibility will exacerbate affordability issues, especially in rural areas.

South Wiltshire Core Strategy

1.29 Wiltshire Council submitted the South Wiltshire Core Strategy Proposed Submission Development Plan Document to the Secretary of State for independent examination in November 2009. This document set out the strategy for the delivery of growth for the next 20 years to 2026. The Issues and Options South Wiltshire Core Strategy was subject to statutory consultation in July 2007, as well as prior to submission.

South Wiltshire Core Strategy

³ <http://www.wiltshire.gov.uk/environmentandplanning/planninganddevelopment/planningpolicy/wiltshirecorestrategy.htm>

Summary of Responses

- Support for the concentration of development at Salisbury;
- No evidence to justify the need to provide the scale of housing proposed;
- Significant concerns regarding the ability of South Wiltshire to deliver the scale of housing proposed;
- Salisbury has significant environmental constraints which restrict the scale and distribution of development;
- Significant concern that the existing infrastructure will not be able to support proposed development levels; and,
- The proposed scale of employment land is unrealistic.

1.30 In light of the Government's announcement to abolish RS, the Inspector agreed to suspend the Examination in order for Wiltshire Council to review the housing and employment figures within the submitted Core Strategy. This has been undertaken as part of this comprehensive review of housing and employment requirements for Wiltshire as a whole. Given the difference between the level of housing required and considered appropriate through this paper⁴ and that in the previously emerging RSS, it is considered that some focused changes to the draft Core Strategy will be appropriate. The proposed review will be presented to Full Council on the 22nd February 2011 along with this paper detailing the strategic requirement for the whole of Wiltshire.

2. Geographic context

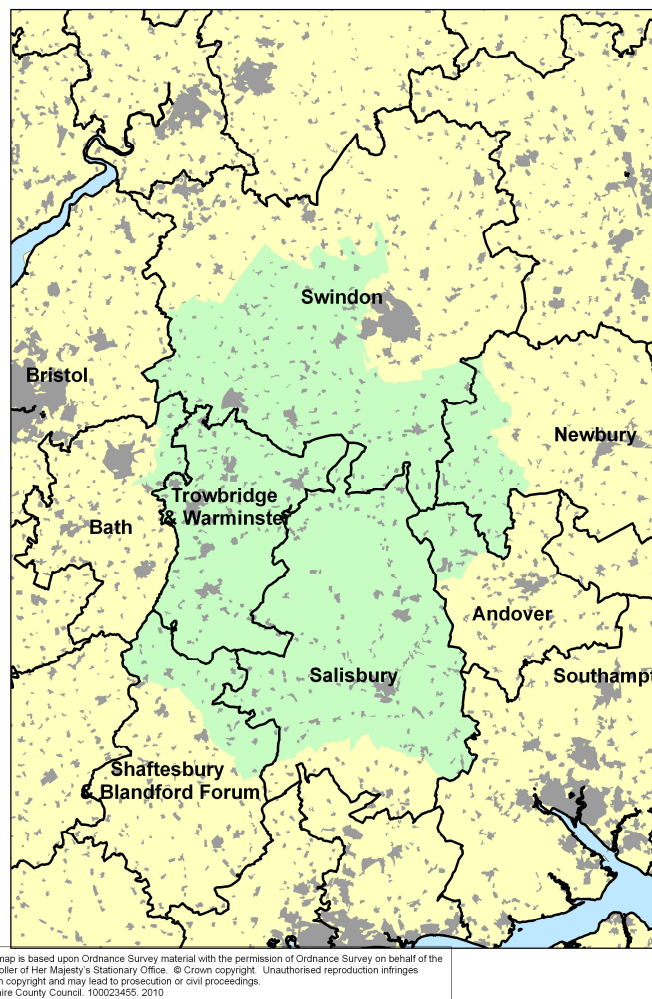
- 2.1 It is critical to understand the sub-regional context of Wiltshire, and to identify its relationship with other areas. Wiltshire is a predominantly rural area surrounded by the large urban centres of Bath, Bristol, and Swindon as well as some significant smaller centres. These centres exert commuting and housing demand pressures on Wiltshire, which need to be mitigated by any development proposals.
- 2.2 As such, the current commuting and migration patterns, and aspirations of neighbouring authorities need to be assessed in order to set the parameters for this assessment.
- 2.3 Commuting – In 2007, the Office for National Statistics in conjunction with Newcastle University produced a set of 2001 based Travel to Work Areas (TTWAs). These areas are defined such that 75% of the resident working population work within each area, and 75% of those working in each area also reside in that area. Map 1 shows the TTWAs in and surrounding Wiltshire.
- 2.4 This suggests that Wiltshire should not be considered in isolation, as it performs a much broader sub-regional role. However, the parameters used within the definition of TTWAs may not fully represent all significant flows as it attempts to define self-contained areas rather than areas of interaction. As such, it is necessary to look at the detailed flows from the 2001 Census to establish the settlements outside of Wiltshire that provide a place of work for a significant number of Wiltshire residents or vice versa. This information is presented in Appendix 2a.
- 2.5 At a strategic level, Wiltshire has 196,700 jobs and 217,300 working residents. This represents a net outflow of over 20,000 workers (or 10% of the working population). This is reflective of the location of Wiltshire as well as the job offer (with a pay differential). Indeed, in 2008 those working in Wiltshire earned £2,500 less on average per year than those living in Wiltshire (Annual Survey of Hours and Earnings, ONS). This situation should be addressed by

⁴ Whilst this paper sets out the Wiltshire wide requirement alone, comparative data is available for the constituent former district areas, and so indicative requirements can be generated for South Wiltshire. However, these district level figures should only be used where they are supported by a host of locally derived information (as from the South Wiltshire Core Strategy consultations), including an assessment of community aspirations, and the consideration of the links with neighbouring areas.

developing the economy of Wiltshire to provide higher skill/value jobs (as recognised in the Corporate Plan) as well as ensuring that the delivery of dwellings and jobs are aligned.

- 2.6 There are very large numbers of out-commuters (in excess of 5,000) from Wiltshire to Swindon, and Bath. There are also significant numbers (in excess of 2,000) travelling from Wiltshire to Test Valley (with over 3,000 travelling to Andover alone), Bristol, London and West Berkshire.
- 2.7 In terms of in-commuters there are significant numbers of commuters (in excess of 2,000) from each of Swindon, Mendip (with almost 2,000 travelling from Frome alone), Bath city, and Test Valley to Wiltshire.

Map 1: 2001 based Travel to Work Area

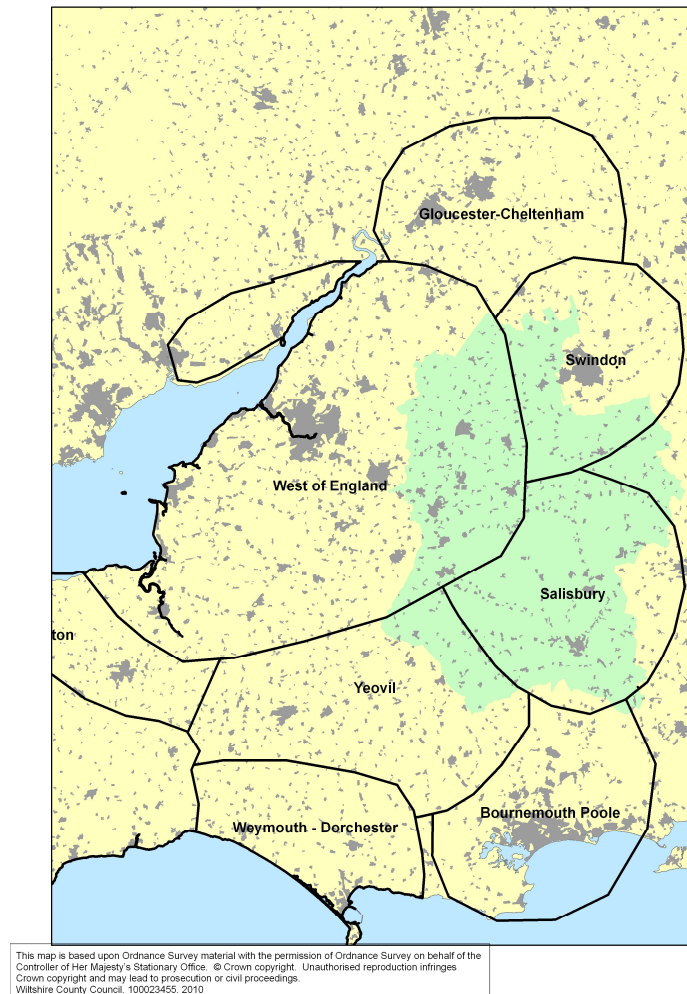


- 2.8 As recognised in Planning Policy Statement 4: Planning for Sustainable Economic Growth, one of the Government's objectives for prosperous economies is to reduce the need to travel. This is clearly an issue in Wiltshire as the job offer is not aligned to the resident workforce, resulting in the commuting flows above. As such, the delivery of housing should and will be targeted to address this imbalance. However, it must be realised that individuals are free to choose to travel and that by providing a job offer equal to the requirements of Wiltshire, commuting will still occur.
- 2.9 Migration – In 2004, DTZ Peda were commissioned to identify a set of Housing Market Areas (HMAs) for the South West. These HMAs represent areas within which most people who are

looking to move home will search for a new property in which to live. Map 2 shows the HMAS in and surrounding Wiltshire.

- 2.10 These areas broadly agree with the detailed commuting flows above, in that they show strong relationships between Wiltshire with Swindon and Bath in particular. Indeed, this conclusion is supported by the more recent work undertaken by the NHPAU to determine up-to-date housing market area boundaries. However, these HMAS are regionally focussed and so may miss some of the locally significant flows. As such, it is necessary to look at the detailed migration flows from the 2001 Census. This information is presented in Appendix 2b.

Map 2: Housing Market Areas



- 2.11 In 2001, Wiltshire saw net migration inflows totalling some 7,300, with 56,700 moving to and 49,400 moving from Wiltshire (including those flows within the area). These flows were particularly strong from the South East. Indeed, the largest internal migration flow nationally is now from the South East to the South West. The high quality of life enjoyed by Wiltshire, as well as its accessibility to London has promoted these flows, and it should be realised that these are likely to continue. Whilst this creates pressure for housing within Wiltshire, and may result in residents experiencing difficulty accessing the housing market, it does provide an opportunity for economic development with an increased workforce.

- 2.12 Appendix 2b shows that there are several areas beyond the boundary of Wiltshire that provide either significant origins or destinations for the cross-border migration flows.

- 2.13 In general, the in-migration flows are largely matched by the out-migration flows. However, the size of these flows are particularly large (in excess of 1,000) to/from London and Swindon.
- 2.14 Sub-regional aspirations - Given the strong functional relationships with the settlements above it is appropriate to ensure that the proposed housing requirements for Wiltshire align with, or as a minimum consider, the emerging policies for these areas. It is particularly important that the housing aspirations of Swindon, Bath, Test Valley (in particular Andover), Mendip (in particular Frome), Bristol, and West Berkshire are considered.
- 2.15 Wiltshire Council has maintained a close dialogue with neighbouring authorities, with the exception of London Authorities, in order to recognise future risks and challenges to Wiltshire associated with development across the region. The emphasis on locally derived housing provision will introduce uncertainty into the sub-regional strategic planning context as local authorities may pursue housing strategies in isolation of neighbouring authorities. In such circumstances development pressures may shift from traditional areas of expansion. As such, Wiltshire Council will continue to work with other authorities to ensure that the development requirements proposed reflect the sub-regional context of Wiltshire, and that the sub-regional need is met at appropriate locations.
- 2.16 This section provides an overview of research into the current position of neighbouring authorities. This provides a useful context to the sub-regional position and a steer on the likely direction of travel of housing provision across the county. It is clear that the majority of Local Planning Authorities that intend to undertake a review of future housing requirements are doing so with the intention to align economic forecasts, which take account of the economic downturn, with future housing projections.
- 2.17 **SWINDON** – The status of Swindon as an important economic centre in the south west has been recognised through the Wiltshire and Swindon Structure Plan 2016 where it was designated a Principal Urban Area, and through the RSS where it was identified as a Strategically Significant Town. Such status ensures that the town is a focus for development and as a neighbouring authority areas within Wiltshire have been expected to take some degree of growth along its border with the western edge of Swindon.
- 2.18 The Wiltshire and Swindon Structure Plan 2016 identified the potential to deliver 1,000 dwellings along the western edge of Swindon, within either or both authorities to help to address the shortfall in the Boroughs housing provision. The principle of development at the west of Swindon continued through the draft version of RSS with 1,000 dwellings, identified specifically within the former North Wiltshire District. Finally the Proposed Changes version of the RSS increased this to 3,000 dwellings. A development of 200 dwellings has already been granted on the western edge of Swindon in accordance with this policy with further applications expected before the end of 2010.
- 2.19 As discussed earlier in this paper Wiltshire Council has reaffirmed the status of the Wiltshire and Swindon Structure Plan 2016 and specifically the housing requirements contained within the policies, at least until locally derived housing requirements are sufficiently advanced through the Core Strategy process. On this basis Wiltshire Council will continue to work closely with Swindon Borough Council in order to plan for housing growth at the west of Swindon.
- 2.20 The Swindon Borough has taken a different position regarding the status of the development plan, confirming that the housing requirements contained within the Wiltshire and Swindon Structure Plan to no longer be realistic or deliverable for the Borough as they do not reflect current economic circumstances.
- 2.21 On this basis, and reflecting the focus on locally derived housing provision, Swindon Borough Council has presented a Revised Pre-Submission Draft Core Strategy DPD to Full Council on

the 13 January 2011. This document reappraises the Borough's housing requirement to ensure that future projections are realistic, deliverable and that it achieves a balance between economic prospects and housing delivery.

- 2.22 Prior to this reappraisal the housing target for the Borough was for 36,000 homes over the plan period. The Revised Pre-Submission Draft document identifies a housing requirement over the plan period of approximately 25,000 additional homes, a significant reduction over some 12,000 homes (including 3,000 to the west of Swindon). Taking into account completions the residual requirement for the Borough is approximately 19,000 homes.
- 2.23 The focus of future development identified through this document will be at the Eastern Development Area (EDA) with provision also planned for Tadpole Farm on the north-western edge of the town. Development at the west of Swindon in line with the RSS requirement (3,000) dwellings is no longer advanced in the Swindon Core Strategy.

Impact on Wiltshire

- 2.24 Swindon has traditionally been a destination point for Wiltshire's residents for employment, leisure and retail activities. Any significant reduction in overall housing provision at Swindon will impact on the demand for housing beyond the boundary of Swindon, particularly in those locations with good access to the town. With a confirmed reduction of 12,000 homes, Wiltshire Council will need to work closely with Swindon Borough Council and be aware of potential pressures any reduction in housing at Swindon may place on Wiltshire's towns and villages which have an established functional relation with the Borough.
- 2.25 **B&NES** – In October 2009 B&NES consulted on the Spatial Options Core Strategy document which identified locations to meet the housing requirements of the draft version of the RSS, some 15,500 homes, which was in fact short of the housing requirement of 21,300 homes identified in the Proposed Changes version of the RSS.
- 2.26 Throughout the latter part of 2010 B&NES has undertaken a reappraisal of the housing and employment requirements for the district. This has culminated in the release for public consultation of the B&NES Draft Core Strategy which identifies the need to provide 11,000 homes within the district. Whilst this is a significant reduction a vast bulk of this, some 3,000, is the result of the removal of a planned urban extension for the south-east of Bristol into the district. The Draft Core Strategy identifies a significant reduction of employment provision, particularly around Bath.

Impact on Wiltshire

- 2.27 Given the strong functional relationship between Wiltshire settlements and the B&NES district any reduction in housing provision may increase pressure on Wiltshire's housing stock, a problem which will be more acutely felt in the towns of West Wiltshire. Such pressures may exacerbate affordability and current out-commuting from towns in west Wiltshire
- 2.28 **TEST VALLEY** - The Test Valley area is divided into two specific areas, the northern and southern areas. As an interim position, the housing proposals in the northern area (including the settlement of Andover which is an area where significant out-commuting flows from Wiltshire occur), has been reduced from 6,100 to 5,700. Given Andover's status as the principal urban area in this part of the District, a significant proportion of the 5,700 is expected to be located to this town. This reflects the significant employment commitments and regeneration aspirations of the district. In the Southern area the scale of development has been reduced from 3,920 to approximately 3,620.

Impact on Wiltshire

- 2.29 Given the significant out-commuting to Andover from Wiltshire the reduction of development at Andover will need to be taken into account when identifying Wiltshire future housing

requirements. Any reduction in housing provision within an adjacent authority could place additional housing demands on Wiltshire as well as exacerbating out-commuting flows.

- 2.30 The formation of the super garrison at Salisbury Plain (whereby new units will move into the area) will increase the population and the number of jobs within the Tidworth, Ludgershall and Amesbury area. At present these areas have strong relationships with Andover. Given these relationships it should be ensured that the approach to dwelling and employment provision, and the resulting impacts on housing demand from military personnel are assessed in context and a sub-regional approach is developed to respond specifically to the military impacts in this area.
- 2.31 **BRISTOL** – Bristol is currently taking the Core Strategy through the examination process and in light of announcements on the future of Regional Strategies and the publication of the Decentralisation and Localism Bill, revised housing requirements have since been identified. This reappraisal of housing requirements concludes that a minimum housing target of 26,400 homes should be planned for over the plan period, although there is also emphasis on the need to strive to meet an aspirational supply of 30,600 homes over the plan period.

Impact on Wiltshire

- 2.32 From this initial review it is clear that Bristol is likely to see a very significant reduction in housing provision. This has implications for the entire sub-region and not just Wiltshire. As a traditional centre for growth, development pressures will filter out into the adjoining authorities and to those settlements which have good access to Bristol. Wiltshire Council should continue to monitor the progress of Bristol's Core Strategy.
- 2.33 **MENDIP** – The housing provision identified in the RSS reflected the location of this area and the desire to limit the level of out-commuting to major regional centres such as Bath and Bristol. This approach was not supported by Mendip, not least because it restricted the ability to deliver development in the more rural locations of the district. It is expected that the numbers contained within the RSS will form the benchmark for future housing requirements with additional evidence, particularly employment projections, shaping any revision.

Impact on Wiltshire

- 2.34 Discussion with officers indicated that whilst the housing requirement in Mendip is unlikely to decrease, there is not expected to be any significant revision upwards. Development at Frome is perhaps the most significant in terms of impact on Wiltshire and in this respect development proposals are likely to be consistent with the scale proposed in the Mendip draft Core Strategy.
- 2.35 Mendip, similarly to Wiltshire, is a rural area surrounding by large urban centres. The housing provision identified in the RSS limited development in this area to limit the out-commuting flows. A similar philosophy would also be appropriate for Wiltshire.
- 2.36 **WEST BERKSHIRE** - The West Berkshire Core Strategy was submitted to the Secretary of State on 9 July 2010 for examination. This process is continuing with a consultation on the Post Submission Schedule of minor changes. Only minor amendments to the Submission document are expected to reflect the revocation of the RSS.

Impact on Wiltshire

- 2.37 No significant change in housing provision is expected as West Berkshire's Option 1 numbers are identical to those promoted in the revoked RSS. Therefore the impact on Wiltshire as compared to the previous emerging policy is likely to be minimal. However, delivery in West Berkshire will still need to be considered in relation to the proposed delivery target for Wiltshire.

Key Messages

- **Wiltshire has significant net out-commuting flows, resulting from an imbalance between jobs and the resident workforce. This should be addressed through the delivery of appropriate levels of housing in combination with the delivery of appropriate employment opportunities.**
- **Those authorities with which Wiltshire experiences strong commuting flows, are likely to reduce their housing targets from those proposed in the previous emerging policy (with the possible exception of Mendip and West Berkshire). As a result if Wiltshire was to maintain the targets proposed by the emerging RSS, it would cater for the sub-regional demand rather than that within Wiltshire. This would lead to an unsustainable increase in out-commuting flows.**
- **Wiltshire nonetheless needs to ensure that it provides enough housing to cater for local needs supporting the local economy, rather than solely for long distance commuters.**

3. Other considerations

- 3.1 There are a number of other drivers and constraints that should be addressed through the delivery of appropriate numbers of dwellings. These are discussed separately below.

Drivers

- 3.2 Population growth – The need to deliver new housing is caused by a number of factors, primarily a growing population and the continuing reduction in household size. As such a number of population (and household) projections have been undertaken which seek to estimate the likely population growth and the resulting household growth. These projections will form the basis of this assessment and are presented in the following chapter.
- 3.3 Economy - The need to support the economy and address areas of economic vulnerability is identified in the Corporate Plan. One benefit of providing for the economy is that it will provide jobs that will enable the existing large out-commuting flows to be reduced, as residents will be able to meet their working requirements locally. This will have obvious benefits on sustainability and help to address the carbon footprint of the area. However, in order to deliver this additional employment, Wiltshire needs to make itself attractive to employers and employment growth by providing a sufficient and suitably skilled workforce. In order to achieve this sufficient housing will be required.
- 3.4 Housing need - The Corporate Plan recognises the affordability issues within Wiltshire. Indeed, the house price to income ratio (HPIR) within Wiltshire is 7.3 which compares to 6.3 nationally (calculated from ONS Annual Survey of Hours and Earnings and Land Registry data). Furthermore, the lower quartile HPIR reflecting the affordability problems facing first time buyers is 8.1 as compared to 6.3 nationally. Planning Policy Statement 3 (PPS3) identifies the Government's key housing policy goal as ensuring '... that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live'. As such, the acute affordability issues in Wiltshire should be addressed, within the deliverability parameters identified during the course of this assessment.
- 3.5 Affordability Matters (National Housing and Planning Advice Unit, 2007) identifies the primary solution to tackling affordability problems is by increasing the overall housing supply, particularly so in the South of England, including the South West. This is recognised within the Wiltshire Corporate Plan 2010-2014 which identifies the need to '...Maximise the delivery of new affordable homes built in Wiltshire to help meet local needs..' However, the required increase may not be realistic as delivery is driven by market factors.

- 3.6 The West of England Strategic Housing Market Assessment (SHMA) included some sensitivity analysis considering different supply scenarios. The figures should not be taken as being definitive as they are estimates but they do provide some indication of the likely effects on affordability of various delivery scenarios. Using this model, in order to maintain the percentage of households that are able to afford to buy or rent a property in 2009 in West Wiltshire through to 2021 would require delivery in the order of 950 dwellings per annum along with a similar increase in delivery across the sub-region (or if delivery was only increased in West Wiltshire, some 3,080 dwellings would be required per annum). This figure compares to historic delivery rates of 680 dwellings per annum from 2001 to 2009, and is likely to be unattainable due to market factors. This demonstrates that maintaining the current affordability ratios, let alone addressing them does present a real challenge for Wiltshire, especially as neighbouring areas are not seeking to raise their delivery. A balance has to be struck between addressing affordability whilst both ensuring the deliverability of increased levels of housing and preventing additional commuting flows from Wiltshire.
- 3.7 The Corporate Plan identifies some 10,100 people as being on the waiting list for an affordable home. It goes on to propose that 2,400 additional affordable homes will be delivered between 2010 and 2014 (or 600 per year) across Wiltshire. A large number of affordable homes are delivered as part of mixed tenure developments, and in order to meet this target enough private market homes will need to be delivered to ensure the viability of these affordable properties. Emerging policy from across the country seems to require 30-40% of all housing to be affordable. Using this as a proxy would mean that Wiltshire would need to deliver between 1,500 and 2,000 dwellings per annum until 2014. This compares to historic delivery rates of 2,075 since 2001, and so would appear to be achievable.
- 3.8 However, the three SHMAs that cover parts of Wiltshire consistently indicate that in order to meet affordable need then delivery would have to be significantly higher than that proposed in the Corporate Plan. The Swindon SHMA states that 'Recent housing needs surveys completed by the local authorities indicate an annual requirement in the sub-region (of Swindon, east and north Wiltshire) of around 2,100 additional affordable housing units. This is roughly the level of planned provision for all forms of housing as set out in the Adopted Wiltshire and Swindon Structure Plan to 2016 for this area, and cannot, therefore, realistically be delivered through the planning process.'
- 3.9 The current draft update to the SHMA for South Wiltshire identifies an annual need for 1,314 affordable homes in South Wiltshire alone, which compares to the average delivery of 357 dwellings of all tenure types from 2001 to 2008. Clearly, meeting this affordable need is not realistic. The West of England SHMA states that 78% of all completions should be affordable over the next ten years in order to address the current and arising need. Furthermore, there are also a number of homeless people and shared households the needs of which should be considered and addressed through an appropriate level of housing delivery. Clearly given the level of housing required to maintain current affordability and Wiltshire's ability to deliver, affordability will decline resulting in an increase of shared and concealed households. As such, the need will have to be addressed by focussing on delivering appropriate housing solutions as well as increasing the overall delivery of housing.
- 3.10 During the course of the ongoing Examination in Public for the Bristol Core Strategy the Inspector specifically asked the authority to what extent does the need for a substantial scale of affordable housing support maximising the overall scale of housing provision.⁵ The response to this question from Bristol City Council was that '...Higher levels of provision are not considered developable within the plan period without significant harm to other policy objectives.' Depending upon the results of this paper and the ensuing community consultation, a similar argument may be appropriate for Wiltshire.

⁵ BCC Core Strategy EiP BCC/Overall Housing Provision and the Green Belt 20/08/10

- 3.11 Vacant and second homes – Wiltshire had almost 6,000 vacant properties in 2001 that should be made better use of. It is possible that these could be converted or refurbished to maximise the use of these properties (as identified in the Corporate Plan). An element of empty homes is essential to allow for natural turnover but scenarios of long-term vacancy should be addressed and indeed reversed.
- 3.12 There were also almost 1,300 second homes within Wiltshire in 2001. This form of ownership increases the pressure on the stretched housing stock, but there is no proposal to address this situation. This form of ownership will increase the requirement for additional housing, but the extent of how this could increase is unknown and assumed to be very small. As such, no specific allowance has been made for this form of ownership, but this will continue to be monitored and reviewed throughout the plan period.
- 3.13 Military changes – The formation of the Salisbury Plain Super Garrison and the closure of RAF Lyneham will both have impacts on housing supply in Wiltshire. It is known that the MOD currently undertakes a Bulk Lease Hire scheme, whereby they hire civilian housing units to cater for military personnel, which creates an additional requirement for civilian housing. As the military population within Wiltshire is set to grow, particularly in East and South Wiltshire, this may result in an additional demand for housing beyond that identified within the projections below. However, BLH is used as a short to medium term solution and it is possible that any units that are leased to the military (300 units since 2008) can be returned to civilian stock by the end of the plan period (proposed to have no BLH by 2015), creating no net additional demand for housing.
- 3.14 Furthermore, the Super Garrison will result in armed forces being located in one area for a longer period of time than has previously been the case. A proportion of military households may invest in the civilian dwelling stock in order to secure an asset and to meet their accommodation needs outside of the military housing stock. This once more has impacts upon the demand for the civilian housing stock, and further work to explore these impacts is under way. In general, the MOD seeks to cater for the housing needs of all its military personnel. It had planned to build in the order of 500 new dwellings in Tidworth (North East Quadrant and Area 19) to provide for this need. However, in recognition of the fact that some military personnel will chose to opt for civilian accommodation, the military is now planning to build fewer houses, and depending upon how the proposal at Area 19 progresses, could potentially deliver somewhere between 0 and 350 dwellings. This places an additional demand on the civilian stock of somewhere in the range of 150 to 500 homes provided within Tidworth Community Area. The Super Garrison development will also increase the number of personnel in Amesbury Community Area, and whilst no specific numbers have been generated by the MOD it is felt that a small allowance should be made to cater for this additional demand. Assuming a similar rate as in Tidworth, this results in a requirement for an additional 300 dwellings in this area.
- 3.15 Military married quarters (such as those at RAF Lyneham) may be privately sold within the plan period as the MOD release some of their estates. This will meet some of the projected dwelling requirement without the need for developing new dwellings. The contribution of this source of supply will have to be monitored.
- 3.16 As a general rule, the population and dwelling projections used within this paper should be used with caution when dealing with military areas, particularly Amesbury and Tidworth community areas, as the military dependent population (spouses and children of military personnel) are included in the civilian population. This results in this population ageing with the remainder of the civilian population, whereas in reality, the age structure of this population remains broadly stable due to the redeployment of the military between bases, and the migration of the older ages away from military areas as they retire from service. It is considered that this problem

within the projections will result in the population figures being artificially increased in these areas. The impact at a strategic level is considered relatively small, but further evidence will need to be used to determine the distribution of properties to smaller areas.

Constraints

- 3.17 Market factors – Whilst Wiltshire Council can enable and encourage sustainable development through its development plan policies, the final levels of development will be driven by market factors that are beyond the control of the council. Housing delivery is unlikely to exceed certain thresholds beyond which profit margins will be compromised. This is particularly the case if the majority of potential sites are owned or optioned by a single developer without competition.
- 3.18 A realistic level of dwelling delivery needs to be assumed, considering historic delivery rates, and the potential capacity of sites to deliver in the future. Provisional information has been taken from the development of the Core Strategies to date, in order to provide some assurance that the proposed figures are indeed deliverable. The up to date draft SHLAA will also be used to assess the distribution of deliverable sites, when it is published.
- 3.19 Infrastructure provision – In order to accommodate additional housing, current infrastructure needs, as well as those likely to arise through the delivery of additional housing, will need to be identified. This constraint will be considered when developing the distributions of the strategic growth requirement, at which point it will be possible to assess the local impact on infrastructure. This will need to be considered and addressed through the Infrastructure Delivery Plan and Core Strategy to ensure the deliverability of policy.
- 3.20 A balance needs to be struck between these constraints and drivers while taking into consideration the need to promote sustainable development in line with the Community Plan and objectives of the emerging Wiltshire Core Strategy (broadly supported through the Wiltshire 2026 consultation), which is both a driver and constraint. Future housing growth should therefore contribute to: supporting the self containment of settlements; helping address housing needs across Wiltshire; creating an economy that is flexible, adaptive and competitive; and safeguarding the natural and historic environment where possible by ensuring the impacts of development are capable of mitigation.

Key Messages

- **Housing delivery will be required in order to accommodate the future population.**
- **Household sizes are projected to continue to decline, and so even if no population growth was to occur, additional housing would be required.**
- **An employment aspiration has been identified that will need to be supported by the delivery of dwellings at appropriate locations.**
- **The aspiration to address the affordability issues and the housing needs within Wiltshire cannot realistically be delivered. However, by maximising growth any negative impacts can be reduced.**
- **Wiltshire should seek to make better use of its housing stock, which will reduce the need to provide new dwellings in undesirable locations.**
- **Delivery in Wiltshire will ultimately be constrained by market factors.**
- **The changes to the military population will impact upon the requirement for Wiltshire.**

4. Developing a housing requirement

- 4.1 Each of the considerations listed above will be used to develop and refine a proposed housing requirement. The drivers will be considered initially in order to determine an aspirational supply, before refining this total in the light of constraints.
- 4.2 Since the announcement by the Secretary of State of the intention to revoke Regional Strategies (confirmed by the Decentralisation and Localism Bill) and allow local planning authorities to determine the scale of provision of housing, the need to ensure that such requirements are based on a robust and credible evidence base has been clear. The interim guidance issued by the Chief Planning Officer at the CLG states that ‘...Local authorities should continue to collect and use reliable information to justify their housing supply policies and defend them during the LDF examination process. They should do this in line with current policy in PPS3.’
- 4.3 As noted, the primary driver for housing delivery is that of population growth, and the change in average household sizes. A number of projections have been undertaken which reflect differing assumptions. Whilst, each of these projections runs from 1991 through to 2033, they incorporate actual data until 2009, and so project forward from this date. The model cannot accommodate both actual population and dwelling data without deviating from the projected headship rates, and so the dwelling completions to 2010 are not included. Rather, the requirement for dwellings from 2001 to 2026 is calculated and the actual completions from 2001 to 2006 are removed. The projections are as follows:
- 1) A natural change projection, which assumes that no migration will occur from 2009 onwards. Given that Wiltshire has net in-migration flows, this will equate to an absolute minimum delivery scenario, and would not support the economic aspirations of the area. Indeed, this projection is supplied for information rather than as a base from which to develop housing solutions.
 - 2) An unconstrained adjusted subnational population projection (SNPP) run, which adjusts the populations within the SNPP to better account for the military from 2001 to 2009. Headship rates are adjusted to approximate this adjusted population to the dwelling delivery within Wiltshire to 2009 and then trends this headship rate in accordance with the 2008 based CLG household projections. This is assumed to provide a base population led projection. However, this simply replicates what has happened in the recent past and does not allow for the positive ambitions of the Community Plan (including supporting the economy and reducing commuting flows). As such, this is used as a benchmark, rather than determining the absolute housing requirement.
 - 3) An economic led projection, which requires that the economically active population grows in line with the proposed job growth (see Appendix 3). This projection reflects a scenario whereby Wiltshire delivers jobs as proposed but does not seek to address the current issue of out-commuting. This would conflict with sustainable development as it would maintain the current imbalance of jobs and housing.
 - 4) A projection which assumes that the employment growth will be met and that the population will grow to meet the need generated by this, as above, but that the need to out-commute will be reduced as the workforce and employment opportunities are balanced. This is highly ambitious for much of Wiltshire (excluding South Wiltshire) but presents an aspirational scenario. This will be discussed further in the commentary below.
- 4.4 The outputs from these projections are presented in Table 2.

Table 2: Comparison of population projections for Wiltshire

	Difference 2006-2026
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Projection	Population	Households	Dwellings
(1) <i>Natural Change from 2009</i>	32,800	19,600	19,200
(2) <i>Population led</i>	65,500	42,700	43,200
(3) <i>Economic led</i>	96,600	56,800	57,800
(4) <i>Job alignment led</i>	44,600	35,800	35,900

- 4.5 Whilst, this sets out an initial range for dwelling requirements, this will be subsequently amended in the light of other considerations.
- 4.6 The population led projections (2) identify a need for some 43,200 additional dwellings from 2006 to 2026. These provide a broad indication of the scale of growth that should be considered within Wiltshire if current trends continue. However, these include no policy assumptions and therefore maintain the status quo. It is the responsibility of the Council to develop policies to address and develop solutions to any identified issues and so these projections should not be taken at face value. This projection scenario is in line with the recently published Household Projections (DCLG, 26 November 2010), which project an increase of the order of 42,900 households.
- 4.7 The issues as identified previously that will be considered include:
- The unsustainable out-commuting flows from Wiltshire,
 - The comparatively low number of jobs per population,
 - The affordability problems in areas of Wiltshire,
 - The need to deliver affordable housing
 - The delivery constraints of the area,
 - The number of empty homes which could be brought back into circulation, and
 - The impact that the military may have on the civilian housing stock.
- 4.8 The population led requirement assumes that migration will continue in a similar vein to the recent past. However, this will be influenced by many factors, including the economy. Indeed, the 2008 migration statistics annual report identifies that the recent in-migration flows from the A8 accession countries has declined by 88% as a direct result of the recession, and future migration will be capped at significant reduced levels under national Government proposals. This alone, places a question mark over the realism of these projections, but it is useful to consider these as a benchmark for population driven growth.
- 4.9 The Wiltshire Council Corporate Plan identifies an ambition to return 2,160 empty homes to use by 2014. Whilst this ambition is creditable, without an Empty Homes Strategy being in place, and fully resourced, with appropriate mechanisms developed to address this, it is not demonstrable that this will be achievable. As such in the base requirements no allowance is included for the contribution that bringing empty homes back into the market could make. However, in order to demonstrate the potential of this source of supply, variant projections have been undertaken. These assume that all long-term vacancy will be addressed and returned to use. The result is that the net dwelling requirement for Wiltshire reduces by 9% (or 3,800 dwellings).
- 4.10 The projection does include an allowance for second and vacant homes, on the assumption that these will comprise a constant proportion of the total dwelling stock.
- 4.11 The number of concealed households is expected to remain broadly constant over the period at around 960. It is difficult to assess the requirement for housing for this group, as they do not necessarily need or wish to find separate accommodation. Furthermore, as they are unable to find market solutions to their housing need, it is uncertain how increasing overall delivery will meet this need.

- 4.12 Crisis (a charity for single homeless people) assume that 15% of concealed households under the age of 25, and 99% of those aged 25 and over, should be considered as being homeless. It is this group for which the need will be assessed. This results in a concealed need of approximately 750 dwellings. Therefore, the requirement should be increased by 750 if this need is to be met across the period. It could instead be assumed the current numbers of concealed families will be maintained which would place no additional requirement.
- 4.13 Allowing for these adjustments this provides a population led requirement in the order of 43,200 to 43,900, depending on whether the concealed households are accounted for. As previously identified, this target could be reduced further to 39,400 to 43,900 if all long-term vacancy was addressed.
- 4.14 A priority for Wiltshire, and particularly for the Core Strategy, is to ensure that the area has the capacity to maximise its economy. Therefore, the employment potential (or job growth that could be met by the increase in the working population) of the proposed dwelling range needs to be considered. Indeed, the Housing, Economic Development and Productivity Literature Review (DTZ, 2006) states that ‘...policy makers may wish to consider.... the fact that regional housing projections still seem to be driven mainly by demographics when there should perhaps be more consideration of how the economy will affect the demand for housing.’ The proposed population led range above would only support the growth of somewhere in the region of 5,500 additional jobs using the resident population (although additional jobs could be supported by out-commuters changing jobs to work within the area).
- 4.15 The employment led projection (3) provides a forecast of the dwelling growth required to meet the estimated employment growth of Wiltshire. This estimate provides for 27,690 additional jobs (as projected by Cambridge Econometrics) in Wiltshire between 2006 and 2026, which equates to 26,300 working people (assuming that 5% of jobs are accounted for by second jobs⁶) and assumes that the working population will grow in line with the job growth. Whilst all employment projections should be viewed with caution as they assume that recent trends will continue, these align with a number of other projections, including those produced for the South West Observatory by Oxford Econometrics (see Appendix 3). However, these projections are felt to be far less robust at a former district level, particularly in South Wiltshire, for which it is projected, that employment delivery would increase dramatically toward the end of the plan period. The Wiltshire wide employment projection is used at a strategic level only, but in order to account for the deviations at district level the delivery of housing will be distributed using more considered arguments.
- 4.16 Planning Policy Statement 4 (PPS4) states that the Government’s objectives for planning include; to ‘deliver more sustainable patterns of development, reduce the need to travel, especially by car and respond to climate change’. This is reinforced in the Strategic Objective 7 of Wiltshire 2026, which seeks to reduce the need to travel.
- 4.17 The aspiration for Wiltshire Council should be that enough jobs are provided for the resident population, in appropriate locations, and the need to commute out of the area is negated. Therefore, a range can be developed from the economic projection, reflecting at one end of the scale, that jobs will be aligned to the resident population, and at the other end that current net out-commuting propensity will be maintained. The resulting employment led dwelling requirement is in the order of 35,900 (from projection (4)) to 57,800 (from projection (3)).

⁶ The 2002 Labour Force Survey identifies that 5.8% of all employed persons have a second job in the South West. This is higher than elsewhere in the UK. Through examination of the South West Growth Scenarios (SWO 2010) it seems as though Wiltshire has a high rate of double jobbing within the region. However, an assumption of 5% is considered to be a conservative, and therefore reasonable, estimate in the absence of more robust Wiltshire specific data.

- 4.18 The delivery of housing, resulting in additional members of the workforce, will not only support the delivery of employment by attracting employers to the area, but will also create employment opportunities in the construction and service industries to deliver and maintain dwellings and services.
- 4.19 It should be noted that due to the sub-regional location of Wiltshire, neighbouring the large employment centres of Bath, Bristol and Swindon, that reducing to a zero net commuting situation is very ambitious, due to the commuting pressures exerted by these settlements. However, the flows to these settlements, whilst large are smaller than the flows to the comparatively small employment centres of Chippenham, Trowbridge and Salisbury within Wiltshire. This would suggest that there is a real appetite to work locally where there is ample provision of job opportunities. As such, by providing job opportunities appropriate to the resident workforce, it is likely that Wiltshire will be able to reduce out-commuting flows.
- 4.20 Delivery towards the top end of the range would conflict with objectives of national policy, and create large commuting flows, contributing to climate change and congestion on Wiltshire's road infrastructure. The best opportunity to minimise commuting flows would be to develop towards the lower end of this range, providing that this does not compromise the development of the economy or the delivery of jobs, and that this can be demonstrated to be realistic. However, under provision could also lead to an increase in commuting, as the pay differential could favour long distance commuters being able to access the market before local workers. Indeed, during the compilation of the RSS anecdotal evidence suggested that this occurred in North Wiltshire. It was suggested that better paid Swindon employees choose to live in the market town of Chippenham whilst lower paid Chippenham workers were obliged to live in cheaper housing in Swindon. The data on commuting does not support this argument, with only approximately 230 people commuting from Swindon to Chippenham, which is substantially less than the 320 travelling from less affordable Bath.
- 4.21 The current pay differential should be sought to be reduced through the delivery of appropriate jobs across Wiltshire. This should minimise long distance commuting flows, and thereby increase the availability of housing for local workers. It is proposed that the delivery of jobs, the pay differential and the commuting flows should be monitored in line with the Plan, Monitor, Manage approach, in order that policies can be reviewed if required.
- 4.22 As identified previously, the neighbouring authorities to Wiltshire, have signalled that housing is likely to be reduced which reflects national trends since the intention to revoke the RSS has been announced. Wiltshire needs to ensure that delivery is reflective of delivery in the sub-region and monitor progress on this. This will ensure that Wiltshire meets need within the area, whilst ensuring against a rise in commuting flows.
- 4.23 This range can be adjusted by considering the effect that making better use of empty homes could make (as above). This would result in the dwelling requirement reducing by between 3,600 and 4,000 dwellings (depending on which end of the range). However, without this being demonstrated to be achievable it is not considered further in this paper. The delivery of the empty homes strategy should at least begin to address this issue, but given that this has not yet been delivered and the results of this strategy cannot yet be estimated it is more defensible to consider the economic led range in the order of 35,900 to 57,800.
- 4.24 This range is still very broad and needs refinement through the consideration of additional constraints to delivery. It should be noted that this range makes no specific allowance for meeting the needs of existing concealed households, but delivery at anything other than the very minimum of this scale, allows for a level of dwellings which will be occupied by those that do not work within the area. These dwellings that are not required to support the delivery of employment could be considered to contribute to meeting the needs of concealed households,

providing that appropriate housing solutions are delivered. In any case, the level of concealed households is not expected to grow over the plan period and so delivery within the range will not exacerbate this issue.

5. Refining the range

- 5.1 The economic led range identified above will be refined by assessing the impact of the considerations outlined in the previous paragraph. Following this, further checks will be undertaken to quantify the effects that the proposed level of housing growth is likely to have in terms of affordability, commuting flows and housing need.

Supporting the economy

- 5.2 In order to develop the employment base, it is necessary to make Wiltshire attractive for business start-up and as a destination for relocation. The key influences on businesses identified by The Times (<http://www.thetimes100.co.uk/theory/theory--location--391.php>) are as follows:

- Closeness to market
- Communication links
- Closeness to raw materials
- Availability of appropriately skilled employees
- Opportunity for waste disposal
- Availability of power supplies
- Availability of land
- Government incentives

- 5.3 It is the responsibility of the employment policies within the Core Strategy (and the Wiltshire economic strategy) to ensure that these are in place to encourage employment opportunities. However, the availability of the workforce is directly tied to the delivery of housing in suitable locations. Indeed, the Housing, Economic Development and Productivity Literature Review (DTZ, 2006) identifies the strong connection between housing and economic performance. It states that 'There is evidence that the quality and range of housing available in an area is an important consideration in attracting skilled labour. As the knowledge economy grows there will be increasing competition for skills, and business location decisions will take more account of whether an area has the right environment (including housing) to attract skilled workers. Already it is clear that while high quality housing alone may not be enough to attract significant inward investment, a lack of high quality of housing may preclude it.'

- 5.4 Housing Shortages: what Councils can do (Housing Commission, November 2010) identifies the need to develop more housing nationally. It states 'For some 20 years, household numbers have been rising by more than the number of new homes built. National projections have indicated a requirement... of between 237,800 and 290,500 additional homes per annum. But even in the best years of the property boom, the highest number of new homes built in England in recent years has been around 200,000'. Indeed, in 2009/10 only 114,000 new homes were built. This has resulted in a significant unmet need being present, creating competition for housing which in turn has inflated house prices. This problem does not only affect those on the lowest incomes, as average house prices have increased much faster than earnings. Indeed, nationally the lower quartile house price to lower quartile earnings ratio has increased from 4.8 in 1997 to 8.9 in 2010⁷. It goes on to state that 'new households have to spend disproportionate amounts of their incomes on their accommodation which lowers their living standards (and reduces their spending power for the rest of the economy) sometimes leading to financial difficulties that ruin life chances'.

⁷ This is a different measure to house price to income ratios (as previously used) as this is proportional to the average individual earning rather than the household income (Source: CLG live tables).

- 5.5 Furthermore, the report identifies the construction industry as being ‘hugely important as a source of employment. The current low level of housing output has led to substantial job losses....building 100,000 new homes generates work for nearly 150,000 people. Investment in construction....greatly affects GDP. In the second quarter of 2010 about half of GDP growth came from construction. With so much spare capacity in the system there is huge potential for generating economic recovery’.
- 5.6 Delivery towards the bottom end of the economic led range assumes that the number of employed residents will match the proposed level of jobs (with an allowance for double jobbing). This means that there will be limited additional available employees to encourage further employment development, other than those that are unemployed or are students. Whilst it could be assumed that any additional business development could seek to tackle unemployment, it is unreasonable to assume that unemployment will not exist. As such, this policy scenario could limit additional employment growth due to the lack of a workforce, and it is recommended that housing delivery lies above this end of the range.
- 5.7 New employment opportunities will be provided through business start-ups, relocation of and expansion to existing businesses. It is the intention to assess whether this could be delivered even if dwellings were delivered towards the lower end of the employment led dwelling range. The vast majority of businesses are small. Some 97.4% of businesses employ less than 50 persons in Wiltshire. Indeed, 87.2% employ ten or less. In considering new businesses alone, 97.9% of those in Wiltshire employ less than ten persons. Given this, the number of economically active persons that are not employed (or are looking to change jobs) within Wiltshire does not need to be sizeable in order to support business start-ups, or indeed to allow for incremental growth of existing businesses. However, this may have more of an impact upon larger businesses looking to relocate.
- 5.8 In 2006, it is estimated that Wiltshire had a labour force of 246,200 and provided employment opportunities for only 213,800 persons (although this equates to approximately 224,500 jobs), creating a buffer of 32,400 workers that could support employment growth.
- 5.9 By 2026 the workforce buffer (unemployed or out-commuters) is estimated to have changed to between 8,800 and 36,100 depending on the level of housing delivery. The buffer of 8,800 reflects only those that are unemployed, and so delivery at the bottom end of the dwelling range would not support any further employment delivery. However, if delivery was towards the top of the dwelling range, there would be 26,200 (36,100 – 8,800) resident workers who were unable to meet their employment needs within the area, and so would support further employment development.
- 5.10 The size of this workforce buffer will be dependent on dwelling delivery as well as assumptions with regard to commuting flows. If there are zero cross border commuting flows, there will by default be no employed workforce buffer. It is necessary to strike the balance between these factors. These will be considered based on the final range at the end of this paper.
- 5.11 The delivery of housing and employment needs to be aligned such that any employment delivery is supported by appropriate housing and vice versa. This will be key to ensuring the sustainability of Wiltshire and should be reviewed throughout the plan period.
- 5.12 Another key consideration is the skill base of the workforce buffer. According to the Annual Population Survey, Wiltshire has one of the highest levels of qualifications of all local authorities in the South West. Indeed, some 33.1% of the working age population have NVQ level 4 or equivalent or better which is second only to B&NES and Bristol (the national percentage is 29.6%). Furthermore, some 55.6% have NVQ level 3 or better qualifications. This is the joint highest proportion with Bristol, and compares to 48.9% nationally.

- 5.13 Given this brief analysis, it would appear that Wiltshire is well placed to deliver additional employment opportunities, as it currently has a highly skilled workforce whose working requirements are not met within Wiltshire. If current commuting propensities are maintained whilst providing for the employment growth then this population will continue to meet their employment requirements outside of Wiltshire. However, if the commuting flows are addressed through balancing jobs with the population, the number of people unable to meet their employment requirements within Wiltshire will reduce. This may restrict the potential for employment delivery during and beyond the plan period. Given this constraint, it would appear that forcing the jobs to match the resident workforce may need to be carefully managed to ensure that the ability to deliver further employment opportunities is not put at risk.
- 5.14 The result of ensuring that there is a workforce to support future employment delivery revises the minimum to in somewhere in excess of 35,900 (assuming that long-term vacancy remains static) and somewhere below 57,800. However, these figures will continue to be considered to provide the extremes of the range but it must be realised that delivery at these levels could be detrimental to either employment delivery, or sustainability (at either end of the range).

Affordability

- 5.15 It is an obvious result of supply and demand that the fewer dwellings that are delivered the higher the cost per unit will be. However, whilst Wiltshire has acute affordability problems it must be viewed in its sub-regional context. Indeed, many of the neighbouring authorities have higher House Price to Earnings Ratios than Wiltshire (CLG live tables).

Table 3: House Price to Income Ratios of those authorities surrounding Wiltshire

Local Authority	Median house price to median earnings	Rank	Lower quartile house price to lower quartile earnings	Rank
Wiltshire	7.29	8	8.09	9
Swindon	5.61	12	5.71	12
West Berkshire	7.08	10	8.25	8
Test Valley	7.88	7	8.70	5
New Forest	8.97	4	9.63	3
East Dorset	10.71	2	11.18	1
North Dorset	9.43	3	8.75	4
South Somerset	7.27	9	7.44	10
Mendip	8.09	5	8.53	7
B&NES	8.06	6	8.61	6
South Gloucestershire	5.90	11	6.87	11
Cotswold	11.65	1	10.88	2
England	6.27	-	6.28	-

- 5.16 As previously alluded to, and identified in work by the NHPAU, the primary mechanism for increasing affordability is through the delivery of further housing. However, given that some neighbouring authorities appear to be reducing their housing requirements in relation to the revoked emerging strategy, the demand across the sub-region will be acute. As a result, even if Wiltshire were to deliver 57,800 dwellings the effect on affordability would be negligible. Using the indicative tool provided with the West of England SHMA, the effects that this would have on affordability in West Wiltshire can be estimated. If this additional dwelling supply was distributed in accordance with the revoked regional strategy then West Wiltshire would receive 16,100

dwellings. This level of delivery would result in the percentage of households able to access the housing market without assistance declining from 63.6% in 2009 to an average of 51.4% from 2011-2021. Delivery towards the bottom of the range (35,800 dwellings) would result in this proportion reducing to 50.4%. No matter how many houses are built within Wiltshire the effects upon affordability will be negligible without supply being increased on a national or sub-national basis.

- 5.17 As previously alluded to, the SHMAs covering Wiltshire consistently identify a need for affordable housing that would be in excess of 75% of all housing delivery. Whilst this is unachievable, in order to maximise delivery of affordable housing, the total level of housing should be maximised. Indeed, assuming that 35%⁸ of all dwellings delivered are affordable, the range would deliver between 12,530 and 20,230 affordable dwellings.
- 5.18 Given that delivery in Wiltshire has limited effect on overall affordability, this cannot be seen as a driver. Indeed, all that the Council can aspire to is that the affordability of dwellings within Wiltshire remains competitive with neighbouring authorities, and in both delivery scenarios Wiltshire remains the authority with the second highest proportion of households that are able to access the market. However, through the development of appropriate affordable housing policies and the delivery of housing at an ambitious level, both the overall affordability and the provision of affordable homes will begin to be addressed.

Deliverability

- 5.19 It is the intention to consider the potential delivery capacity of Wiltshire by considering the output of the draft SHLAA. However, this has yet to be produced and so the deliverability of a housing requirement will have to be assessed in terms of historic delivery in the interim. This is considered to be a robust approach as the market has been less constrained in the recent past than at present, and so achieving delivery commensurate with this period is highly ambitious.
- 5.20 The period widely acknowledged as the housing boom from 2001-2008 saw average annual net delivery of 2,106 dwellings in Wiltshire, peaking at some 2,668 dwellings in 2007/08. During (and prior to) this period, Local Plans were adopted across the area, allocating a supply of land for residential uses. Given these favourable land availability and market circumstances, this level of delivery can be seen to be of the order of the maximum delivery rate for Wiltshire.
- 5.21 Since the economic crash in 2008, dwelling delivery has reduced to 1,651 in 2009/10, despite the availability of housing sites. This represents the second lowest level of completions since 1996/97 despite the fact that there were more outstanding (or under construction) permitted dwellings in any previous year (back to 2001). Indeed, at April 2009 Wiltshire had 8,181 net permitted dwellings that were either under construction or not yet started. This compares to an average of 6,826 over the previous five years. This limited delivery clearly reflects current market conditions, which are likely to continue in the short-term. Assuming an annual target reflective of delivery within the housing boom, would be truly stretching in the light of these market conditions, and so it is recommended to constrain the dwelling requirement to the order of 42,100. As this figure is so close to the number of dwellings required to meet the population led projection (b), it is proposed to amend this maxima to 43,200 in order to meet this requirement. This will allow for the estimated additional requirement generated by the increase in military personnel, which should be deliverable as extra demand will be generated by this growth.
- 5.22 This level of delivery is still a significant increase from those proposed by the Wiltshire and Swindon Structure Plan 2016, which proposed 34,000 dwellings across the 20 year period. This demonstrates that the emerging range allows for a truly ambitious level of supply.

⁸ The proportion of housing that will be required to be affordable within Wiltshire has yet to be established. 35% is used only to indicate the difference that increasing overall delivery can make.

Environmental impact

- 5.23 During the preparation of the RSS the South West Regional Assembly commissioned consultants to undertake a Strategic Sustainability Assessment (SSA) of the emerging RSS. This assessment incorporates the Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). The purpose of the SSA was to assist in the preparation of the draft RSS by identifying the key sustainability issues facing the region, to determine what would be the likely effects of the draft RSS on these and issues, and to put forward recommendations to improve it. This included identifying the sustainability implications of alternative development options for the spatial distribution of housing as well as options for the level of growth to be accommodated within the region.
- 5.24 The housing requirements identified within this paper are below those promoted through the Wiltshire 2026 consultation document and in such circumstances the conclusions drawn in previous SEA/SA reports are considered to be applicable in terms of environmental impact.
- 5.25 This paper sets out a range of dwelling requirements by considering the impacts of this level of delivery. A specific Sustainability Appraisal has taken place alongside the development of these figures and can be made available.

New Homes Bonus Scheme

- 5.26 In a letter to all local authorities (Appendix 3) Housing Minister Grant Shapps announced plans to incentivise local authorities into delivering new homes. This letter stated that ‘The Coalition Agreement makes a clear commitment to providing local authorities with real incentives to build new homes. These incentives will directly reward councils for new homes built.’ Responding to the national housing crisis which has seen annual construction of new homes fall to its lowest level since 1924, the New Homes Bonus Scheme will “shift power back into the hands of individuals, communities and councils and give local communities a direct and substantial share in growth rather than just absorbing costs.”⁹ In his closing remarks the Housing Minister stated, I want to send a very clear signal that local communities that chose to go for growth, both now and in the future, will receive substantial extra funding for doing so.
- 5.27 The New Homes Bonus Scheme will see the Government match the council tax raised on each new home for a period of six years. However this initiative by the government will be subject to the conclusions of the Comprehensive Spending Review.
- 5.28 The money paid to councils under the New Homes Bonus Scheme will come from cuts to the overall total local government grant from national Government. An assessment by the Labour Party in response to the Government’s proposals concluded; On the basis of initial cost projections for the Bonus scheme, the impact on council grants and an assessment of average council tax returns it is estimated that in order to maintain the revenue flow currently from Central Government, i.e. to break-even, Wiltshire will need to deliver 1,080 per annum.
- 5.29 A local authority is likely to lose money under the New Homes Bonus scheme if the total number of new homes built on an annual basis, multiplied by its average council tax is less than the top slice reduction to the local government grant. Historically Wiltshire has seen annual completions well above this ‘break-even’ threshold as shown in Table 4. Therefore delivery above this threshold could see an increase in revenue to the council which is not specifically ring-fenced.

Table 4: Net additional dwelling completions, Wiltshire

2004/05	2005/06	2006/07	2007/08	2008/09	2009/10
1899	2132	2068	2668	1867	c.1660

⁹ Grant Shapps: House of Commons Written Answers 8 September 2010

- 5.30 Maintaining rates of delivery above 1,080 per annum will result in additional revenue for the council for at least the next 6 years. It is not clear if the bonus scheme will continue after the 6 years.
- 5.31 Furthermore, as alluded to throughout this paper, the contribution of bringing empty homes back into use should be explored. These properties are also eligible for the incentive scheme, which could help to resource the implementation of the empty homes strategy.

Legal Considerations.

- 5.32 Any revised housing targets must be founded on robust evidence and collaboration with stakeholders. This will be tested through the public examination. Advice on the nature of this evidence is provided in Planning Policy Statement 3 (PPS3) on housing, re-issued by the new Government in June 2010. This includes:
- Evidence of current and future levels of need and demand for housing;
 - Evidence of the availability of suitable land for housing;
 - The Government's overall ambitions for affordability across the housing market, including the need to improve affordability and increase housing supply;
 - A Sustainability Appraisal of the environmental, social and economic implications; and,
 - An assessment of the impact of development upon existing or planned infrastructure.
- 5.33 This was confirmed by the interim advice issued by DCLG which states that 'it is important for the process to be transparent, and for people to understand why decisions have been taken. Local authorities should continue to collect and use reliable information to justify their housing supply policies and defend them during the LDF examination process. They should do this in line with current policy PPS3.

Proposed housing requirement

- 5.34 From the assessment it is evident that Wiltshire should plan for net dwelling delivery in the **range of 35,900 to 43,200.**
- 5.35 During the development of the RSS some analysis was undertaken using historic and projected trends to establish the relationship between the delivery of new jobs and new dwellings. This indicated that 1.25 additional dwellings are required to deliver one new job in the north of the SW region (including east, north and west Wiltshire) and 1.5 dwellings were required in the south of the region (including south Wiltshire). This sought to include some allowance for net commuting flows, and so provides an appropriate benchmark against which to compare the proposed housing trajectory. In order to deliver the proposed 27,690 jobs, these rates would result in a requirement of between 34,600 and 41,500 dwellings. This is broadly in line with the proposed range and adds further credibility to the proposed figures. It also suggests that delivery of the order to 35,900 will support the number of jobs identified in the Cambridge Econometrics projections.

Key Messages

- **Delivery towards the bottom end of the range will still support the identified employment growth.**
- **Affordability can only be addressed through regional and national strategies rather than Wiltshire acting in isolation. Increasing dwelling delivery to 57,900 will not make a significant impact on affordability while neighbouring authorities have reduced their dwelling requirements.**
- **Setting a dwelling target towards the top end of the initial range is unlikely to be achievable, as this would result in a significant increase from the levels of delivery during a period in which the market was buoyant and land supply was not a constraint. The maximum has been revised to 43,200 as a result.**

6. Options for housing delivery

- 6.1 In order to assess the impacts of adopting a dwelling target within this range, three delivery scenarios will be tested below. These will include:
- A limited delivery scenario of 35,900 dwellings
 - A mid-range scenario of 39,000 dwellings
 - A stretching delivery scenario of 43,200 dwellings
- 6.2 These three scenarios shown in Table 5 are used to assess the issues and risks associated with various delivery targets.

Table 5: Delivery Scenarios

	Limited delivery scenario	Mid-range scenario	Stretching delivery scenario
Population increase	46,600	52,900	61,300
Household increase	34,500	37,500	41,600
Dwelling increase	35,800	39,000	43,200
Workforce increase	-1,600	2,500	7,900
Jobs increase	-1,900 to 23,400	1,800 to 27,500	6,700 to 33,000

- 6.3 The first thing to note is that the limited delivery scenario does not actually provide for the increased number of jobs (despite this being the target of this projection). This is as a result of assuming that delivery will be constant throughout the period. The projection that led to the proposal of 35,800 had dwelling completions weighted towards the start of the period, which in turn provided a greater dwelling stock for young families to move to, who will contribute to the workforce as they age. Nevertheless, even if we were to assume that a constant level of delivery would provide for this employment growth, it would at best result in a situation whereby the excess workforce was effectively zero, which would not support future employment delivery. Delivery at this end of the range would not only stifle future employment growth, it would also have negative impacts upon affordability (although these would be minimal).
- 6.4 The table clearly demonstrates that by increasing the delivery target, the capacity to deliver further jobs increases, which would support the economy of Wiltshire. Delivery at the top end of the range would also be beneficial for the affordability of housing in Wiltshire (although only to a limited extent as demonstrated), provide for the delivery of higher numbers of affordable homes, increase the capital generated through the government's incentive scheme, and yet is thought to be deliverable without compromising the environmental assets of Wiltshire. The only issue with delivery of this order is ensuring that this corresponds with the views of the community and is delivered in appropriate locations to reflect these. It is anticipated that delivery of the order of 35,900 to 43,200 could be accommodated in accordance with the consultation responses from Wiltshire 2026.
- 6.5 Whilst this requirement does not include a specific allowance for the impact on the civilian stock from the increase in the military population, which should be of the order of several hundred, it

is considered that if the maximum of the range was increased it would not be deliverable. Instead, the provision of dwellings to address this issue should be delivered through the development of an appropriate distribution.

- 6.6 It is also worth considering the contribution that bringing empty homes back into use could make. If this is demonstrated to be achievable, the housing requirement could reduce without compromising the ability to increase sustainability.

7. Phasing

- 7.1 For the remainder of this paper a housing requirement of 39,000 will be considered in the light of the analysis above. This is by no means an absolute target and should be taken as being indicative only.
- 7.2 It is reasonable to consider phasing the delivery of housing to meet housing needs at appropriate times throughout the plan period. This will ensure that the short-term needs are met as well as providing a longer-term target and the step change in delivery required to achieve this. This will also allow reviews to be undertaken prior to the longer-term delivery policies coming into effect, which will allow any changes to be reflected.
- 7.3 The entire plan period runs from 2006 to 2026, and any disaggregation of this supply will need to reflect a sufficiently long time period, such that market peaks and troughs will be accounted for. As such, it is proposed to consider two ten year periods from 2006 to 2016 and from 2016 to 2026.
- 7.4 In the above analysis the primary driver of development is the employment delivery, and so it is prudent to ensure that dwellings are delivered at appropriate times to support the employment delivery, as a minimum. Table 6 reflects the anticipated requirement for housing from the employment led projection (assuming that current out-commuting flows will continue) over these periods and seeks to disaggregate the housing supply (of 39,000) on a similar basis. It also includes the phased delivery of employment opportunities over the two periods.

Table 6: Phasing

	2006-2016	2016-2026
Employment delivery	4,320	23,370
Employment led dwelling delivery	22,400	34,400
Proposed phased dwelling requirement	15,400	23,600

- 7.5 It can be clearly seen, that primarily as a result of the employment delivery being weighted towards the latter period, that dwelling delivery should increase across the period. Indeed, delivery during the second period exceeds that which is considered deliverable (according to delivery rates during the housing boom 2001-08). As such it would seem prudent to constrain this figure to this maximum rate of delivery, and provide for the remainder in the first period. The following is provided as an indicative phasing policy which will be reviewed to accommodate the emerging strategy and community engagement.

Table 7: Final phasing (if 39,000 dwellings is used as the target)

	2006-2016	2016-2026
Phased dwelling requirement	17,900	21,100

8. Monitoring

- 8.1 Local Development Framework Monitoring: A Good Practice Guide (DCLG, March 2005) states that ‘...Section 35 of the Planning and Compulsory Purchase Act 2004 requires every local planning authority to publish an annual monitoring report (AMR) to the Secretary of State containing information on the implementation of the local development scheme and the extent to which the policies set out in local development documents are being achieved. Further details of this requirement are set out in Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.’ However this requirement has been removed within the Decentralisation and Localism Bill. Nevertheless, there remains a requirement to transparently monitor the effects of planning policy annually.
- 8.2 As such, local monitoring frameworks need to be developed to respond to the requirements of the sustainability appraisal, the strategic environmental appraisal, national core output indicators, the proposed set of national indicators and any other local indicators.
- 8.3 The new monitoring reports should seek to evaluate the progress of policy against a range of indicators and provide the mechanism by which the need to review current policy is identified. This is consistent with a Plan, Monitor, Manage approach. It is therefore essential to develop clear objectives and to complement these with appropriate indicators to measure the performance of policies with regard to these objectives.
- 8.4 As such, Table 8 proposes a number of indicators that seek to ensure that the housing requirement remains appropriate for Wiltshire. These indicators are categorised as:
- Primary: the key indicators that the housing requirement relies upon. If the targets are not met, then this could trigger a review of the policy.
 - Contextual: these reflect objectives that are related to the housing requirement but not dependent upon it, and should be used to contextualise policy performance.

Table 8: Proposed Indicators

Primary Indicators	Target	Consider review if	Source
Net commuting flows from Wiltshire	A net reduction from 2001	The number of out-commuters has seen % growth greater than the growth of resident workers	Census
Total population	Within the range set by the final housing requirement Within the range set by the final housing requirement	Beyond the range set by the final housing requirement Beyond the range set by the final housing requirement	ONS mid year estimates
Working age population			ONS mid year estimates
Resident workers			ONS Annual Business Inquiry
Total households			DCLG estimates
Total dwellings			Wiltshire Council
Total number of jobs			ONS Annual Business

			Inquiry
Contextual Indicators	Target	Consider review if	Source
Ratio of resident based and employment based pay	A reduction from 2008		ONS Annual Survey of Hours and Earnings
House price to income ratio			
Lower quartile house price to income ratio			
Number of vacant or second homes	A reduction from 2009		Council Tax
Number of concealed households	A reduction from 2009		DCLG estimates
GVA			
Affordable housing delivery			Wiltshire Council
Affordable need – individuals on the housing register rated as silver or above			Wiltshire Council

9. Disaggregating the requirement for South Wiltshire

- 9.1 The submitted South Wiltshire Core Strategy (SWCS) has been suspended pending a review of housing and employment figures in light of the Government's intention to abolish RS. In the development of the SWCS the communities were consulted and a large evidence base was developed to determine appropriate policy. This will be used in order to develop an appropriate housing requirement that is consistent with the requirement elsewhere within Wiltshire.
- 9.2 For all areas, outside of South Wiltshire, representatives of local communities will be consulted to help inform the development of appropriate local housing targets. In particular the following aspirations should be considered to inform the generation of appropriate local housing targets:
- 1) That delivery seeks to provide for at least the bottom end of the employment led range where this is deliverable.
 - 2) That delivery is below the top end of the employment led range, as the jobs are unlikely to be delivered to support this level of development.
 - 3) That the figure can be demonstrated to be deliverable, in line with historic rates (during the buoyant economy).
 - 4) That the figure should provide for the future population..
 - 5) Where these are incompatible a balance will have to be struck between ensuring that economy can grow, that the population is catered for and that the figure is demonstrably achievable.
- 9.3 In South Wiltshire, owing to the fact that extensive consultations have previously been undertaken, the housing requirements that will be recommended to the Inspector, subject to Full Council resolution, has been determined without further consultation. Although if the Inspector is minded to accept the Council's recommendations, he may require further consultation to be undertaken. Using the indicative housing requirement generated for Wiltshire, in conjunction with the evidence base it is proposed that a disaggregated requirement for South Wiltshire can be identified.

- 9.4 Using the same projections as above, the totals for South Wiltshire are presented in the following table.

Projection	Difference 2006-2026		
	Population	Households	Dwellings
(1) <i>Natural Change from 2009</i>	4,300	3,100	3,100
(2) <i>Population led</i>	9,500	7,200	7,300
(3) <i>Economic led</i>	28,600	16,500	17,000
(4) <i>Job alignment led</i>	27,900	16,200	16,700

- 9.5 In accordance with the Wiltshire-wide method, South Wiltshire should seek to deliver a level of housing that would support the delivery of employment. However, this would result in an unrealistic requirement of between 16,700 and 17,000 dwellings. There is a clear difference between this and the population led requirement, which would require only 7,300 dwellings. Owing to this disparity, the unique circumstance in South Wiltshire needs to be explored further in order to develop an appropriate requirement.
- 9.6 The disparity suggests that the employment growth is not in line with the potential population growth. Indeed, employment growth could be restricted by the available workforce before it could deliver the growth anticipated by the employment projections. The workforce of South Wiltshire is anticipated to decrease by somewhere of the order of 1,900 persons from 2006 to 2026 (according to the population led projections), whilst the employment projections indicate the potential to deliver 10,500 additional jobs. A similar situation arises in both Hampshire and Dorset (which are the only areas where the situation is known) where the number of working residents and jobs are projected to diverge. Whilst the divergence of the jobs as compared to the population in South Wiltshire, infers that any shortfall would be met through greater in-commuting, this is clearly inappropriate as neighbouring areas also display the same divergence. Given this, it is proposed that the economic led projections should be considered to be undeliverable (in terms of jobs) for South Wiltshire, and so the requirement should not be aligned to these. However, it will be important to seek to deliver an ambitious supply of housing, in order to maximise the potential of South Wiltshire to support employment growth. This is discussed further below.
- 9.7 Through further examination of the employment projections it is clear that in South Wiltshire, only 2,830 additional jobs would be delivered between 2006 and 2016, whereas some 7,640 jobs would be delivered between 2016 and 2026. This is very ambitious for the latter period, and should be viewed with caution (as all employment forecasts should). Furthermore, it suggests that by delivering housing some way below that implied by the economic projections, it would not compromise the ability of South Wiltshire to fulfil the economic potential of the area in the short-term. If the rate of employment delivery over the first period of the plan (2006 to 2016) is considered in isolation, the number of dwellings required to deliver the jobs reduces to 12,700 from 2006 to 2026, which perhaps provides a more realistic estimate of the ability of South Wiltshire to deliver employment, based on its projected resident population (and more specifically projected working population)¹⁰.
- 9.8 The growth of employment in South Wiltshire is attributable to specific sectors, in particular, Professional Services, Computing, Hotels and Catering, Education and Health and Social Services. It is considered that in the light of public sector cuts that the growth of health and education is unlikely for some years. Furthermore, the growth of jobs in professional services is likely to be largely reliant upon the development of the technology and science cluster around

¹⁰ Even if the remaining employment requirements could not be delivered in South Wiltshire, they could be supported elsewhere within Wiltshire, particularly in the neighbouring areas of Tidworth and Warminster Community Areas, which may be able to be supported consistently with responses to the previous consultation.

the defence research establishments. Whilst elements of this will be supported through the Core Strategy (for example at Porton Down), the remainder of the growth is estimated to be very large and so should be considered to be truly ambitious.

- 9.9 In summary, the employment forecasts reflect a short-term trend and as such are sensitive to change over a limited period, and should be used with caution, as they appear to be very ambitious as compared to the employment projections for the other areas within Wiltshire, and are unlikely to be deliverable. In this context, the dwelling requirement over the short-term (12,700) is considered to provide a more reasonable estimate of employment growth. Using this short-term led employment growth scenario does not conflict with the Wiltshire wide target, as the 4,300 fewer dwellings (17,000 – 12,700) are easily accounted for by the difference between the aspirational employment led requirement and final proposed range. Taking this into account an initial range of 7,300 to 12,700 is generated for South Wiltshire. Delivery at both ends of the range would cater for the predicted population growth. However, in order to maximise the potential for employment delivery, the level of housing delivery should be as ambitious as possible, within the constraints identified below, to provide for potential for employment delivery.
- 9.10 In order to develop an employment land supply, it is proposed that sufficient sites should be identified to allow for the total growth, although with the recognition that this is very ambitious, and is unlikely to be deliverable. Providing an ample supply of sites allows for choice and will maximise employment development. Salisbury City, which provides the strategic centre for South Wiltshire, currently attracts workers from a broad hinterland, beyond the bounds of Wiltshire. In this light, it is considered that any under-supply of housing locally, will not have as detrimental an effect on the potential to deliver employment opportunities as it might elsewhere. Indeed, this policy approach is thought to present no constraint on the delivery of employment, but recognises that employment development is unlikely to be of the order implied in the employment projections. However, this will require both the delivery of jobs and that of dwellings to be constantly monitored to ensure that commuting is not promoted, and that the delivery of housing and employment is in balance.
- 9.11 The other consideration in order to determine an appropriate requirement is that of deliverability. In South Wiltshire from 2001 to 2008, an average of 357 dwellings was built per annum. However, uniquely among the sub-areas of Wiltshire, South Wiltshire has seen delivery increase in recent years. Indeed, from 2005, the average delivery was 445 dwellings per annum. Assuming that delivery of this order could continue South Wiltshire could deliver in the order of 8,900 dwellings across the plan period. Indeed, it may be that the level of delivery may be able to be increased in this area as the current economic slump does not seem to have affected the deliverability of housing as it has elsewhere within Wiltshire and as such the following paragraphs will seek to estimate the potential of South Wiltshire to increase supply. It is possible that the bulk buying of new housing on behalf of the MOD in the area has contributed to these increased rates of delivery.
- 9.12 A Strategic Housing Land Availability Assessment (SHLAA) was published for South Wiltshire in May 2009, reflecting the situation in 2008. Whilst this could be considered to be out of date, it is still considered to provide a reasonable assessment of land availability within South Wiltshire. This assessment identified that South Wiltshire had the capacity to deliver of the order of 14,900 dwellings. However, SHLAAs assess sites on an individual basis rather than cumulatively and as such do not assess the capacity of the market, or the appropriateness within an area to deliver all of the proposed sites.
- 9.13 In order to assess the ability of the market to support increased levels of delivery, it is considered appropriate to look at historic rates of delivery nationally. Indeed, looking at 10 year periods for which data is recorded, the greatest increase in delivery from one period to another was a 19% increase from the 1950's to the 1960's. This reflects the change from post-war austerity to the post-war construction boom, and saw a shift in demand as family sizes

increased, as well as the proliferation of housing estates. Indeed, this percentage growth is unlikely to be replicated without a radical shift in demand and/or the economy.

- 9.14 If these societal changes did occur, and the current delivery rate (445 dwellings per annum) was assumed to undergo a similar growth to that of the post-war boom, then this would result in a maximum deliverable figure of 10,600 dwellings, as compared to the 14,900 identified within the SHLAA. However, this is entirely unexpected and there is no reason to think that this will occur. Nevertheless, to ensure that the housing proposal for South Wiltshire is not artificially restricted, this will be assumed to provide the maximum of the range.
- 9.15 Considering the five aspirations listed above, there is clearly some conflict in South Wiltshire, as the employment led range ((3) and (4)) cannot be demonstrated to be and is not considered to be deliverable (even if employment delivery is maintained from the first period of plan, 2006 to 2016). Delivery of the order provided by the population led projections is not ambitious and would stifle the economic growth of the area, but should be easily achievable. In such circumstances, it is considered that a balance needs to be struck between these various factors. Furthermore, the impact of the growing military population on the civilian housing stock should be allowed for in this area.
- 9.16 As such, the housing requirement for South Wiltshire should be in line with that which is considered to be deliverable, namely 8,900 to 10,600 as this will at least provide for the needs of the population, and is potentially deliverable, and although this does not meet the projected employment growth, it does seek to maximise the growth within the constraints considered. The demand created by the additional military population is likely to support the housing market in this area and so further housing should be able to be delivered to meet this specific need. However, given that the maximum of the range is already so ambitious it is considered that this should be maintained. An assumption has been made that a similar level of housing is likely to be required per military employee as that estimated in Tidworth, creating demand for an additional 300 dwellings. The initial proposal for a housing requirement within South Wiltshire is therefore 9,200 to 10,600. In the development of the South Wiltshire Core Strategy a single figure will be required. It is recommended that this is certainly not towards the top of the range, as this delivery estimate is reliant upon fundamental societal changes. Rather, it is proposed that somewhere in the middle of this range would be appropriate (9,900). This level of delivery can be seen to maximise the employment potential given the delivery constraints and at least provides for the projected population increase. Delivery of housing, employment and the resulting commuting flows will be continued to be monitored to ensure that the strategy is delivering the objectives of the plan.
- 9.17 This proposal lies within the range proposed for Wiltshire as a whole, and the methodology is also consistent, taking into account the local considerations. The proposed housing requirement for South Wiltshire of 9,900 was presented to Full Council on 22 February 2011. This was endorsed by a Full Council resolution.

10. Next steps

- 10.1 It is now proposed that communities will be engaged to develop a local housing requirement. The resulting bottom-up housing requirement will be compared to the strategic requirement to see whether these are in general conformity, before a final housing requirement with appropriate distributions can be developed for use in the Core Strategy.

Appendix 2a - 2001 commuting flows

		Destinations																					
		Swindon	Remainder of Swindon Borough	Bath	Norton Radstock	Remainder of B&NES	Frome	Remainder of Mendip	Andover	Remainder of Test Valley	North Dorset	Cotswold	Vale of White Horse	West Berkshire	Bristol	Bournemouth & Poole	Portsmouth	Southampton	London	East Wiltshire	North Wiltshire	South Wiltshire	West Wiltshire
Origins	Swindon																		650	2,690	70	150	3,560
	Remainder of Swindon Borough																		150	360	10	20	540
	Bath																		110	1,090	30	1,290	2,520
	Norton Radstock																		20	140	10	380	550
	Remainder of B&NES																		0	100	0	110	220
	Frome																		60	140	120	1,670	1,990
	Remainder of Mendip																		40	100	80	810	1,030
	Andover																		300	10	410	20	730
	Remainder of Test Valley																		370	10	900	20	1,300
	North Dorset																		40	20	1,490	130	1,670
	Cotswold																		40	1,390	20	30	1,480
	Vale of White Horse																		60	80	30	20	200
	West Berkshire																		340	90	60	10	500
	Bristol																		50	680	40	330	1,090
	Bournemouth & Poole																		40	30	500	60	620
	Portsmouth																		30	10	50	20	110
	Southampton																		30	10	380	10	440
London																		170	170	130	80	560	
	East Wiltshire	2,290	360	170	10	0	20	20	1,580	540	10	50	180	1,600	20	30	50	710	23,240	1,410	1,530	1,430	27,610
	North Wiltshire	8,890	1,180	2,300	40	60	30	40	40	10	1,260	290	350	1,530	20	20	10	860	1,640	39,800	230	1,820	43,490
	South Wiltshire	110	30	80	10	10	40	50	1,320	840	10	50	150	100	310	90	880	810	1,330	140	44,960	650	47,080
	West Wiltshire	700	110	4,150	210	120	640	490	120	60	100	40	90	1,060	50	20	30	480	1,920	3,620	1,240	40,250	47,030
	Wiltshire	12,000	1,680	6,690	270	190	730	610	3,060	1,900	960	1,360	560	2,190	400	170	970	2,850	28,120	44,970	47,960	44,150	

Appendix 2b - 2001 migration flows

		Destinations																					
		Swindon	Remainder of Swindon Borough	Bath	Norton Radstock	Remainder of B&NES	Frome	Remainder of Mendip	Andover	Remainder of Test Valley	North Dorset	Cotswold	Vale of White Horse	West Berkshire	Bristol	Bournemouth & Poole	Portsmouth	Southampton	London	East Wiltshire	North Wiltshire	South Wiltshire	West Wiltshire
Origins	Swindon																		180	920	30	70	1,190
	Remainder of Swindon Borough																		40	90	0	10	140
	Bath																		30	220	30	480	760
	Norton Radstock																		0	10	0	70	80
	Remainder of B&NES																		0	30	0	30	70
	Frome																		0	30	20	160	210
	Remainder of Mendip																		20	30	40	130	210
	Andover																		150	30	140	0	330
	Remainder of Test Valley																		130	20	300	20	460
	North Dorset																		40	60	410	40	550
	Cotswold																		50	240	20	20	320
	Vale of White Horse																		90	60	70	20	240
	West Berkshire																		230	120	50	40	440
	Bristol																		60	100	50	100	310
	Bournemouth & Poole																		30	20	100	70	210
	Portsmouth																		30	20	30	20	90
Southampton																		30	10	90	50	190	
London																		290	410	560	380	1,640	
	East Wiltshire	220	50	80	0	10	20	20	150	110	30	30	140	40	30	30	80	370	3,830	270	360	310	4,770
	North Wiltshire	710	90	250	10	20	10	30	10	0	50	350	80	170	50	40	50	430	250	6,720	90	550	7,610
	South Wiltshire	50	0	40	0	0	10	40	90	130	20	70	20	70	130	40	140	420	270	60	7,590	270	8,190
	West Wiltshire	40	0	240	40	10	130	90	20	0	40	10	40	110	60	20	60	310	180	280	180	8,160	8,800
	Wiltshire	1,020	150	600	50	30	180	180	270	250	510	400	190	390	270	120	330	1,530	4,530	7,340	8,210	9,300	

Appendix 3 – Economic projections

The proposed job growth figures originate from a set of economic projections supplied by Cambridge Econometrics using their Local Economy Forecasting Model (LEFM). The resulting figures have been verified by comparison with other recent economic projections, namely those generated by Oxford Econometrics for the South West Observatory entitled South West Growth Scenarios (June 2010).

These comparative projections consist of a strong, central and weak economic growth scenario, and so provide some sensitivity to test the robustness of the LEFM projections. The following table presents the growth in the number persons working in Wiltshire.

Projection	Increase in persons working in Wiltshire 2006-2026*
Cambridge Econometrics LEFM projection	26,306
Oxford Econometrics weak scenario	16,200
Oxford Econometrics central scenario	22,400
Oxford Econometrics strong scenario	32,800

*The number of persons working in an area correlates to the number of jobs, with an allowance for double jobbing.

The LEFM projection forecasts higher job growth than the central Oxford Econometrics scenario, but significantly below the strong growth scenario. It is reasonable to plan for growth somewhere towards the middle of this range, and to monitor progress to account for any divergence from this trend. As such, either the LEFM or the central growth scenario would provide the most appropriate targets.

If these employment projections are translated into dwelling requirements (as within the main body of the report), then the figures in the following table are generated. This presents two scenarios; the first assumes that commuting flows will continue in much the same way as at present, and the second seeks to align the workforce to the number of jobs.

Projection	Job alignment led dwelling requirement 2006-2026	Economic led dwelling requirement 2006-2026
Cambridge Econometrics LEFM projection	35,900	57,800
Oxford Econometrics weak scenario	23,000	41,900
Oxford Econometrics central scenario	28,000	47,400
Oxford Econometrics strong scenario	36,800	57,100

The dwelling requirement resulting from the central growth scenario largely overlaps the range generated from the LEFM projection. However, the LEFM projection is more ambitious. As such, the range generated by the LEFM projection will be used as the base economic projection in order to determine an ambitious economic led dwelling requirement.

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