

# **Wiltshire Housing Site Allocations Plan Examination in Public**

## **Position Statement on Matter 3**

### **Housing Site Allocations**

#### **H2.9 Boreham Road, Warminster**

PS/M3/40

**March 2019**

## Contents

<b>Matter 3: Housing Site Allocations H2.9 Boreham Road, Warminster</b>		<b>Page number</b>
<i>Issue No.</i>	<i>Issue</i>	
<b>5</b>	<b>Are the proposed sites justified, effective and consistent with national policy?</b>	<b>4</b>
5.1	Does the plan provide sufficient detail on form, scale, access and quantity of development for each site?	<b>4</b>
5.2	Is the amount of development proposed for each site justified having regard to any constraints and the provision of necessary infrastructure?	<b>4</b>
5.3	What is the likely impact of the proposed development on the following factors and do any of these indicate that the site should not be allocated: <ul style="list-style-type: none"> <li>i. biodiversity, in particular but not restricted to European protected habitats and species</li> <li>ii. green infrastructure and agricultural land</li> <li>iii. landscape quality and character</li> <li>iv. heritage assets</li> <li>v. strategic and local infrastructure including transport</li> <li>vi. the efficient operation of the transport network, highway safety</li> <li>vii. air and water quality, noise pollution, odours, land stability, groundwater and flood risk</li> <li>viii. open space, recreational facilities and public rights of way</li> </ul>	<b>5</b>
5.4	In relation to the above, does the plan contain effective safeguards or mitigation measures necessary to achieve an acceptable form of development?	<b>10</b>
5.5	What infrastructure is critical to the delivery of each site? Where contributions are specified, are they necessary and justified by the evidence base? Is the plan sufficiently clear on how and when infrastructure provision will be required?	<b>10</b>
5.6	Is the site in an accessible location with good access to everyday facilities by a range of means of transport? Does the plan provide an adequate basis to address any areas of deficiency?	<b>10</b>
5.7	In cases where allocations do not have specific policies, is the reliance on supporting text likely to be an effective	<b>11</b>

	means of delivering the Council's requirements for each site? What is the justification for some sites having specific policies and some not?	
5.8	Is the development proposed for each site deliverable in the timescales envisaged?	<b>11</b>
5.11	Is it realistic to expect development within the River Avon catchment to be 'phosphate neutral'? What is the status of the Nutrient Management Plan referred to in the Memorandum of Understanding (HRA.03)? Does the WHSAP provide an effective mechanism for this to be delivered?	<b>11</b>
5.12	The supporting text for sites H2.4, H2.5, H2.6, H2.9 and H3.3 refers to parts of the sites being within Flood Zones 2 and/or Flood Zones 2 and 3? Is this approach consistent with national policy? Will the plan be effective in addressing drainage issues on these sites?	<b>13</b>
5.17	For Site H2.9, paragraph 5.97 indicates that self-build homes would be the preferred form of development. How will the plan deliver this and is it achievable? What assurances are there that the Grade II listed milestone marker can be relocated without substantial harm?	<b>14</b>

## **Matter 3: Housing Site Allocations H2.9 Boreham Road, Warminster**

### **Issue 5: Are the proposed sites justified, effective and consistent with national policy?**

#### **Issue 5.1 - Does the plan provide sufficient detail on form, scale, access and quantity of development for each site?**

1. Yes. Allocation H2.9 of the Wiltshire Housing Site Allocations Plan (WHSAP) Submission Document (WHSAP.01.01)<sup>1</sup> and supporting text, incorporating the Council's Schedule of Proposed Changes (EXAM.01.01)<sup>2</sup> when read in conjunction with the text set out in Chapter 5 of the Plan (paragraphs 5.1 to 5.12) provide sufficient detail. The text in Chapter 5 clarifies that the policies of the Wiltshire Core Strategy (WCO.01)<sup>3</sup> will also apply in considering the development of the site. When taken together with the Core Strategy, the Council considers the Plan provides sufficient detail on form, scale, access and quantity of development.
2. Allocation H2.9 of the WHSAP (WHSAP.01.01 and EXAM.01.01) (Policy H2, and paragraphs 5.97 to 5.101) provides sufficient certainty and clarity for the user of the Plan to guide the development that is expected to be delivered on the site.
3. In addition, the principle of development on the site has now been determined by way of appeal (Ref. APP/Y3940/W/16/3150774) (PH.07<sup>4</sup>), with matters of appearance, landscaping, layout and scale reserved for subsequent determination.
4. The quantity of development to be delivered is approximately 30 dwellings, and vehicular access is to be taken from Boreham Road. Further consideration of access arrangements would be undertaken through the planning application process. The level of detail provided within the WHSAP is sufficient, given that there are already policies concerning appropriate form, scale and access set out in the Wiltshire Core Strategy that will be used to determine future planning applications on the site. This is clarified in paragraphs 5.1 to 5.12 of the plan e.g. paragraph 5.2 recognises that the design and form of development will need to accord with Core Policy 57 of the Wiltshire Core Strategy.

#### **Issue 5.2 - Is the amount of development proposed for each site justified having regard to any constraints and the provision of necessary infrastructure?**

5. The 2012 Strategic Housing Land Availability Assessment (SHLAA) (SHLAA2012.17<sup>5</sup>) estimated a site capacity of 32 dwellings for SHLAA site 304. This was based on the SHLAA Methodology (SHELAA.22<sup>6</sup>), using 30 dwellings per hectare and applying a multiplier to reduce the developable area to allow for non-housing uses. This formed a starting point for assessment of the site.

<sup>1</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>2</sup> [EXAM.01.01](#) Schedule of Proposed Changes – Consultation Document - Sept 2018 (Part 1/46)

<sup>3</sup> [WCO.01](#) Wiltshire Core Strategy, January 2015

<sup>4</sup> [PH.07](#) Appeal Allowed APPY3940W163150774 - Land at Boreham Road, Warminster

<sup>5</sup> [SHLAA2012.17](#) SHLAA 2012 - Appendix 3 - Warminster

<sup>6</sup> [SHELAA 22](#) SHLAA Methodology - Sept 2011

6. Stage 2 of the site assessment process then considered whether exclusionary criteria (such as Flood Zones 2/3) should result in a reduction of the SHLAA site capacity. The capacity of SHLAA site 304 was reduced from 32 to 30 dwellings due a small section of the site falling within Flood Zone 2/3 (CATP.18a<sup>7</sup>, Table D.3).
7. Through Stages 3 and 4 of the site assessment process explained in the Warminster CATP (CATP.18a) further detailed analysis of site constraints and infrastructure requirements was carried out. No further adjustments to the site capacity were considered to be necessary.
8. Infrastructure requirements that are justified and necessary to deliver the site are identified at paragraphs 5.100 and 5.101 of the WHSAP (WHSAP.01.01<sup>8</sup>). Other requirements will be determined through detailed design and the planning application process.

**Issue 5.3 - What is the likely impact of the proposed development on the following factors and do any of these indicate that the site should not be allocated:**

The site benefits from planning permission for the erection of up to 35 custom-build residential dwellings, allowed on appeal (application ref: 13/06782/OUT). The evidence submitted and assessed by the Council, and subsequently by the Secretary of State, confirms that impact of the development can be appropriately mitigated through the discharge of the planning conditions set out in the decision notice<sup>9</sup>. A response is provided below for completeness.

**i. biodiversity, in particular but not restricted to European protected habitats and species**

9. The Council considers that any impacts of development on biodiversity can be successfully managed and mitigated, and would not preclude development of the site.
10. The Sustainability Appraisal (SA) for this site (SA.01A.11<sup>10</sup>) was informed by a settlement level Habitats Regulation Assessment (HRA.01<sup>11</sup>) which concluded that the relationship of the site with the River Avon Special Area of Conservation (SAC) and Salisbury Plain Special Protection Area (SPA) could generate likely in-combination effects and that appropriate assessment would be required. Subsequently the Council produced an Addendum under the Habitats Regulations (HRA.02<sup>12</sup>), and a further Addendum (HRA.02a<sup>13</sup>) to support the Council's Schedule of Proposed Changes, which provided the further assessment that was required for both matters.
11. Regarding the likely significant effects of phosphate discharge into the River Avon SAC, it was agreed that additional wording, to be agreed by the Environment Agency and Natural England should be inserted into the Plan to provide greater certainty over the need to provide for phosphate neutral development. This has

<sup>7</sup> [CATP.18a](#) Warminster Community Area Topic Paper – Updated September 2018

<sup>8</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>9</sup> [PH.07](#) Appeal Allowed APPY3940W163150774 - Land at Boreham Road, Warminster

<sup>10</sup> [SA.01.A.11](#) Sustainability Appraisal Report, Annex 1 A11 Warminster

<sup>11</sup> [HRA.01](#) Habitats Regulations Assessment – Pre-submission draft plan, June 2017

<sup>12</sup> [HRA.02](#) Addendum to the HRA, May 2018

<sup>13</sup> [HRA.02.a](#) Addendum to the HRA, May 2018 (Factual Update - September 2018)

been agreed through a Memorandum of Understanding (HRA.03<sup>14</sup>) which has informed a proposed change (PC75) to paragraph 5.87 of the Plan, as set out in the Schedule of Proposed Changes (EXAM.01.01<sup>15</sup>). The Council considers that the potential impacts are addressed through the supporting text of the Plan at paragraph 5.87 (as amended). This is discussed in more detail the Council's response to Issue 5.11.

12. Regarding the likely significant effects of visitor pressure on the Salisbury Plain SPA, the Addendum under the Habitats Regulations (HRA.02<sup>16</sup>) confirms that the council has updated the HRA and Mitigation Strategy for Salisbury Plain SPA (HRA.04<sup>17</sup>) to take account of the latest visitor survey results and stone curlew monitoring, and there are no recommendations for changes to policies or supporting text in the Plan.
13. Biodiversity is assessed on p.37-39 of the SA – Annex 1: A.11 Warminster Market Town (SA.01A.11<sup>18</sup>). The outcome of the SA for the site is summarised in the Warminster CATP (CATP.18a<sup>19</sup>) at Appendix F, table F.9, p.101-102; and at Appendix G, p133-135.
14. The assessment of the site concluded that development may require measure to ensure protection and enhancement of local habitats, such as mature hedgerows and trees. Such matters are considered to be captured within the scope of WCS Core Policy 50 and addressed through ecological assessments accompanying a planning application.

## ii. green infrastructure and agricultural land

15. Green infrastructure and agricultural land are assessed through the SA – Annex 1: Warminster Market Town (SA.01A.11).
16. The SA states that development of the site offers potential to deliver green infrastructure through provision of open space, connections to and retention of existing footpath networks and green corridors. Paragraph 5.98 of the WHSAP sets out how landscaping and habitat corridors will be retained, protected and where possible enhanced through additional planting. This is supported by the existing green infrastructure requirements set out in Core Policy 52 of the WCS (WCO.01<sup>20</sup>).
17. In relation to agricultural land, the site is comprised of land classified as Grade 3a and 3b agricultural land. While development in this location would in part result in the loss of land classed as best and most versatile land, the site comprises relatively low grade agricultural meadow site and the presence of waste materials on the site is likely to have affected the overall agricultural value of the site. Accordingly, the impact on agricultural land is relatively minor.

---

<sup>14</sup> [HRA.03](#) Memorandum of Understanding River Avon SAC Phosphate Neutral Development – Interim Mitigation, May 2018

<sup>15</sup> [EXAM.01.01](#) Schedule of Proposed Changes – Consultation Document - Sept 2018 (Part 1/46)

<sup>16</sup> [HRA.02](#) Addendum to the Assessment under the Habitat Regulations – Pre-submission draft plan, May 2018

<sup>17</sup> [HRA.04](#) Wiltshire Council (2012) HRA and Mitigation Strategy for Salisbury Plain SPA in Relation to Recreational Pressure from Development, January 2015

<sup>18</sup> [SA.01A.11](#) Sustainability Appraisal Report Annex 1 A11, May 2018

<sup>19</sup> [CATP.18a](#) Warminster Community Area Topic Paper – Updated September 2018

<sup>20</sup> [WCO.01](#) Wiltshire Core Strategy, January 2015

### iii. landscape quality and character

18. Landscape matters are assessed through the SA – Annex 1: Warminster Market Town (SA.01A.11<sup>21</sup>), and through subsequent consideration at Stage 4 of the site assessment process, set out in the Warminster CATP, Appendix G (CATP.18a<sup>22</sup>).
19. The SA indicates that the site is already well enclosed and therefore there is limited concern about the potential for landscape and visual effects as a result of developing the site. Paragraph 5.98 of the WHSAP (WHSAP.01.01<sup>23</sup>) sets out how landscaping and habitat corridors will be retained, protected and where possible enhanced through additional planting. This is supported by the existing landscape requirements set out in WCS Core Policy 51 (WCO.01<sup>24</sup>).

### iv. heritage assets

20. Heritage matters are assessed through the SA – Annex 1: Warminster Market Town (SA.01A.11). The SA indicates that the site is close to the Bishopstrow Conservation Area and a number of Listed Buildings. Paragraph 5.99 of the WHSAP (as amended by PC81) sets out that any development of the site would need to respond positively to its surroundings and have due regard to the special character and or appearance of the Conservation Area. In line with national policy, an assessment of heritage assets and their significance (including the contribution made by their setting) would be required. This is supported by the existing historic environment requirements set out in WCS (WCO.01) Core Policy 58.
21. Regarding the Grade II listed milestone, this was lawfully refurbished and relocated pursuant to 13/06783/LBC in 2017<sup>25</sup>.

### v. strategic and local infrastructure including transport

22. There are no critical infrastructure requirements needed to enable delivery of this site. Wiltshire Council are of the view that the policy, its supporting text, and the requirements set by the WCS (WCO.01) and national guidance is sufficient to ensure that the site can come forward with due regard to strategic and local infrastructure needs. Impacts of development on biodiversity can be successfully managed and mitigated, and would not preclude development of the site.
23. The requirement to consider strategic and local infrastructure requirements is set by WCS (WCO.01) Core Policy 3 of the WCS setting out key infrastructure that development will contribute towards over the WCS plan period. The Council considers that Core Policy 3 provides a catch-all approach to ensuring that development sites provide for essential and place-shaping infrastructure that is considered to be necessary.
24. In addition, strategic and local infrastructure matters are specifically assessed through the SA – Annex 1: Warminster Market Town (SA/01A.11) and through subsequent consideration at Stage 4 of the site assessment process, set out in the Warminster CATP, Appendix G (CATP.18a).

---

<sup>21</sup> [SA.01A.11](#) Sustainability Appraisal Report Annex 1 A11, May 2018

<sup>22</sup> [CATP.18a](#) Warminster Community Area Topic Paper – Updated September 2018

<sup>23</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>24</sup> [WCO.01](#) Wiltshire Core Strategy, January 2015

<sup>25</sup> [PH.12](#) Planning Permission 1306783LBC Boreham Road Warminster

25. The SA (SA/01A.11) indicates that GP surgeries in Warminster have capacity issues, and that mitigation would be required to support additional patient demand. This specific infrastructure issue is considered at paragraph 5.101 of the WHSAP, which confirms that funding contributions may be sought where needed to increase capacity at local GP surgeries at the town.
26. In relation to primary education, the local primary school could be expanded on its existing site if sufficient demand was demonstrated. With regard to secondary education, evidence indicates that there is no capacity to expand Kingdown School on its existing site and no immediate prospect of an expansion site being secured and delivered elsewhere. This specific infrastructure issue is considered at paragraph 5.101 of the WHSAP (WHSAP.01.01<sup>26</sup>).

**vi. the efficient operation of the transport network, highway safety**

27. Transport network and highways safety matters are assessed through the SA – Annex 1: Warminster Market Town (SA.01A.11<sup>27</sup>) and through subsequent consideration at Stage 4 of the site assessment process, set out in the Warminster CATP, Appendix G (CATP.18a<sup>28</sup>).
28. The SA (SA.01A.11) explains that the site is in an edge of town location. It is not considered to be within walking distance of services and facilities in the town, although is within a reasonable cycling distance, and cyclist provision could be delivered onsite. There are bus stops close to the site at Boreham Road serving a reasonably regular route, and therefore future residents could make sustainable transport choices that would support the efficient operation of the transport network.
29. The Stage 4 assessment of the site indicates that direct vehicular access to the site from Boreham Road is achievable. This would be subject to ensuring the provision of a new access/visibility splay; relocation of the Listed milestone marker; structural details of the culvert beneath the access road; closure of the field gate and reconstruction of footway to provide pedestrian connectivity to Boreham Road, all of which are achievable.
30. As set out at PC74 of the Schedule of Proposed Changes (EXAM.01.01<sup>29</sup>), it is a requirement that development proposals address any direct or indirect cumulative impacts on the A36.

**vii. air and water quality, noise pollution, odours, land stability, groundwater and flood risk**

31. Air and water quality, noise pollution, odour impact, land stability, groundwater and flood risk are assessed through the SA – Annex 1: Warminster Market Town (SA.01A.11) and through subsequent consideration at Stage 4 of the site assessment process, set out in the Warminster CATP, Appendix G (CATP.18a).
32. In relation to water quality, and the potential for phosphate discharge into the River Avon SAC, additional wording has been inserted into the Plan to provide greater certainty over the need to provide for phosphate neutral development. This has

<sup>26</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>27</sup> [SA.01A.11](#) Sustainability Appraisal Report Annex 1 A11, May 2018

<sup>28</sup> [CATP.18a](#) Warminster Community Area Topic Paper – Updated September 2018

<sup>29</sup> [EXAM.01.01](#) Schedule of Proposed Changes – Consultation Document - Sept 2018 (Part 1/46)



been agreed through a Memorandum of Understanding (HRA.03<sup>30</sup>) which has informed a proposed change (PC75) to paragraph 5.87 of the Plan, as set out in the Schedule of Proposed Changes (EXAM.01.01). Wiltshire Council considers that the potential impacts are addressed through the supporting text of the Plan at paragraph 5.87 (as amended). This is discussed in more detail the council's response to Issue 5.11.

33. Regarding air quality, the SA (SA.01A.11<sup>31</sup>) concludes that local air quality is likely to be affected through increases in local commuter traffic. Mitigation measures in line with national and local plan policy, including WCS Core Policy 55 (WCO.01<sup>32</sup>), are achievable on this site.
34. With reference to noise and odour pollution, the SA states that development of the site may lead to some short and long-term impacts. Mitigation measures to limit such impacts are achievable in line with national planning policy, local plan policy and advice from relevant bodies.
35. In light of the requirements of the NPPF (NPP.01A<sup>33</sup>) in relation to land stability, there are no known issues of concern in relation to this site.
36. Regarding ground water and flood risk, The SA sets out that the site was previously recorded as being wholly within the functional floodplain, although this was amended by the Environment Agency in 2010 in recognition that the majority of the site now falls within Flood Zone 1. The allowed appeal decision (para 91) (PH.07<sup>34</sup>) confirms that flood risk would not preclude development on this site. The Stage 4 assessment states that the site's proximity to the nearby River Wylye may require the provision of standoffs to the watercourse.
37. Recognising that surface water at Warminster is an issue, paragraph 5.86 of the WHSAP (WHSAP.01.01<sup>35</sup>) requires that developments be supported by a comprehensive Drainage Strategy to ensure that development will result in improved drainage conditions. Sufficient land will also need to be set aside for surface water management measures. Paragraph 5.100 (as amended by PC82) goes on to specify that drainage strategies will include a water infrastructure capacity assessment, and where necessary, details relating to the reinforcement of existing foul/storm water drainage arrangements will need to be submitted with any subsequent planning application. Development proposals will need to be sequentially planned and supported by a Flood Risk Assessment (incorporating an assessment of the predicted effects of climate change).

#### **viii. open space, recreational facilities and public rights of way**

38. Open space, recreational facilities and public rights of way are assessed through the SA – Annex 1: Warminster Market Town (SA/01A.11).
39. The SA states that development of the site offers potential to deliver green infrastructure through provision of open space, connections to and retention of

---

<sup>30</sup> [HRA.03](#) Memorandum of Understanding River Avon SAC Phosphate Neutral Development – Interim Mitigation, May 2018

<sup>31</sup> [SA.01A.11](#) Sustainability Appraisal Report Annex 1 A11, May 2018

<sup>32</sup> [WCO.01](#) Wiltshire Core Strategy, January 2015

<sup>33</sup> [NPP.01A](#) National Planning Policy Framework (NPPF), March 2012

<sup>34</sup> [PH.07](#) Appeal Allowed APPY3940W163150774 - Land at Boreham Road, Warminster

<sup>35</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

existing footpath networks and green corridors. Paragraph 5.98 of the WHSAP sets out how landscaping and habitat corridors will be retained, protected and where possible enhanced through additional planting. This is supported by the existing green infrastructure requirements set out in WCS (WCO.01) Core Policy 52.

**Issue 5.4 - In relation to the above, does the plan contain effective safeguards or mitigation measures necessary to achieve an acceptable form of development?**

40. Yes, Wiltshire Council considers that the WHSAP contains effective safeguards or mitigation measures necessary to achieve an acceptable form of development.
41. The supporting text to allocation H2.9 provides contextual detail which will guide future developers and decision makers, and inform mitigation measures that may be required. The site will be developed in accordance with existing policies set out in the Wiltshire Core Strategy (WCO.01<sup>36</sup>), such that there are already effective safeguards to ensuring acceptable forms of development are to be delivered (paragraphs 5.1 - 5.12, WHSAP (WHSAP.01.01<sup>37</sup>)).

**Issue 5.5 - What infrastructure is critical to the delivery of each site? Where contributions are specified, are they necessary and justified by the evidence base? Is the plan sufficiently clear on how and when infrastructure provision will be required?**

42. S106 contributions will be sought through the planning application process to address added pressures on local services. This will contribute towards delivering additional capacity, where necessary. There is no critical infrastructure necessary to enable the development to proceed. This is confirmed by the allowed appeal decision.

**Issue 5.6 - Is the site in an accessible location with good access to everyday facilities by a range of means of transport? Does the plan provide an adequate basis to address any areas of deficiency?**

43. The proposed allocation site is assessed through the SA – Annex 1: Warminster Market Town (SA01A.11<sup>38</sup>) and through subsequent consideration at Stage 4 of the site assessment process, set out in the Warminster CATP, Appendix G (CATP.18a<sup>39</sup>). The site assessments explain that the site is in an edge of town location. The site is not considered to be within walking distance of services and facilities in the town, although is within a reasonable cycling distance. While residents are likely to use private vehicles, there are opportunities to ensure that development of the site incorporates appropriate infrastructure to improve cycling opportunities (such as garages, sheds and secure bike stands) in accordance with WCS (WCO.01) Core Policy 60. In addition, there are bus stops close to the site at Boreham Road serving a reasonably regular route, and therefore future residents could make sustainable transport choices that would support the efficient operation of the transport network.

---

<sup>36</sup> [WCO.01](#) Wiltshire Core Strategy, January 2015

<sup>37</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>38</sup> [SA.01A.11](#) Sustainability Appraisal Report Annex 1 A11, May 2018

<sup>39</sup> [CATP.18a](#) Warminster Community Area Topic Paper – Updated September 2018

**Issue 5.7 - In cases where allocations do not have specific policies, is the reliance on supporting text likely to be an effective means of delivering the Council's requirements for each site? What is the justification for some sites having specific policies and some not?**

44. The submission version of the WHSAP (WHSAP.01.01<sup>40</sup>) explains at paragraph 5.12 that allocations are proposed at some settlements that involve a mix of uses or site specific complexities and where it is more appropriate for development to be guided by a master plan approach, as opposed to detailed matters being addressed through policy criteria. There are five sites, of which this site is one, that have been identified as requiring a master plan.
45. The remaining sites are allocated by Policies H2 and H3. Due to their less complex nature, these sites were not considered to require a master planned approach, and thus do not have a specific policy. The supporting text to the allocated sites provides future developers and decision makers with important contextual information regarding matters that will need to be addressed through the planning application process. Indeed, as set out Chapter 5 of the WHSAP (WHSAP.01.01), the Council anticipates that development proposals relating to all allocations will be guided by relevant policies of the Wiltshire Core Strategy (WCO.01<sup>41</sup>).
46. The Council considers that the specific requirements for each allocation within the WHSAP can effectively be delivered as drafted through a combination of policies and supporting text that will all be read in conjunction with the WCS.

**Issue 5.8 - Is the development proposed for each site deliverable in the timescales envisaged?**

47. Yes. The proposed allocation is formed by part of a site identified within Wiltshire Council's SHLAA (SHELAA2012.17)<sup>42</sup>, under site reference 304. The council confirms that through assessment of the site and correspondence with the landowner, the site is 'deliverable' (in line with the NPPF definition (NPP.01A<sup>43</sup>)).

**Issue 5.11 - Is it realistic to expect development within the River Avon catchment to be 'phosphate neutral'? What is the status of the Nutrient Management Plan referred to in the Memorandum of Understanding (HRA.03)? Does the WHSAP provide an effective mechanism for this to be delivered?**

48. It is realistic to expect development to be 'phosphate neutral', as instigated by the Environment Agency (EA) and Natural England (NE). Working with these agencies and Wessex Water, alongside other planning authorities in the catchment, measures have been identified in an Interim Delivery Plan (HRA.05.01<sup>44</sup>, HRA.05.02<sup>45</sup>, HRA.05.03<sup>46</sup>, HRA.05.04<sup>47</sup>) that can deliver mitigation measures sufficient to make a reduction in phosphate at least equivalent to the forecast

---

<sup>40</sup> [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>41</sup> [\[WCO.01\]](#) Wiltshire Core Strategy (January 2015)

<sup>42</sup> [\[SHELAA2012.17\]](#) SHELAA 2012 Appendix 3 – Warminster, 2012

<sup>43</sup> [\[NPP.01A\]](#) National Planning Policy Framework (NPPF), March 2012

<sup>44</sup> [\[HRA.05.01\]](#) River Avon SAC - Phosphate IDP (Main Report)

<sup>45</sup> [\[HRA.05.02\]](#) River Avon SAC - Phosphate IDP (App A Figs 1-16)

<sup>46</sup> [\[HRA.05.03\]](#) River Avon SAC - Phosphate IDP (App A Figs 17-40)

<sup>47</sup> [\[HRA.05.04\]](#) River Avon SAC - Phosphate IDP (App B)

additional load from all development in the catchment. Importantly, these measures will, however, only be necessary as a contingency to a commitment from Wessex Water to peg phosphate levels at recent average levels (one of Company's Business Plan Outcome Delivery Incentives). The latter largely achieves phosphate neutrality of itself. The EA and NE therefore have realistic expectations.

49. The SAC Nutrient Management Plan (NMP) (BIO.19<sup>48</sup>) was produced in April 2015 to help manage and reduce phosphorous levels, in order to support the conservation objectives of the SAC and facilitate growth in such a way as to avoid any deterioration and achieve compliance with the Habitats Regulations. The NMP (BIO.19) therefore established that development can occur as outlined in the Wiltshire Core Strategy (WCO.01<sup>49</sup>) in a way that was consistent with Habitats Regulations.
50. The role of the NMP (BIO.19<sup>50</sup>) has been supplemented by an Interim Delivery Plan (HRA.05.01<sup>51</sup>, HRA.05.02<sup>52</sup>, HRA.05.03<sup>53</sup>, HRA.05.04<sup>54</sup>) and Wessex Water Outcome Delivery Incentive (see above) as means to achieve phosphate neutrality. These instruments became necessary when, since preparation of the NMP (BIO.19), it became apparent, that reductions to levels of phosphate to the SAC, relying in large part on voluntary improvements to farming practice, were not being achieved to the extent intended by the NMP (BIO.19).
51. The WHSAP (WHSAP.01.01<sup>55</sup> and EXAM.01.01<sup>56</sup>) will be delivered alongside the Interim Delivery Plan (HRA.05.01 - HRA.05.04) and Outcome Delivery Incentive. Housing development proposed within the WHSAP (WHSAP.01.01 and EXAM.01.01) is accounted for within overall forecast development, both residential and non-residential, on which both the Interim Delivery Plan (HRA.05.01 - HRA.05.04) and Outcome Delivery Incentive are based. The main source of funding for off-site mitigation is from the Community Infrastructure Levy, as specified on the Council Regulation 123 list. The Memorandum of Understanding (HRA.03<sup>57</sup>) makes clear that on large schemes the Council will seek on site mitigation measures to help mitigate the effects of development. The Interim Delivery Plan (HRA.05.01 - HRA.05.04) describes on-site measures that can be explored. Individual WHSAP (WHSAP.01.01 and EXAM.01.01) proposals are not at a level of detail for it to be sensible to prescribe measures as part of a proposal; nor might this allow sufficient flexibility even if they were. The general principle as a foundation for the approach already exists in WCS (WCO.01) Core Policy 3.

---

<sup>48</sup> [\[BIO.19\]](#) River Avon SAC Nutrient Management Plan for Phosphorus, April 2015

<sup>49</sup> [\[WCO.01\]](#) Wiltshire Core Strategy (January 2015)

<sup>50</sup> [\[BIO.19\]](#) River Avon SAC Nutrient Management Plan for Phosphorus, April 2015

<sup>51</sup> [\[HRA.05.01\]](#) River Avon SAC - Phosphate IDP (Main Report)

<sup>52</sup> [\[HRA.05.02\]](#) River Avon SAC - Phosphate IDP (App A Figs 1-16)

<sup>53</sup> [\[HRA.05.03\]](#) River Avon SAC - Phosphate IDP (App A Figs 17-40)

<sup>54</sup> [\[HRA.05.04\]](#) River Avon SAC - Phosphate IDP (App B)

<sup>55</sup> [\[WHSAP.01.01\]](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>56</sup> [\[EXAM.01.01\]](#) Wiltshire Housing Site Allocations Plan Schedule of Proposed Changes – Focussed Consultation Document, September 2018

<sup>57</sup> [\[HRA.03\]](#) Memorandum of Understanding - River Avon Special Area of Conservation Phosphate Neutral Development - Interim Mitigation

**Issue 5.12 - The supporting text for sites H2.4, H2.5, H2.6, H2.9 and H3.3 refers to parts of the sites being within Flood Zones 2 and/or Flood Zones 2 and 3? Is this approach consistent with national policy? Will the plan be effective in addressing drainage issues on these sites?**

52. Yes. The WHSAP has been prepared in line with the NPPF (NPP.01A<sup>58</sup>), WCS, the Council's Strategic Flood Risk Assessment (SFRA<sup>59</sup>) and all relevant information in respect of the management of flood risk from all sources.
53. Site options were initially screened through a high-level assessment process. As set out in Topic Paper 2 (July 2018) (TOP.02<sup>60</sup>), the site selection process considered the suitability of site options. A systematic assessment was applied that tested each SHELAA (SHLAA) site against a range of exclusionary criteria, as set out in Table 4.1. One such criterion was: "Is the site fully or partly with flood risk zones 2 or 3?". SHELAA (SHLAA) sites were either rejected outright, or saw their developable capacity reduced in the light of exclusionary constraints. This process was informed by the SFRA and mapped data in respect of flood risk from all sources.
54. The Council is therefore satisfied that it has applied the sequential test as illustrated in Diagram 2 of the PPG (NPP.02<sup>61</sup>). For sites that were considered to be suitable for further assessment that incorporated land within flood zones 2 and 3, the Council applied the rigour of the Sustainability Appraisal (SA) to assess sustainability benefits that outweigh the flood risk and consider suitable mitigation measures to ensure any subsequent development would be safe for its lifetime without increasing flood risk elsewhere. In this regard, the SA specifically considered the need to ensure site allocations would be capable of reducing vulnerability to future climate change effects in line with the Council's statutory duty under s19(1A) of the Planning and Compulsory Purchase Act 2004. In addition, through the plan making and assessment processes, the Council fully considered and took into account the risk of vulnerability for future home owners.
55. Where sites incorporated land within flood zones 2 and 3, the SA considered whether there was scope to ensure any subsequent development could be located wholly within flood zone 1 and provide suitable mitigation measures to address the risk of flooding from all sources. In all cases it was considered that vulnerable housing development could be sequentially accommodated in flood zone 1, with sufficient land available for surface water attenuation and drainage solutions accommodated without increasing flood risk elsewhere. Only sites considered capable of addressing these two elements of the exception test through the SA process were then carried forward into Stage 4A (Selection of preferred sites).
56. A 5-step process of further detailed assessment was then undertaken which involved inter alia: consultation with technical advisors on site suitability; and consideration of how well a site contributes to the relevant area strategy for a community area. The decisions made at the end of Stage 4A resulted in draft allocations and detailed mitigation measures. Indeed, on the basis of these rigorous assessments, the Council considers that it has applied, where necessary, the two stages of the exception test set out in Diagram 3 of the PPG.

---

<sup>58</sup> [NPP.01A](#) National Planning Policy Framework (NPPF), March 2012

<sup>59</sup> [15.FR](#) Strategic Flood Risk Assessment documents.

<sup>60</sup> [TOP.02](#) Wiltshire Housing Site Allocations Plan Topic Paper 2 Site Selection Process Methodology, July 2018

<sup>61</sup> [NPP.02](#) Planning Practice Guidance

57. For site H2.9, the assessment of flood risk took into account advice from the Lead Local Flood Authority and Environment Agency. On the basis of this information, the Plan (as amended by Proposed Change (PC82)) (WHSAP.01.01<sup>62</sup> and EXAM.01.01<sup>63</sup>) presents sufficient certainty and precision in respect of drainage matters.

**Issue 5.17 - For Site H2.9, paragraph 5.97 indicates that self-build homes would be the preferred form of development. How will the plan deliver this and is it achievable? What assurances are there that the Grade II listed milestone marker can be relocated without substantial harm?**

58. The reference to 'self-build' homes in Paragraph 5.97 includes both self and custom-build homes. The reference to self-build as a 'preferred form of development' is directly related to recent planning history of the site, which includes an extant outline planning permission for custom-build (Ref: 13/06782/FUL)<sup>64</sup>. The promoters of the site confirm that the landowner has been marketing the site to specialist custom-build developers. At the time of writing it is anticipated that a reserved matters planning application for 'custom-build' will be progressed by the developer later in 2019.
59. Regarding the Grade II listed milestone, this was lawfully refurbished and relocated pursuant to 13/06783/LBC in 2017<sup>65</sup>.

---

<sup>62</sup> [WHSAP.01.01](#) Wiltshire Housing Site Allocations Plan - Submission Document, July 2018

<sup>63</sup> [EXAM.01.01](#) Schedule of Proposed Changes – Consultation Document - Sept 2018 (Part 1/46)

<sup>64</sup> [PH.07](#) Appeal Allowed APPY3940W163150774 - Land at Boreham Road, Warminster

<sup>65</sup> [PH.12](#) Planning Permission 1306783LBC Boreham Road Warminster