

# Salisbury

## Central Area Framework

August 2020



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This document has been produced in collaboration by Tibbalds Planning and Urban Design and Wiltshire Council. This final version of the document has been updated by Wiltshire Council to take into account of the comments and feedback received during public consultation.

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Note: Unless stated otherwise, quotes used within this CAF are taken from responses given either by: residents throughout the CAF's development and consultation process; or taken from the baseline analysis undertaken in support of this CAF.

# Foreword from Wiltshire Council and its partners

## The Salisbury Central Area Framework (the CAF) provides a clear pathway towards delivering an exciting and vibrant city centre well into the future.

These ambitious plans build on Salisbury's strong historic foundations and its many unique characteristics, and will transform the central area into a successful, sustainable and dynamic area benefiting residents, businesses and people who come here. It will do this by protecting and capitalising on the city's unique strengths and qualities. Furthermore, it will promote sustainability by proactively seeking opportunities to embed carbon reduction wherever feasible to mitigate climate change in line with the council's ambitious corporate target to be carbon neutral by 2030.

Originally, the CAF was prepared as a response setting out a way ahead for the city to recover from the impacts of the nerve agent incidents of 2018. The subsequent impact of the Covid-19 pandemic has made the implementation of these measures even more urgent. In a way, our response to the nerve agent incident has already primed us to put in place the measures necessary to ensure that Salisbury can recover from the economic shock of recent events and can adapt effectively to the economic opportunities and challenges which face the city.

The CAF sets out the key actions and initiatives needed to achieve this transformation. They are focused round five themes of change: creating people-friendly streets, improving open space and the environment,

creating vibrancy, bringing out Salisbury's qualities, and establishing character areas.

These will make the most of Salisbury's heritage, historic buildings, thriving cultural sector and beautiful landscape setting; offer greater opportunities for cultural and retail experiences; provide new homes and jobs and look to embrace new technology. The improvement of natural environments and public spaces within the city, the improvement of visitor experience and the reduction of city centre traffic to create pedestrian friendly space will create a unique place with a strong sense of wellbeing and sustainability. Not only will it feel like a sustainable city,

It will be backed by the use of low carbon solutions, demanded by the people of Salisbury, to create an exemplary place to live, work and visit for years to come. Together the key actions and initiatives will deliver opportunities that support local people by providing new jobs and homes.

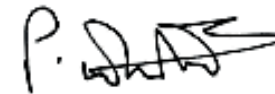
By bringing forward these improvements, Wiltshire Council and its partners aim to ensure the city recovers from the impacts of the nerve agent incidents of 2018

and adapts to the economic opportunities and challenges which face the city.

The CAF is a positive vision for the future and we would like to thank the many stakeholders and residents who have contributed their time, views and aspirations.

The transformation of Salisbury's central area will be achieved through ongoing collaboration and partnership, and by accepting and embracing change. By working together, we will revitalise Salisbury and strengthen its position as one of the country's finest places to live, work and visit.

Together we are shaping a bright and prosperous future for our city.



Cllr Philip Whitehead  
Leader of Wiltshire Council



Cllr Jeremy Nettle  
Leader of Salisbury City Council



Keith Hanson  
Chair, Salisbury BID



Nick Papadopoulos  
Dean of Salisbury



John Glen MP  
Member of Parliament for Salisbury



# 1 Executive summary



# 1 Executive summary

Salisbury is a wonderful place to live, visit and work. Yet, nowhere is immune from the potential impacts of the climate emergency, the changing ways people shop or the increasing unaffordability of homes, especially for the younger generation. The Central Area Framework identifies a number of opportunities to ensure that the city can secure a bright, vibrant and prosperous future for its residents, those who work here and its visitors.

Wiltshire Council along with its partner organisations - Salisbury City Council, Salisbury Business Improvement District (Salisbury BID), the Cathedral, Wiltshire College & University Centre and Swindon & Wiltshire Local Enterprise Partnership - have endorsed this plan and formed the Future Salisbury Place Board to deliver on its recommendations.

## Taking advantage of Salisbury's strengths

Thanks to the city's intimate scale, Cathedral, the Market Place, (which hosts the Charter Market twice a week), the historic townscape and large number of independent businesses, Salisbury offers its residents, workers and visitors a city setting with a medieval feel. Salisbury serves

a large rural hinterland and the landscape setting amongst surrounding rivers, water meadows and hills further adds to the city's unique character and appeal. With its cathedral and proximity to the internationally famous World Heritage Site of Stonehenge, Salisbury is a very popular tourist destination. The city is the principal settlement of south Wiltshire, acting as a focal point for a wide rural catchment with its influence stretching into parts of Hampshire and Dorset.

Salisbury is the first 'connected city' in the country to benefit from full fibre broadband enablement. The city has both a strong business community and a flourishing science park on its doorstep at Porton Down. Salisbury contains a burgeoning artistic and creative community that provides a strong and positive basis from which to develop and widen its appeal. The recommendations in the CAF aim to nurture and complement the assets of our city to ensure that Salisbury becomes an even more attractive place to live, work and visit. Attracting new investment is vital to Salisbury's future, and at the heart of the CAF is ensuring that these new developments are realised in a way that enhances the beauty of Salisbury whilst building on its historic strengths.

## A framework for the city and its people

The CAF is the result of intensive discussions with the people of Salisbury. It is a document that will help to shape their future. It represents a consensus of views from a wide range of people who live in, work in and visit Salisbury. The proposed initiatives in the CAF have come from the community and from a detailed analysis of the role and function of the city centre. The views of the people of

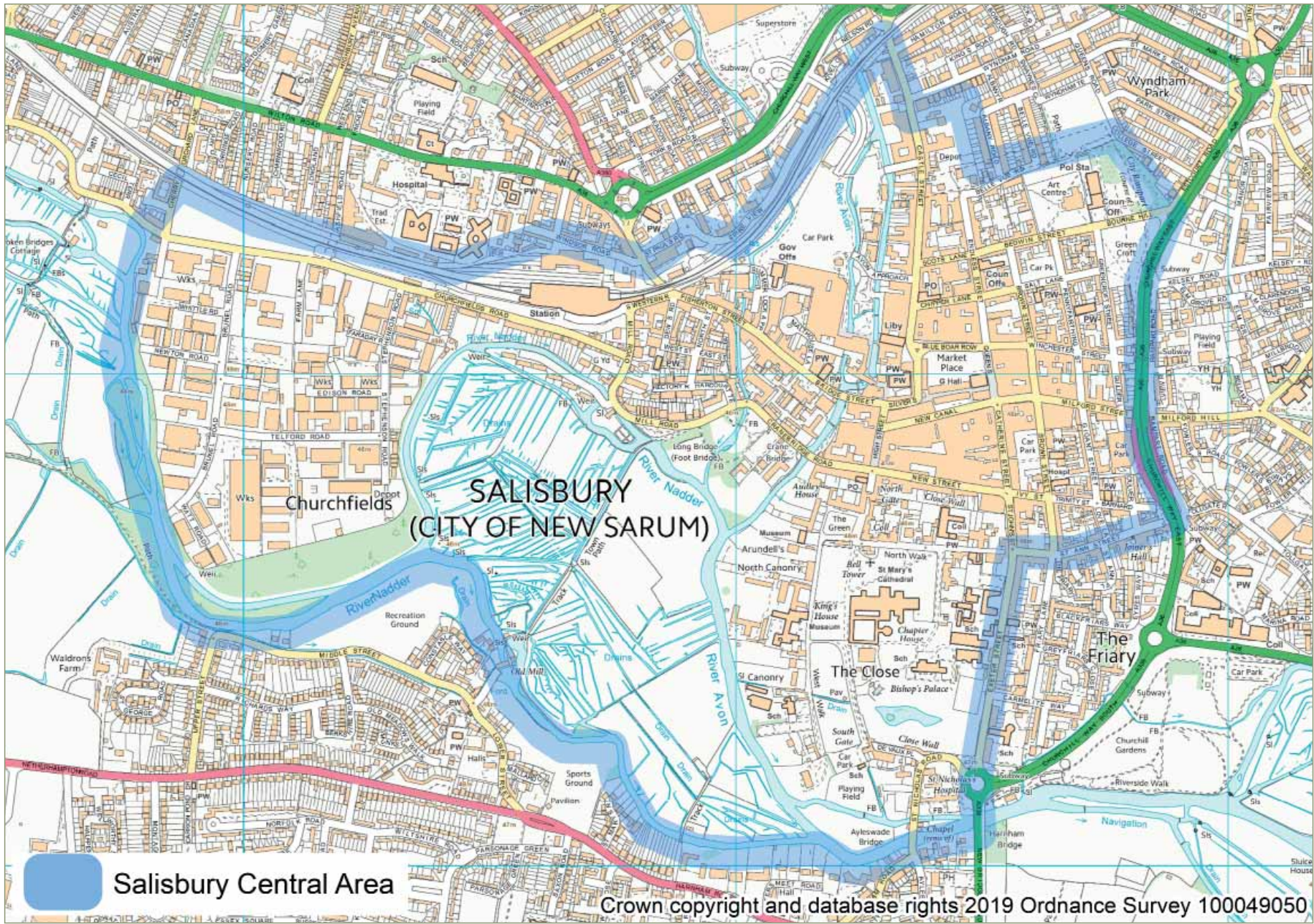
Salisbury were sought through meetings, two six-week periods of public consultation, interactive exhibitions and face-to-face conversations. Meetings were held with occupiers of buildings and investors in the city centre to gather their views about their ambitions and aspirations and to understand the commercial realities facing the city.

## The climate emergency

The five themes of the CAF are underpinned by the golden thread of responding to and mitigating against the impacts of climate change. Future generations depend on us acting now to combat climate change. Global impacts of severe weather and rising temperatures are clearly documented and will lead to major negative effects on communities across the UK. Wiltshire Council and Salisbury City Council have both declared a climate emergency and have committed to delivering an accelerated response, in line with the national and global momentum that is building in response to climate change. Wiltshire Council has committed to carbon neutrality by 2030, and the council will assess opportunities to minimise carbon output and maximise renewable energy generation within the projects that are recommended by the CAF. Where possible, the council will use its powers and influence to reduce the carbon footprint of all the activities relating to the CAF, in line with the corporate target.

The CAF provides an ambitious set of recommendations which seek to protect the environment, reduce the likelihood of flooding, and reduce motor vehicle movements through the city whilst ensuring the city remains accessible to all.







## The five themes to deliver a bright and sustainable future for Salisbury

Through public consultation and workshop discussions with the community, local businesses and stakeholders a significant number of considerations were identified. These have been distilled into the following five themes which form the structure of the CAF:

### 1. Creating people friendly streets

To make the central area a better place for people to move around safely, comfortably and in a more pleasant environment with reduced noise and air pollution and reduced greenhouse gas emissions; prioritising cycling, walking and public transport.

### 2. Improving open space and the environment

The delivery of a connected River Park through the city centre and improving connections between the existing green spaces to enhance leisure and enjoyment, while setting aside spaces for nature to flourish.

### 3. Creating vibrancy

Enabling spaces and premises in the city to adapt to uses which provide entertainment and experiences to residents and visitors in addition to the day-to-day retail, leisure and service offer.

### 4. Bringing out Salisbury's qualities

To enhance buildings and spaces to best showcase the unique and beautiful heritage of Salisbury.

### 5. Identifying character areas and their role in the city

Defining identity and purpose to the various parts of the central area to enhance their character and roles.

Together these five themes are united by the aims of delivering the following outcomes for Salisbury:

#### A city responding to the challenges of the climate emergency

Salisbury will be a city which is taking meaningful and urgent steps towards mitigating and preventing the impacts of climate change. The natural environment within the city will continue to be carefully managed to ensure the protection, enhancement and creation of new spaces for biodiversity. Flood risk to businesses and properties, elevated by advancing climate change, will be managed and reduced as far as possible. New developments at the riverside will embrace and celebrate the river frontage, whilst being encouraged to meet challenging low carbon building standards and integrating low carbon and renewable solutions wherever possible to mitigate emissions. The city will have improved air quality, safety, health and wellbeing as well as providing a greatly enhanced experience for pedestrians and cyclists and a growing reputation for being sustainable, responsible and environmentally-friendly.

#### A self-contained and affordable city

The city will provide greatly enhanced opportunities for people to live, work and meet their retail and leisure needs locally, thereby reducing commuting and carbon emissions. Salisbury will be a place where younger people can afford to live and want to stay. The city will benefit from the introduction of new activities that enhance the day-to-day retail, leisure and service offer including an

improved, diverse and vibrant evening economy that will support an increase in evening activity.

#### A city with a rich and diverse tourism industry and cultural offer

Salisbury will continue to provide an unforgettable experience to an increased number of tourists visiting and staying in Salisbury. There will be more things to do through a broadening of the city's entertainment and cultural offer.

#### A city with a thriving economy that encourages inward investment

Measures will have been taken to ensure that the city centre is resilient to changes in retail and leisure floorspace requirements. The city centre will be flexible and responsive to changing demands of the high street to ensure that it remains active and vibrant in the face of changing shopping habits.

#### A city that celebrates its rich heritage

There will be greater celebration of the city's rich heritage by showing it in the best light through revealing attractive building frontages currently hidden underneath poor later additions, removal of street clutter, sympathetic enhancements to public spaces, bringing empty buildings back into use and delivering attractive shop frontages.



## Relationship with other documents and strategies

The CAF provides an umbrella strategy, which will influence future projects and initiatives. In many areas it draws on existing strategies such as the following:

**The Future High Streets Fund application**, which includes ambitions for Fisherton Street and the station area in creating a better entrance to the heart of the city from the station;

**The Maltings and Central Car Park Masterplan**, which envisages the redevelopment of the existing Maltings area and Central Car Park to deliver a vibrant new neighbourhood, providing opportunities for city living alongside day and evening leisure activities set around an enhanced Cultural Quarter and a central River Park along the River Avon channel.

Other strategies and studies that have influenced the CAF include:

- the emerging Cultural Strategy
- the brand positioning of the city, celebrating Salisbury's traditions and the city's originality
- Salisbury Cathedral "An Exceptional Place" - Masterplan

## How will the Central Area Framework be delivered?

Each of the five themes highlighted above are made up of a number of projects and actions intended to achieve the outcomes for Salisbury as outlined above.

The recommendations in the CAF cannot be delivered by a single organisation. Some of the projects could be delivered in the short-term, while others may take longer. Delivery will be dependent on a range of different partners working together, including Wiltshire Council, Salisbury City Council, the Environment Agency, private sector representatives, and the community. The CAF is therefore based on partnership and consensus between stakeholders. Its recommendations have been informed by the views of the people of Salisbury which were sought through meetings, interactive exhibitions and face-to-face conversations, the result of which is a document that is for the city and its people.

The projects will be overseen by the Future Salisbury Place Board, comprising councillors from Wiltshire Council and Salisbury City Council, and representatives from Salisbury BID, Wiltshire College & University Centre Swindon & Wiltshire LEP and Salisbury Cathedral.





## 2 Introduction and purpose of the CAF





## 2 Introduction and purpose of the CAF

Salisbury is an internationally recognised city renowned for its iconic Cathedral and rich history which draws tourists from all over the world. It is a vibrant and successful city and a great place to live and visit.

During March 2018, Salisbury became the centre of a global news story that affected perceptions of the city and undermined confidence in it. Footfall was down 15.7% in 2019 against pre-incident levels in 2017. The UK's average decline in that same period was around 4.4%.

Since this event, Salisbury's people have been praised for their resilience and community spirit, to the extent that it was voted the best place to live within the UK (The Sunday Times, April 2019).

At the time of writing Salisbury, along with the rest of the world, is in the midst of the Covid-19 crisis. While the impact of the pandemic has delayed the work on the CAF, the shutdown and economic fallout has made the need to plan proactively for the city centre even more acute. It has accelerated the urgency to deliver the recommendations of the CAF in order to support Salisbury in its long term recovery. The plans and projects within the CAF form an essential part of Salisbury's bounce back from recent tragic events.

Through our analysis we believe that with the right interventions Salisbury can become an even better place - and this document provides Salisbury and its stakeholders a framework for achieving that.

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### Purpose

The CAF brings together the vision for Salisbury's long-term recovery and provides an umbrella strategy to make this happen.

The CAF has been developed in consultation with stakeholders and partners. It aims to be:

- visionary, to raise aspirations
- deliverable, setting out a route towards implementation and delivery
- complementary with the land use planning system
- flexible, to guide Wiltshire Council's response to unforeseen changes over time
- evidence based and rooted in commercial reality
- a platform for all partners.

The CAF is an evidence-based document that will inform Wiltshire Council's review of the Local Plan and Salisbury City Council in the preparation of their Neighbourhood Development Plan. In addition, it is a material planning consideration in the determination of planning decisions. In preparing the CAF regard has been given to relevant policies within the adopted Local Plan (Wiltshire Core Strategy and saved policies from the former Salisbury District Local Plan, and the National Planning Policy Framework.

By law, planning applications must be in accordance with the development plan, which includes the adopted Local Plan and Neighbourhood Plan unless there are material considerations that indicate otherwise. A summary of the relevant planning policy position for Salisbury's central area is set out at Appendix 2.

The CAF assesses opportunities for potential redevelopment sites based upon information already known by Wiltshire Council and supplemented by further assessment.

The CAF serves a number of purposes, including:

- recommending a portfolio of projects for the Council and its partners to take forward as and when funding and resource allocations allow
- informing discussions with potential investors and landowners over viable development opportunities
- influencing emerging policy and strategies
- providing a platform for partners to work together constructively.

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### Method

The CAF has been prepared in three stages:

#### 1 Listening and understanding the context

The CAF is based on a thorough understanding of Salisbury and its context, including a review of the plans, policies and strategies affecting the central area; site visits and walkabouts; spatial, socioeconomic and property market reviews; and stakeholder and community engagement. During the early stages, key stakeholders – notably statutory consultees and key stakeholders – were invited to discuss Salisbury's key strengths and weaknesses together with how these might be best addressed through the CAF. This stage in the process helped to form a baseline understanding of the city and its context, and establish how the CAF could build upon a variety of existing strategies for the city into a cohesive overarching plan for Salisbury's recovery.

## 2 Developing the CAF

Once information had been collected and analysed, key themes were developed alongside a series of projects (involving key sites and public realm) and interventions (more widely focused across the central area). These were tested as they evolved with both Wiltshire Council and stakeholders as well as assessed for economic realism. Key themes and appetite for change were tested through public engagement.

## 3 A framework based on engagement

An extensive engagement strategy was developed at the outset to keep all stakeholders, including Salisbury's communities, involved and updated. Further details about the two stages of public consultation can be found in the CAF Consultation Reports available on the council's website. To give an overview, the following events took place throughout the programme.

- Steering group meetings with officers from various departments within Wiltshire Council.
- Meetings with Wiltshire Council elected Members. Members were engaged at both Area Board level within Salisbury and at Cabinet level.
- Meetings with Salisbury City Council.
- Stakeholder workshops, including with the Environment Agency, Historic England, the Salisbury Civic Society, the Salisbury Area Greenspace Partnership, Salisbury Business Improvement District, Wiltshire College, Network Rail, the NHS and Wessex Water amongst many others.
- One-to-one conversations with landowners, developers and commercial agents.

- Public exhibitions and drop-in sessions to allow the general public to see and comment on ideas and proposals.

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## Relationship to other documents and strategies

The CAF provides an umbrella for future projects and initiatives in Salisbury's central area. It draws on existing strategies and will influence future plans. The relationship between this document and other documents is explained in Appendix 1, and is briefly summarised below.

**Fisherton Gateway Project:** Funding is being sought from the Future High Streets Fund and other sources to deliver an improved entrance to the heart of the city from the station. This will make the most of the variety and vibrancy created by the businesses and activities in Fisherton Street whilst also improving the public realm and the spaces along Fisherton Street.

### The Maltings and Central Car Park Masterplan:

The CAF provides a strategic overview of the ambitions set out in the masterplan, which envisages the redevelopment of the existing Maltings area and Central Car Park, to deliver a vibrant new development with a significant frontage to the River Avon, providing opportunities for city living alongside daytime and evening leisure activities set around an invigorated Cultural Quarter.

**Salisbury Neighbourhood Development Plan:** At the time of writing Salisbury's Neighbourhood Development Plan (SNDP) is being prepared by Salisbury City Council. It is expected that the land use principles and initiatives set out in the CAF will be taken forward within the SNDP.

Other strategies and studies that have influenced the CAF include:

- the emerging Cultural Strategy
- Salisbury Transport Strategy
- The Wiltshire Employment Land Review
- the emerging marketing and branding strategy intended to reposition Salisbury and alter recent perceptions of the city for the better
- Salisbury Cathedral "An Exceptional Place" - Masterplan.

In turn, the CAF may feed into planned and emerging workstreams including:

- retail and leisure assessment
- Local Cycling and Walking Infrastructure Plan
- the Environment Agency and Wiltshire Council's collaborative proposals for Salisbury River Park
- redevelopment of The Maltings and Central Car Park.

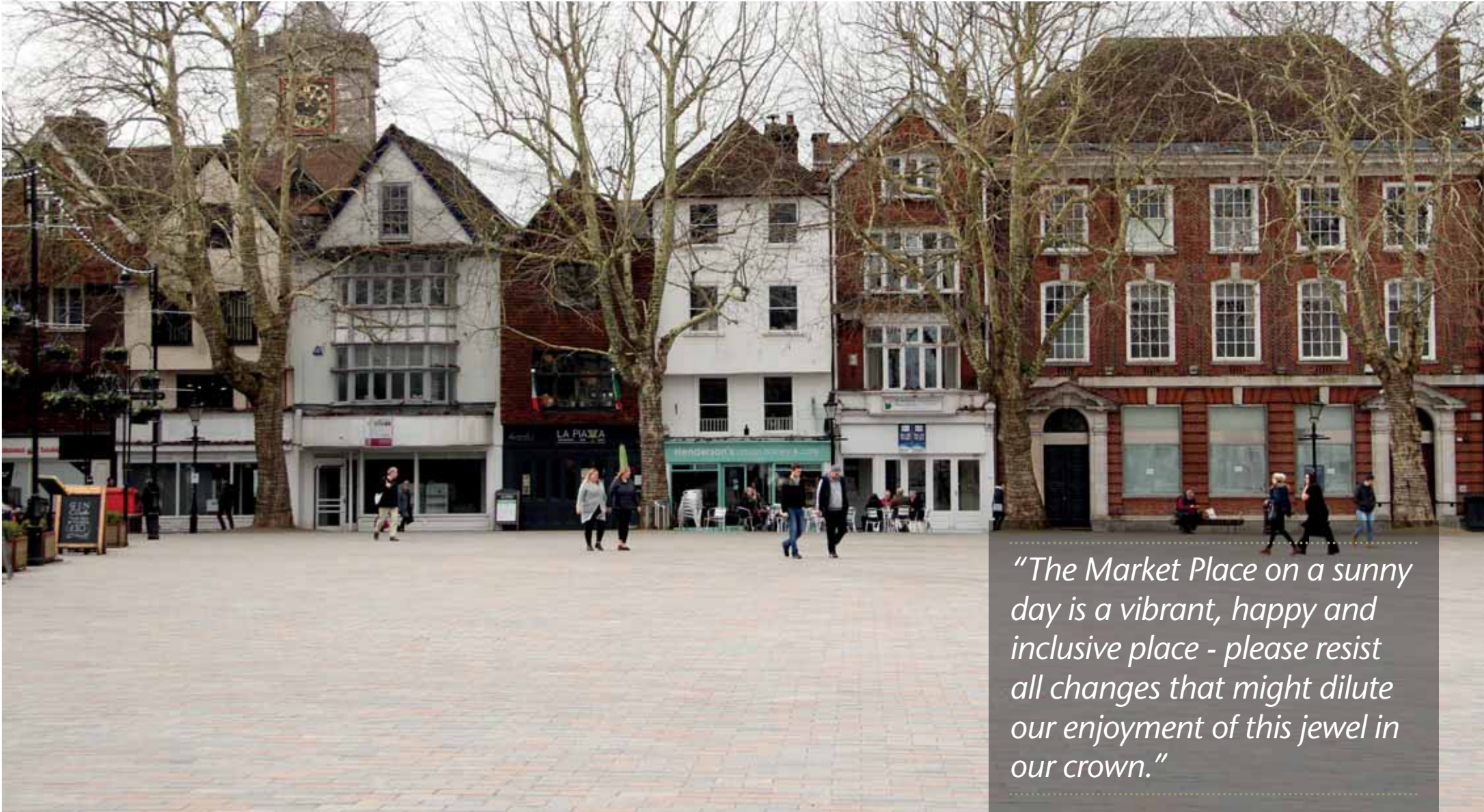
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*"I love living and working in Salisbury and hope to see more people moving to the area."*

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### 3 About Salisbury: Context, opportunities and constraints



*"The Market Place on a sunny day is a vibrant, happy and inclusive place - please resist all changes that might dilute our enjoyment of this jewel in our crown."*

### 3 About Salisbury: Context, opportunities and constraints

Salisbury is a remarkable and quintessentially English Cathedral city with a market-town feel. The settlement received a city charter in 1227, set on a medieval grid system and defined by routes and watercourses, it has been attracting visitors and tourists for centuries.

It has a resident population of around 47,000 and sits in the Wiltshire countryside at the confluence of five rivers and to the north-east of Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty. It is close to Stonehenge and to other sites marking the early human landscape. Iconic and internationally renowned, the Cathedral, Stonehenge and Old Sarum have ensured that the city retains a busy and vibrant atmosphere despite its relatively small size. With the population swelled by visitors at all times of the year, the attractions are supported by a year-round cultural and arts programme.

Salisbury is the principal settlement in south Wiltshire. There are 17,850 Salisbury residents in employment, with about 2,200 working (out of the total 15,600) at the regionally-significant employment sites of Porton Down and Boscombe Down along the A303 corridor. Salisbury fulfils an important function in attracting and retaining employees within the sub-region, to support the growth of these sites. The Salisbury NHS Foundation Trust is a significant local employer and has ambitious plans to develop the Salisbury District Hospital site, working with education, research and technology to create a truly 21st-century healthcare centre.

The city is well connected by road and rail, being approximately 20 miles from Southampton, 30 miles from Bournemouth and 40 miles from Bath.

Salisbury City Council covers the administrative area of the city and is responsible for a number of the city's assets and green spaces, as well as running a variety of events and markets.





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## Strengths

Salisbury is a city with a large rural hinterland. Salisbury performs three key economic functions: being a centre in its own right, employing around 20,000 people of which around half are highly skilled; providing amenities to serve residents from elsewhere in the sub-region; and being a significant centre for the tourism industry. Within this second role, a more vibrant Salisbury would meet the needs of residents within south Wiltshire, with an improved ability of businesses to recruit personnel who would be willing to move into the sub-region.

Salisbury is a medieval city which benefits from a centrally located Market Place hosting a twice-weekly Charter Market and a variety of other events. The city's historic townscape and large number of independent businesses gives the city its high quality market town character. The landscape setting amongst surrounding rivers, water meadows and hills further add to the city's unique character and appeal.

Salisbury has a burgeoning arts and creative community that provides a strong and positive basis from which to develop and widen its appeal.

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*Salisbury is the largest retail centre in Wiltshire, with around 740,000 sq ft of non-food retail / service floorspace and 100,000 sq ft of food floorspace in the city centre. There is an additional 400,000 sq ft of retail floorspace in the city's out-of-centre locations.*

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## Opportunities

Those who live and work in Salisbury's central area are twice as likely to walk to work than drive, thanks partly to the scale of the city. The whole of Salisbury is accessible within a 15-minute cycle ride and five Park and Ride facilities (with electric charging points) exist on the edge of the city. Together, this provides the opportunity to emphasise the central area's streets away from private car usage and towards an environment that encourages use of other transport modes, particularly walking and cycling. Encouraging modal change to get more people to walk, cycle and use public transport (including the existing Park and Ride) can help alleviate congestion and create a more sustainable and prosperous city centre.

Whilst compact and fine grained, the central area contains significant development opportunities at the Maltings and Central Car Park in the short to medium term, and around the railway station in the long term. These sites offer scope for new leisure and cultural facilities, modern office development and additional housing. If brought forward, these opportunities, could strengthen the local economy and enhance the character of Salisbury's central area.

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*Salisbury's **water meadows and chalk streams** are a **unique environment** in the UK. Protected **Salmon** use the river in central Salisbury.*

The State of England's Chalk Streams, (WWF 2014)

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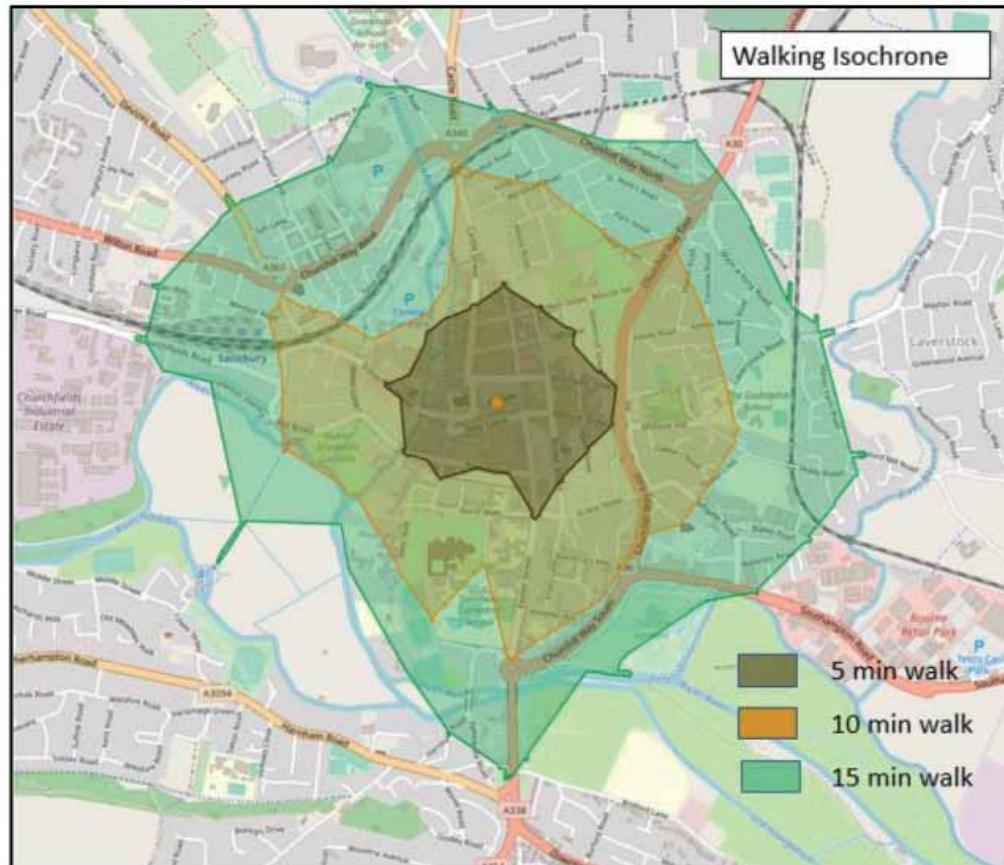
View of Salisbury Cathedral from the Water Meadows



Salisbury Christmas Fayre

Open spaces, parks and underused land within the central area provide potential opportunities to enhance biodiversity create more attractive and better connected green infrastructure. Wiltshire Council is working in partnership with The Environment Agency to improve Salisbury's flood resilience and opportunities for biodiversity in and around the River Avon that passes through the central area.

Responding appropriately and managing flood risk, and providing betterment to the ecology of the internationally designated watercourses are paramount, and the recreational, health and wellbeing advantages of waterside open space is also widely acknowledged. New development should embrace opportunities to improve access to the river environment for leisure, attractiveness and biodiversity, moving away from the historic tendency to turn its back on the rivers.



.....  
*Those who live and work in Central Salisbury are twice as likely to walk to work than drive.*  
.....





## Constraints

Tourism in Salisbury tends to centre on the Cathedral and the city's proximity to Stonehenge, with less significance given to the city's other attractions. Salisbury's hotel and hospitality offer is currently limited, which serves to suppress the potential economic benefits of tourism. Many tourists only pass through Salisbury on their way to other destinations and few stay longer than a day. This is partly due to a limited range of accommodation, evening activities and restaurant choice and the lack of knowledge and provision of information on Salisbury's qualities and offer. The impacts of these shortcomings extend to both visitors and residents.

Salisbury's central area has a retail catchment area that competes with Winchester and the much larger centre of Southampton. The city retains a high proportion of expenditure from its own residents, although many of the larger floorplate retail stores are outside of the central area, in out-of-town retail parks. The hierarchy of retail streets and location of shopping centres and anchor stores are not immediately evident to shoppers through way-finding, signage and streetscape.

The Wiltshire Employment Land Review published in 2018 forecast the need for between 8,400 and 23,700 sq m of new office floorspace in Salisbury to support economic growth from 2016 to 2036 (market driven and public policy scenarios, respectively). However, it was also noted that viability of speculative office development was poor across the study area, and pre-let development was only viable in certain strategic locations (including Salisbury). Speculative development is rare and employment sites tend to only come forward where the buildings are owner-occupier driven or the developers have secured a pre-let.

*Salisbury city centre only captures 31% of comparison expenditure from its wider catchment area*

Experian, 2018

*Up to 2018, most new residential buildings in the Central Area have been predominantly for retirement apartments, with average prices around £325,000, which is 11 times the average annual salary in Salisbury*

*Average spend per domestic day visit in Wiltshire is around £26, lower than Hampshire and Bath (£29) and North East Somerset (£30), and visitors are significantly less likely to stay for a meal (7% versus 20% and 13%)*

ONS (2015) Sub-National Tourism: A spatial classification of areas in England and Wales, 2011 to 2013



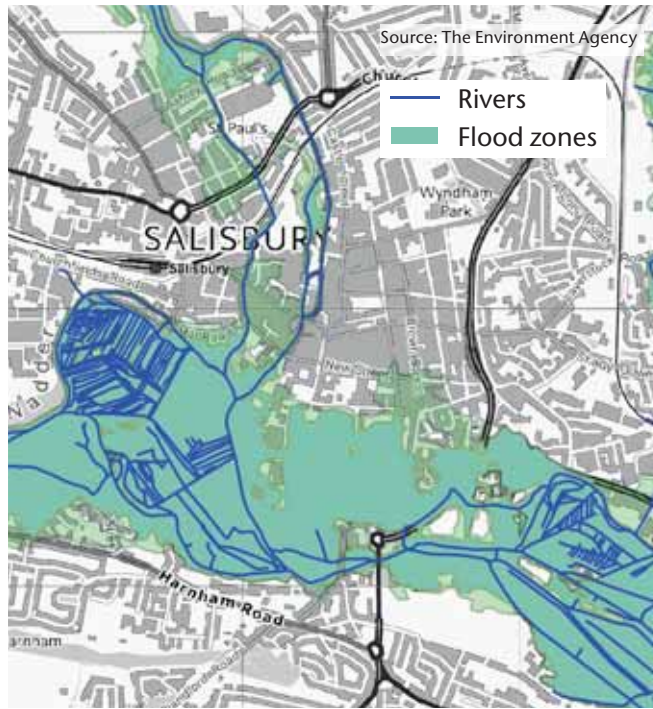
Housing remains unaffordable for many, with the ratio of earnings to house prices – at 11:1 – higher than both the national and Wiltshire average.

Salisbury's urban form presents barriers to movement, many of which have been put in place as a means of avoiding damaging the city core. Both the railway and the main through road – the A36 – skirt the central area to the north. In doing so, they create a barrier between the central area and the residential communities beyond. Existing subways, footpath bridges, roundabouts and tunnels are often not attractive to people walking and cycling. Pedestrian crossing points can be rare and the cycling and walking network is poorly integrated and way-marked. To the south, the ease of movement is somewhat restricted by the natural setting of the water meadows and rivers. Bridge crossings are limited and access on foot or by bike can be indirect. These barriers impact upon public transport services.

Physical and visual barriers make it seem as if distances are further than they actually are, while traffic discourages cyclists and pedestrians. Walking and cycling to and through the centre can be perceived as difficult because of the poor public realm, narrow footpaths and poor way-finding. Existing way-finding is often cluttered amongst uncoordinated street furniture and A-boards. There is a lack of infrastructure for people to sit, dwell, meet and spend more time in the centre.

As well as providing access to the city, the A36 is a strategic route between Bath and Southampton. It often becomes congested, and anecdotal evidence suggests that local people avoid the A36 by using detours through the city centre. This contributes to congestion, air pollution and noise pollution in the central area, and much of the city centre is located with an Air Quality Management Area.

Salisbury is a city at the confluence of rivers, and as such large parts of the city and its surroundings fall within the flood plain.



Salisbury's rivers and areas at risk of flooding.



Existing subway.



Walkway adjacent to River Avon.



Street in Chequers area dominated by cars.



Uncoordinated street furniture and signage undermine the quality of the High Street.



## 4 Objectives for the central area of Salisbury





## 4 Objectives for the central area of Salisbury

The following objectives have been identified for Salisbury's central area. These overarching objectives set the context for the recommended projects and initiatives that are set out in the following chapters.

The central area of Salisbury will:

- 1 **Connect with Salisbury's landscape setting, create opportunities for wildlife, and enhance public engagement with the rivers and water meadows.**
- 2 **Provide employment opportunities and housing choices that are affordable and particularly appeal to working age people.**
- 3 **Offer an attractive built environment where historic buildings, high quality architecture and public realm complement each other – and new buildings and spaces express the city's unique character.**
- 4 **Provide space for creativity and culture and encourage innovation.**
- 5 **Meet the day-to-day needs of residents and workers of all ages.**
- 6 **Enable a rich and varied experience for visitors so they stay for longer and return.**
- 7 **Nurture businesses, entrepreneurs and artisans so that they can contribute to the city's success and vibrancy.**
- 8 **Prioritise places and spaces for pedestrians, cyclists and public transport over private cars, promoting active lifestyles, healthy living and sustainable connectivity.**

These objectives are united by the golden thread of tackling climate change.

*“Looking to the future means, yes, addressing climate change but so much more. Salisbury city centre should support a zero carbon lifestyle for residents, workers and visitors, including energy use (and production) and transport options.”*

## 5 Central area-wide initiatives





# 5 Central Area-wide Initiatives

This initiative meets the following objectives

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The CAF sets out a range of recommended initiatives, which are grouped under the following themes:

- **Creating people-friendly streets:** projects and interventions that encourage walking and cycling.
- **Improving open space and the environment:** creating a River Park.
- **Creating vibrancy:** temporary or interim uses and activities in the city.
- **Bringing out Salisbury's qualities:** introducing planning guidance and direct Council action.

These recommended initiatives should be taken forward to achieve an effective recovery in the central area of Salisbury. Some can be delivered quickly whereas other may take longer. Others are dependent on funding being identified and/or sufficient resources being allocated to enable their effective delivery.

## Initiative: Creating people-friendly streets

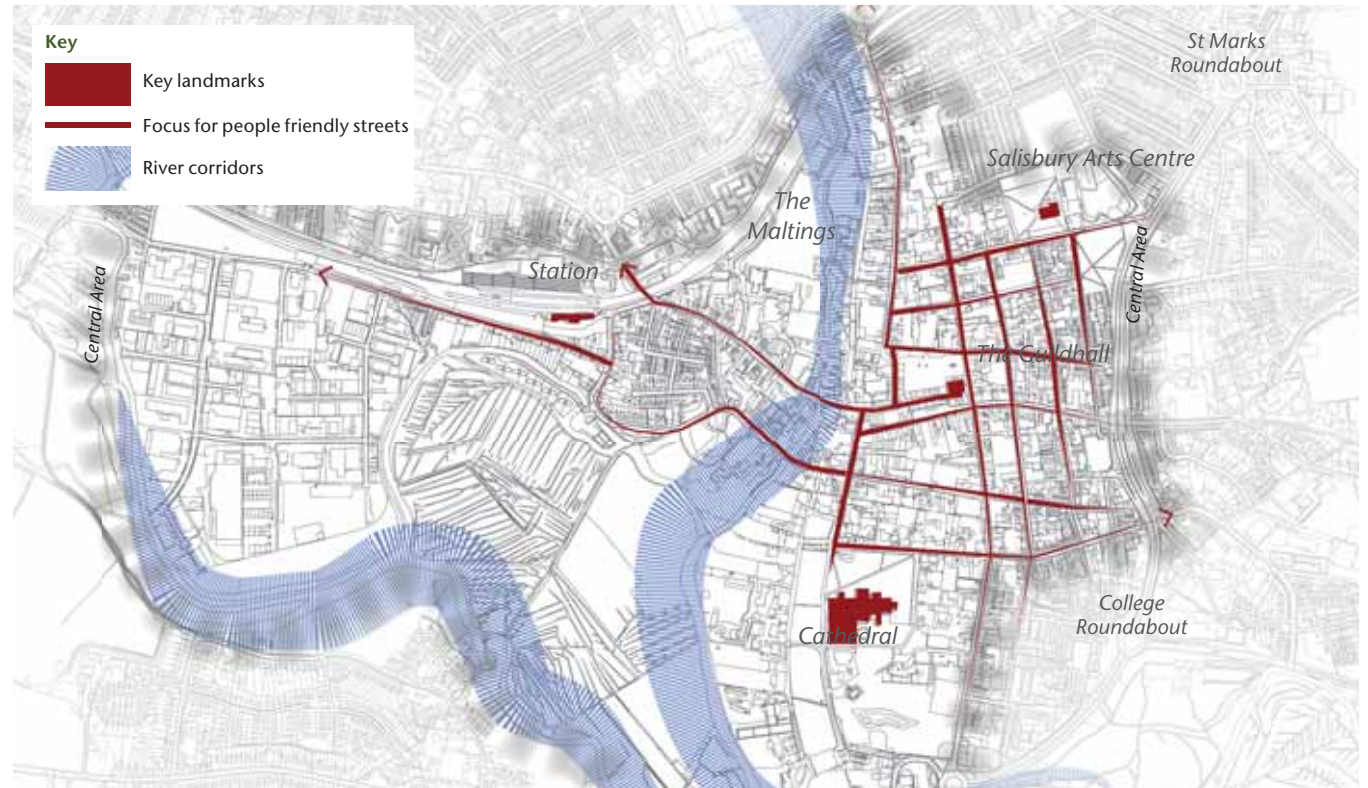
An overarching theme of the CAF is to make the central area a better place for people to move around safely, comfortably and in an environment with reduced noise and air pollution; all feeding into and supporting the golden thread of this document: responding to the climate emergency.

Creating a safer and more attractive environment for pedestrians and cyclists, while discouraging the private

car will help to support active and sustainable travel and therefore reduce emissions in the city centre.

In order to achieve this, the emphasis should be changed from vehicular movements towards supporting public transport, cycling and walking.

People-friendly streets means providing a positive, safe and comfortable environment for walking and cycling. It encourages a modal shift, allowing more people to choose modes of active, emission and pollution free modes of travel such as walking, cycling, or using public transport, rather than using a private vehicle.



The city's principal streets and routes will be the focus for creating a people-friendly city.

*"As a pedestrian and cyclist in the city centre I am very intimidated by the traffic; cars dominate the city causing stress, physical hazards and air pollution."*

Rebalancing the city in favour of pedestrians and cyclists has many positive benefits for the economic, cultural and environmental vitality of our urban centres:

- Improved air quality
- Improved health and wellbeing
- Improved economics and opportunity to attract business and investment from associated increases in footfall and dwell times and reduces the carbon footprint of the city.

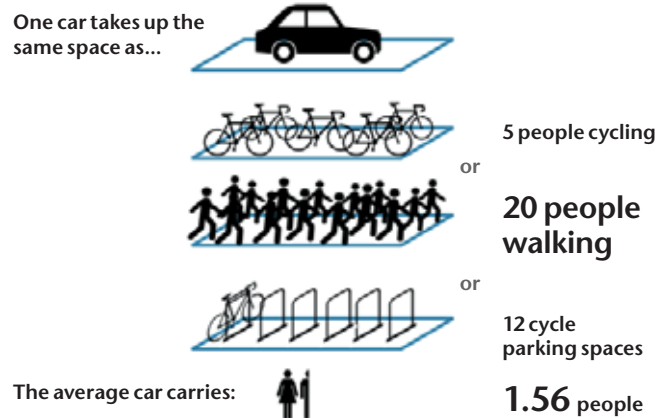
High streets and urban centres are more likely to thrive if people find it more attractive to walk and cycle to them. This applies to residents as well as visitors, who are more likely to have a positive experience and return or tell others about it, thereby bringing more people to the city. Public realm improvements which benefit walking and cycling can increase retail sales by up to 30 percent (Transport for London).

Improving the pedestrian environment and altering travel behaviour in Salisbury requires both gradual and radical changes, but it can be achieved over time and in careful consultation with residents and the business community. Introducing these changes needs to be done incrementally, allowing the community, businesses and other stakeholders to adjust and change at a pace that protects the current economy while new infrastructure is delivered and a change in culture and travel behaviours can take root.

The staged evolution of movement in the city centre needs to take careful consideration of the need to maintain access and service requirements, e.g. for buses and shop deliveries.

The overarching theme of creating people-friendly streets brings together a number of projects and initiatives. These include:

- utilising Park and Ride facilities
- consolidating car parking
- defining a street hierarchy
- improving the public realm
- improving walking and cycle routes
- working closely with public transport providers to improve services.



### Utilising Park and Ride facilities

Salisbury is in the enviable position of having five Park and Ride facilities on its periphery, providing a total of 2,300 car parking spaces. Some years ago Wiltshire Council invested significant amounts of funding into these facilities, with the aim of reducing car movement within

the central area. However, the Park and Ride system is not working as intended for a number of reasons. On-street parking and surface car park provision in the city centre has not been reduced as was originally planned, making the Park and Ride sites less attractive. There is a lack of awareness that Beehive and Wilton Park and Ride services run in the early mornings and late evenings. Late-running services to London Road and Britford do not directly enter the sites, and there is no late service to Petersfinger.

More people opting to travel to the city using the Park and Ride services would result in a reduction in vehicle related emissions in the city centre. One full bus can eliminate around 75 car journeys.

Other cities such as Oxford and Cambridge have made their Park and Ride facilities work successfully. In the case of Cambridge this worked in tandem with reduced city centre parking and access measures, where the city-centre is closed to road traffic between 10am and 4pm on weekdays. Certain roads are closed to traffic other than buses and taxis and some exempted vehicles. These restrictions are controlled in places by rising bollards.

The following issues at Salisbury need to be addressed to make sure visitors and those living in the hinterland make better use of the Park and Ride and cease to drive into the central area:

- Improve signposting, so that visitors are directed towards the Park and Ride as a first choice.
- Reduce the availability of car parking within the central area and improve the comparative advantage of using the Park and Ride services.



- Improve operating hours of the Park and Ride services, to reflect working hours and extend hours into the evening, supporting the evening economy, and consider the feasibility of operating Sunday services.
- In the short term, raise awareness of the availability of Park and Ride and bus services to ensure visitors are aware of this cost-efficient, sustainable opportunity.

Current usage of the Park and Ride is low and the Salisbury Transport Strategy has identified difficulties with extending the Park and Ride bus services due to the ongoing requirement of revenue funding at current usage. There is, however, a realistic possibility that late-running and early- morning bus services become financially self-sustaining once city centre parking is reduced and private vehicle movements curtailed in certain locations or at certain times.



Park and Ride locations.



Existing entrances to Culver Street car park require improvements to make it safer and more attractive.

## Consolidating car parking

One way of reducing the prominence of cars within the central area is to rationalise car parking. The historical approach of providing relatively inexpensive car parking stock to meet rising demand has three main disadvantages:

- It uses up valuable land which could be used for other purposes, e.g. housing, retail and employment.
- It encourages people to use their cars, leading to increased traffic flows, congestion and increased CO2 emissions, creating a less healthy environment for pedestrians.
- It often requires Councils to subsidise the cost of providing and managing parking facilities if taking into account business rates and alternative uses.

Existing car parks within the central area are fragmented and located in many different locations, including 154 on-street spaces with maximum stay of one hour (excluding disabled bays) and other parking spaces scattered throughout the area. This leads to drivers traversing the city centre in search of a parking space, adding to congestion and air quality issues. Consolidating parking in fewer locations in proximity to the city centre would reduce traffic within the central area.

The CAF proposes to rationalise car parking into fewer, better signposted locations, notably in the proposed Maltings development and Culver Street car parks, which are accessible from the A36 and within a 5-8 minute walk to Market Place.

Culver Street car park is currently underused, due to the perceptions that:

- a) it is too remote from the central shopping area
- b) it is unattractive and perceived to be unsafe.

In light of the above, this CAF proposes to:

- improve the approaches and entrances from Gigant Street and Culver Street, lighting and general environment within Culver Street car park to improve safety and make it more attractive for people to use
- signpost and enhance the routes between Culver Street car park and the Market Place, through public realm improvements and signage.

Following improvements to Culver Street, it is proposed that opportunities for the redevelopment of Salt Lane and Brown Street car parks are explored. These two sites are identified in the Wiltshire Core Strategy as brownfield development opportunity sites that could contribute to housing delivery in the city. As part of this process, it will be necessary to understand the extent and needs of residents' parking, and potential options including the expansion of Salisbury's car club.

Prior to any redevelopment of Salt Lane and Brown Street car parks a study should be undertaken to determine the city's overall parking requirement. As part of this, it is recommended that on-street parking within the central area is reduced to enable the delivery of people-friendly streets, whilst retaining sufficient spaces for Blue Badge holders and those with mobility issues.

.....  
*"The council should also look into building bus lanes along certain routes into the city, such as Exeter Street and Castle Street. These would make Park and Ride use more attractive, as they would cut journey times."*  
.....

## Defining a street hierarchy

Salisbury currently lacks a clear street hierarchy. Many streets within the central area have a similar geometry, traffic volumes and function. Clearly defined street hierarchies can help manage traffic flows and speeds as well as assist people in finding their way around, and can help frame and celebrate a place.

The CAF recommends a review of the street network to identify a hierarchy that is focused on people walking and cycling within the central area as well as the needs of vulnerable road users. This street hierarchy should, where appropriate, make full use of the different types of streets identified by the Chartered Institution of Highways and Transportation, which are described in more detail on the following page.

The street hierarchy will consider important destinations, such as Market Place and Salisbury Arts Centre, main retail anchors (e.g. Old George Mall), transport nodes (e.g. Salisbury station and car parks), and cultural places (e.g. Salisbury Playhouse and City Hall) as well as the needs of public transport, pedestrians and cyclists.



### What you told us:

*"I think Salisbury city centre really needs to prioritise pedestrians and remove cars from key streets around the Market Place but I am concerned about retaining accessibility for those with limited mobility and maintaining a reasonable level of access for those using buses."*

### Our response:

Wiltshire Council has commissioned a Transport Accessibility study which will look at all transport modes, including public transport and essential parking facilities for Blue Badge holders.



### Pedestrianised streets

Pedestrian-only access (potentially with the exception of cyclists).



### Pedestrian prioritised streets

Pedestrians feel that they can move freely anywhere and where drivers should feel they are a guest.



### Informal streets

Streets where formal traffic controls are absent or reduced (signs, markings and signals). There is a footway and carriageway, but the differentiation between them is typically less than in a conventional street.



### Enhanced streets

Where the public realm has been improved and restrictions on pedestrian movement (e.g. guard rails) have been removed but conventional traffic controls largely remain.



## Improving the public realm

As part of the process of defining a clear street hierarchy, suitable streets and spaces that would benefit from public realm improvements should be identified. Investment in the public realm has capital and ongoing revenue implications, and therefore improvements are likely to be incremental in nature as and when capital funding is obtained. Public realm infrastructure improvements will also need to be low maintenance to minimise financial burden. Public realm proposals should be informed by Sport England’s Active Design and other guidance and follow these high level principles:

- Reduce car dominance and reallocate carriageway and parking space.
- Create more space for pedestrians.
- Design and implement high-quality public realm proposals at key locations.
- Improve the quality and frequency of crossing facilities.
- Consider and accommodate the needs of cyclists.
- Adopt a central-area-wide material strategy to ensure consistency across the central area.
- Where applicable, prepare a design code which has a palette of materials to reinforce the sense of place.
- Integrate sustainable urban drainage and soft landscaping where appropriate.

## Improving walking and cycle routes

Salisbury is of a size that would allow many of its residents and visitors to either walk or cycle into the central area. Wiltshire Council endorses the initiative to seek to introduce an electric cycle hire scheme which would encourage visitors to cycle. Unfortunately, many of the routes are currently unattractive or fragmented with inconsistent surface treatments, thereby not creating an attractive and safe alternative to car usage.

The CAF recommends Wiltshire Council should:

- implement the detailed review of the cycle network, identify a network that is convenient and safe and deliver physical improvements to the cycle environment
- provide improved cycle parking in key destinations, such as the station and throughout the central area
- upgrade and improve the pedestrian underpasses and bridges across the A36, with lighting and public art.

Particular routes to focus on are:

- north-south route alongside the River Avon, through the central area connecting the meadows in the south and the leisure centre and beyond through the Avon Valley to Old Sarum
- between the station and the central area, alongside Fisherton Street
- between Wiltshire College and the central area
- Culver Street car park to Market Place
- Market Place to Salisbury Arts Centre
- strategic routes from the surrounding residential areas into the central area.

In addition to the above routes that are directly connected with the central area, cycle and public transport routes to and from employment areas in the vicinity should be improved, to strengthen connections.

## Working closely with public transport providers to improve services

The CAF recommends that as part of the package of interventions to deliver people friendly streets that Wiltshire Council should ensure that public transport providers continue to be engaged and involved in this process. This may include:

- working with local bus providers to extend services, for example delivering a more seamless bus/rail interchange at Salisbury station
- working with the rail operators to improve the experience of arriving or leaving Salisbury by train by improving the public realm around the station
- working with tour bus operators to improve the experience for tourists catching the Stonehenge tour bus from Salisbury station
- working with tour bus operators to enhance the coach park area, as part of the wider development of the River Park.

The following actions are recommended to deliver the CAF theme: People Friendly Streets	
Key Actions	Partner responsible
Deliver people-friendly streets in selected city centre locations.	Wiltshire Council
Develop the street hierarchy, detailed design code and detailed proposals	Wiltshire Council / Salisbury City Council
Consult on detailed proposals	Wiltshire Council / Salisbury City Council



**Initiative:**  
**Improving open space and the environment**

Looking after the city's natural environment, restoring the river and riparian habitat and wildlife of the River Avon SAC, reducing the likelihood of flooding and ensuring the city is resilient to the effects of climate change are key considerations in the planning for the city's open spaces.

Creating and maintaining high quality open spaces also has knock-on positive impacts to health and wellbeing, and can increase footfall with benefits to the local economy.

The CAF recommends a series of initiatives to enhance public engagement with the city's rivers and meadows. This includes through improvements to the footpaths and cycleways, improved way-finding to the rivers, and encouraging future developments to face and engage with the rivers edge.

The principal project under the 'Improving open space and the environment' initiative is the delivery of a River Park.

The River Park will be a connected green corridor through the city centre, improving connections between the existing green infrastructure network. A long-term aim is to be able to walk from Old Sarum to the Cathedral with no (or minimal) road crossings. The River Park will connect the Fisherton Recreation Ground north of the city to the water meadows and Queen Elizabeth Gardens in the south. This River Park will follow the River Avon channel and its margins.

*This initiative meets the following objectives*

- 1
- 3
- 8



The CAF seeks to establish a connected green corridor improving connections within the existing green infrastructure network.



Photographs illustrating the type of open spaces and environment activities envisaged.

The River Park will include riverside land within the Maltings and Central Car Park, and connect this with other fragmented areas of riverside public space to the north and south.

The River Park is to become a green focus within the heart of Salisbury. It will provide a central north and south pedestrian/cycle route, a space for community activity and a place to enjoy the riverside. It will also provide an opportunity for significant biodiversity gain within the central area, including additional tree planting and space set aside for wildlife. Delivery of the River Park will present opportunities for carbon storage through tree planting and other vegetation.

Through the Maltings and Central Car Park area the River Park will deliver multiple benefits, including flood mitigation; leisure and recreational uses; and environmental improvements to benefit local ecology.

Land ownerships alongside the rivers are fragmented and delivery of the River Park will rely on collaborative working between a number of stakeholders.

**The following actions are recommended to deliver the CAF theme: Improving Open Space and the Environment**

Key Actions	Partner responsible
Work with the Environment Agency, Natural England and other key stakeholders on the delivery of the River Park.	Wiltshire Council / Salisbury City Council
Review land ownerships and legal titles for all land alongside the River Avon and assess mechanisms to deliver the strategy.	Wiltshire Council
Identify opportunities for increasing accessibility to the riverside.	Wiltshire Council / Environment Agency
Identify funding.	Wiltshire Council / Environment Agency
Develop a tree planting strategy alongside the river enhancement strategy.	Wiltshire Council / Salisbury City Council



**Initiative:**  
**Creating vibrancy**

The role of town and city centres is changing as shopping habits evolve, and there is a need for the traditional retail focus on the city centre to adapt in response to this to avoid becoming derelict. Providing one-off experiences is a means of ‘creating vibrancy’ which can help draw people into the city centre for reasons other than retail, which in turn supports the livelihood of the city centre economy.

Creating vibrancy – having a range of different activities available – is an important theme, particularly in relation to attracting and retaining young people. Drawing younger people to the city will create a more resilient community and help to support a wider economy within the city, including a vibrant evening economy. This would also help to support and expand the city’s tourism industry.

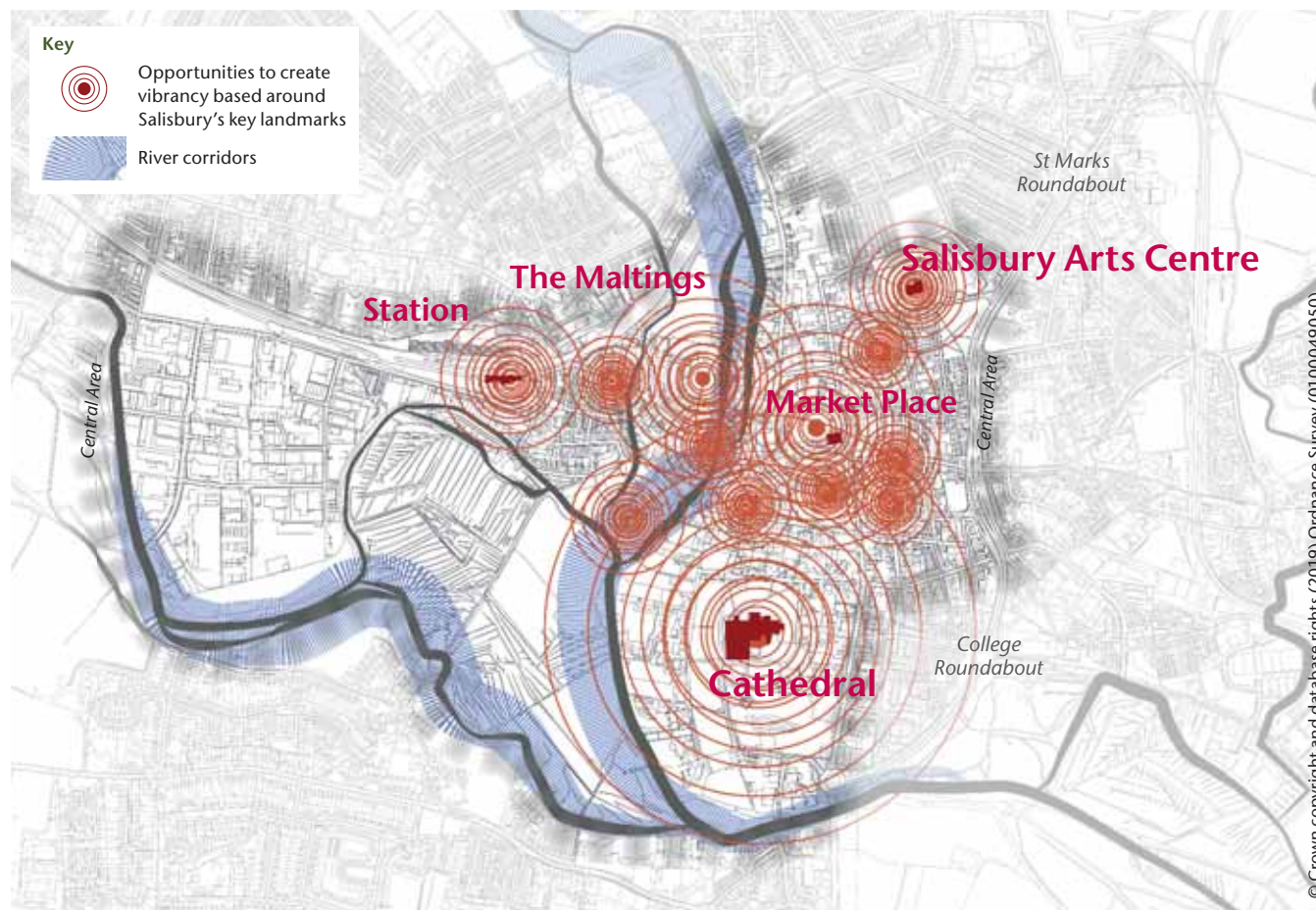
The following initiatives are proposed within the CAF to increase vibrancy within the central area:

- Improve the supply of homes for young people and households with lower incomes.
- Improve and protect the evening and night-time economy.
- Accommodate changes in retail and leisure floorspace requirements.
- Encourage ‘meanwhile uses’.
- Actively seek to identify and embed low carbon solutions and renewable energy options wherever possible within the development opportunities relating to the CAF.

*This initiative meets the following objectives*

- 2
- 4
- 5
- 6
- 7

*“Love living and working here. However it has become bland and needs a bit of an injection of fun.”*



The diagram above shows concentration of activities within the central area. Activities should maximise the potential of Salisbury’s existing assets, including the Cathedral, the arts and the Market Place.

## Improve the supply of homes for young people and households with lower incomes

In Salisbury the affordability ratio of median house prices to median workplace earnings is around 11:1, higher than the national and Wiltshire averages. This disproportionately affects younger people and those working in low paid sectors such as retail, social care and hospitality – as well as those with high commuting costs. Unless measures are taken to encourage the provision of homes for younger, economically active people within the historic core of Salisbury, the city may struggle to attract and retain a skilled workforce and develop its retail and leisure offer in future.

A large percentage of recent housing developed within the central area is positioned to appeal to older people through characteristics such as size, configuration, and specification – often with prices out of reach for younger people. Only some types of housing for older people are differentiated by the planning system (some fall under the use class “C3: General Housing”), making it difficult for the planning system to control.

The CAF identifies character areas, these are explained more fully in the next section. Some of these, such as the The Maltings and Cultural Quarter and the railway station area lend themselves for housing that appeals and caters for the needs and budgets of younger people. By building apartments to a contemporary specification, development can be directed towards the younger and economically active population. Apartments could cater for shared lettings e.g. two equally-sized double bedrooms both with an en suite but a shared lounge/kitchen area.

Where Wiltshire Council is taking an active role in delivery, it should consider opportunities to deliver homes that appeal to young people and households

with lower incomes in appropriate areas, subject to viability. When procuring partnerships with the private sector, contribution to this objective should be one of the evaluation criteria.

## Improve and protect the evening and night-time economy

A vibrant evening and night time economy is essential for any successful central area. There are a wide variety of uses and activities associated with the evening and night-time economy, and to cater for a resilient and varied community a wide range of needs should be accommodated for. This may range from family restaurants to fine dining, from pubs and wine bars to nightclubs and music venues. It is recommended that Wiltshire Council, Salisbury City Council and Salisbury BID work together with stakeholders from the food, drink, arts & culture, entertainment, and public transport, night-time economy sector to develop and implement a strategy for the evening and night-time economy.

When considering planning applications for evening economy uses, potential conflicts need to be acknowledged between providing homes in the centre and the desire to cater for a vibrant central area with varied evening economy that attracts and retains a skilled working age population. The character areas that lend themselves to evening economy activities are identified in the next section.

Licensing policy has a role to play in promoting high standards of management to ensure businesses operate responsibly and provide a safe, welcoming and varied environment for all.

## Accommodate changes in retail and leisure floorspace requirements

Wiltshire Council’s 2015 Town Centre and Retail Study indicates a significant retail floorspace requirement for Salisbury over the period to 2026. However, retail requirements are currently in flux as multiple retail operators attempt to refine their business models to overcome difficulties presented by changing consumer habits and logistics and distribution methods largely brought about by technological changes. The long-term impacts of Covid-19 on shopping habits and the retail economy are currently unknown, but there is an expectation that this is likely to place further pressure on existing businesses in the city centre.

Economic development policy has targeted diversification of uses within service centres, and analysis by the Office for National Statistics shows increasing demand from non-retail businesses in service centres since 2012 (in terms of units, albeit not in terms of floorspace). These non-retail businesses will inevitably have different requirements in terms of size, configuration and location. However, these requirements – and how they might be accommodated within the central area – need to be identified.

Wiltshire Council is in the process of updating its retail and leisure evidence base to take account of the trends described above, which will reflect future uncertainty, as



Armed Forces Day evening event, Salisbury.



well as taking account of the wider proposals within the CAF.

The CAF aims to strengthen the primary roles of the character areas identified in Section 6, define a street hierarchy, and deliver new movement routes across the central area – as well as delivering major opportunity sites such as the Maltings and Central Car Park and the railway station area. These changes may shift existing and future floorspace requirements geographically within the central area, irrespective of whether there is a net change in floorspace overall.

Greater sales densities may be achievable through reconfiguration of existing floorspace. Greater planning certainty and faster decisions to those wishing to subdivide or combine premises – as well as those wishing to change from retail to another non-residential use that contributes to the vibrancy of the central area – could be achieved through mechanisms such as Local Development Orders.

Where delivering new retail and leisure floorspace requires relocation of existing occupants, this may temporarily threaten business continuity. Wiltshire Council should consider measures to mitigate these impacts. Such measures may include identifying opportunities for the business to temporarily relocate while their original site is redeveloped. Working with the developers, opportunities should be explored for this process to be carried out with preferential rents and advanced leasing agreements so that risks to affected businesses are minimised.

### Encourage pop-up/meanwhile uses

Pop-up/meanwhile uses can create short-term interest and vibrancy in spaces that would otherwise be vacant. This could include specialist markets, festivals and pop-up shops and bars. Pop-up/meanwhile uses can be an effective way for entrepreneurs and start-up businesses to test the local market. Such uses may be seasonally specific or tailored to Salisbury.

Pop-up/meanwhile uses can be accommodated within the existing building stock or within temporary low-cost temporary buildings such as shipping containers and portable steel-frame structures. These spaces can also be used to support the local cultural offering. For example, in recent years empty premises have been successfully used for temporary events associated with the Salisbury International Arts Festival. Low-cost temporary buildings such as shipping containers and portable steel-frame structures.

The CAF proposes that partners, including Wiltshire Council, Salisbury BID, Wiltshire Creative and cultural partners, traders’ associations and other local community-led groups work together to set up activities and events within the central area. To coordinate these efforts and establish a clear framework, the CAF proposes that a meanwhile use strategy is prepared. This should be aligned with the cultural strategy for Salisbury and empower a wide range of stakeholders to help deliver this initiative.

The following actions are recommended to deliver the CAF theme: Creating Vibrancy	
Key Actions	Partner responsible
Consider the use of Local Development Orders or Neighbourhood Development Orders to provide flexibility to city centre uses and allow them to adapt quickly.	Wiltshire Council / Salisbury City Council
Review housing strategies to encourage more homes for young people.	Wiltshire Council
Where possible take pro-active steps to deliver homes that are affordable for young people.	Wiltshire Council
Review licensing policy, to assess whether it is fit for purpose to balance the need for vibrancy with city centre living.	Wiltshire Council
In updating the Council’s retail and leisure planning policy evidence base, take account of the proposals in the CAF.	Wiltshire Council
Consider a strategy for enabling meanwhile/pop-up uses in empty or under-utilised buildings.	Wiltshire Council / Salisbury City Council / Salisbury BID
Review licensing policy, to assess whether it is fit for purpose to balance the need for vibrancy with city centre living.	Wiltshire Council
It is recommended that Wiltshire Council, Salisbury City Council and Salisbury BID work together with stakeholders from the food, drink, night-time economy sector to develop and implement a strategy for the evening and night-time economy.	Wiltshire Council / Salisbury City Council / Salisbury BID / Wiltshire Creative and cultural partners

## Initiative Bringing out Salisbury's qualities

Salisbury is an attractive historic city. Its central area includes an abundance of listed and locally-listed buildings which, together with the Cathedral and its attractive landscape setting, contribute towards defining Salisbury's unique and distinct qualities.

Unfortunately, many of the existing qualities are compromised. Many attractive building frontages are obscured by poor and uncoordinated signage, and the rivers are often enclosed by walls or have railings and blank frontages facing onto them. A poor quality public realm can detract from what might otherwise be attractive streets and spaces.

The initiatives brought together under this theme aim to unveil and champion the existing positive characteristics. The CAF recommends the following initiatives:

- Support re-purposing of heritage buildings, under-utilised rear courtyards and upper floors.
- It is recommended that Wiltshire Council and Salisbury City Council work in partnership to prepare an updated Public Realm Strategy for Salisbury city centre.
- Review and enhance a way-finding strategy to include multi-platform walking trails that reveal Salisbury's hidden heritage and history.
- Where applicable, prepare a design code which has a palette of materials to reinforce the sense of place.
- It is recommended that Wiltshire Council and Salisbury City Council work in partnership to prepare an updated Shop Front Design Guide for Salisbury city centre.

*This initiative meets the following objectives*

3

6



Historic housing in central Salisbury.

*"Salisbury is not using its natural assets such as the river/Cathedral/heritage/culture to maximum effect, particularly the river system. All our assets are masked and marred by traffic problems, air quality, piecemeal development."*

## Support re-purposing heritage buildings, under-utilised rear courtyards and upper floors

Salisbury's central area contains a high proportion of heritage buildings that contribute to making Salisbury a distinctive place. The costs and risks involved in re-purposing heritage buildings can be higher than the cost of developing new buildings, with reasons including:

- increased design and planning costs and lead-in times
- limited scope for reconfiguration of internal layouts, leading to inefficient use of space
- challenges installing modern mechanical and electrical services discreetly and achieving acceptable building performance
- uncertainty about construction and condition before beginning intrusive investigations
- additional administration requirements throughout the construction period
- requirements for more expensive materials and specialist crafts
- requirement to retain period features that may not be desirable to a contemporary market.

This presents viability challenges which are especially acute in Salisbury where values are relatively low compared to development costs and existing use values. Listed Buildings receive exemption from Empty Business Rates reducing the incentive to bringing vacant buildings back into use.



Throughout the central area, upper floors are often under-utilised, providing over-sized storage space for retail and leisure businesses. There are often challenges associated with these spaces, such as providing direct access from the street without harming the streetscape, and providing modern mechanical and electrical services efficiently – all without causing undue disruption to occupants of lower floors.

However, where redevelopment to provide new homes is possible, this could have a significant positive impacts on the availability of housing in the city centre. Re-use of the existing building stock in the city centre is a low carbon option for delivering housing. Existing buildings are inherently low-carbon as they have not had to be built from scratch so there is a reduced carbon cost in construction. Furthermore, their city centre location supports car-free lifestyles, as city centre services and facilities are available without the need to travel far.

The CAF recommends that the Council undertake further feasibility studies to fully understand the opportunities and challenges, in order to:

- assess the extent of the opportunity provided by under-utilised upper floors
- identify potential mechanisms for realising the potential
- weigh up the costs, risks and benefits
- propose an appropriate implementation strategy.

Ideas to unlock some of the vacant spaces and for Wiltshire Council to explore further are as follows:

- Empty buildings already receive Vacant Building Credit to offset against affordable housing requirements, but Wiltshire Council should encourage its usage in order to support the redevelopment of under-utilised upper floors.
- Assist owners of vacant or under-utilised buildings, especially those that are listed, by managing risk. Explore how Wiltshire Council can improve the viabilities of proposals and provide clear guidelines of what is and isn't acceptable, through for example design guides and development briefs.
- Consider acquisition (potentially using compulsory purchase powers as a last resort) and secure experienced specialist development partners to bring schemes forward where heritage buildings have the potential to contribute to the objectives of the CAF.
- Partner with or establish a development company to bring forward residential development of upper floors.
- Develop local planning policy that provides clear direction on development constraints, acceptable development (uses, sizes, scale and massing, access arrangements) and mitigation requirements that can help scheme promoters manage risks.

The following actions are recommended to deliver the CAF theme: Bringing Out Salisbury's Qualities	
Key Actions	Partner responsible
Review and update shopfront guidance.	Wiltshire Council, Salisbury City Council, BID
Develop a design guide specifically addressing issues around heritage buildings.	Wiltshire Council
To monitor and review the effectiveness of the implementation of the shopfront guidance; to provide support and help for retailers; and to take swift enforcement action where merited.	Wiltshire Council
Take a proactive approach to improve the utilisation of under-utilised or vacant buildings and the protection of heritage buildings.	Wiltshire Council
Review, update and adopt public realm strategy.	Wiltshire Council
Identify public and third sector funding sources to improve historic buildings and support applicants where appropriate.	Wiltshire Council
Consider making the use of Design Review Panels mandatory for planning applications of a certain size.	Wiltshire Council

## 6 Identifying character areas and their role in the City





# 6 Identifying character areas and their role in the City

Salisbury has a very positive and distinct overall character. The CAF seeks to strengthen the city's identity by defining distinctive character areas within it.

The character areas provide identity and purpose to the various parts of the central area. There is no hierarchy between them. From an economic and way-finding perspective it is important to identify distinct quarters within the city. This will not only help people to find their way around the city but create marketing opportunities for local businesses and promote the city's heritage and shops.

The aim for each character area is to:

- strengthen policy to enhance distinctive characteristics
- aid way-finding and allow visitors and locals to find, explore and make use of different parts of the central area
- define its role and function within the central area
- act as a potential marketing and branding tool.

The character areas are based around the urban form, heritage and existing and emerging land uses. An example where this is happening already is Fisherton Street, where local businesses have formed a traders' association and taken the initiative to promote a distinct destination within the city.

This CAF defines the following nine areas, each with their distinct roles and functions:

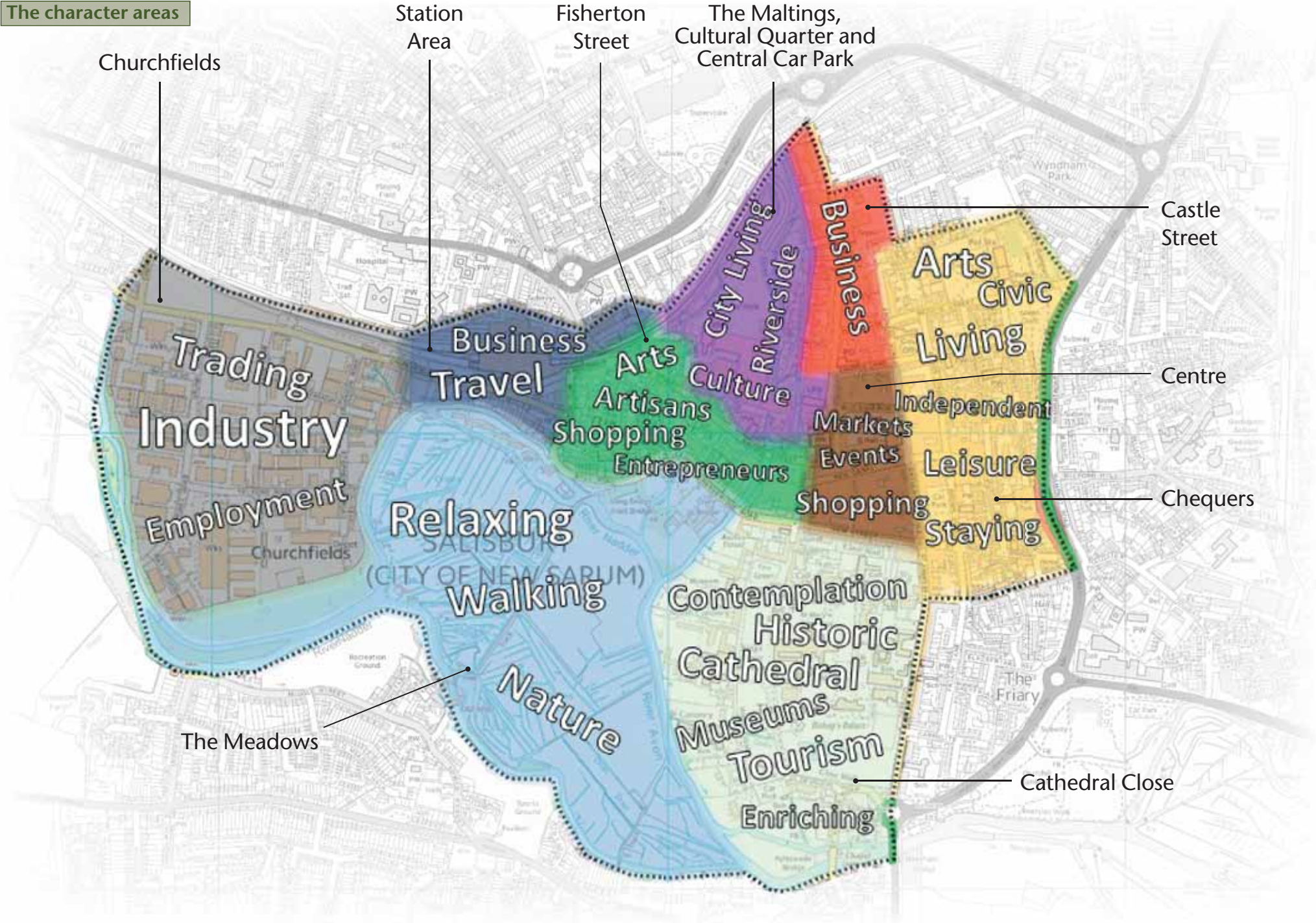
1. Chequers
2. Fisherton Street
3. Centre
4. The Maltings, Cultural Quarter and Central Car Park
5. The Meadows
6. Churchfields
7. Station
8. Cathedral Close
9. Castle Street

In reality, the character areas are a broad concept; boundaries will overlap and uses may not be exclusive to one particular area. Whilst most of these areas are evident on the ground, there can be a lack of clear distinction between them, meaning places can be hard to read intuitively. A higher degree of differentiation between each area will help define their purpose, role and function as well as ease navigating.

Building on existing qualities is a defining strand that runs throughout this CAF. The central area's positive characteristics have influenced every project and initiative set out within this document. To emphasise the importance of Salisbury's distinctiveness, the remainder of the CAF has been organised around the nine character areas.

The following section describes the future role for each of the character areas and sets out a series of recommendations for future policy, design and economic considerations.

The character areas





# 1 Chequers



The Chequers is a distinctive part of Salisbury, laid out in a grid street pattern in the early thirteenth century. The grid was thought to reflect the demand for property or the expected size of the city. The grid is irregular because it incorporated both existing routes and watercourses. The streets, however, are similar in width and character, as plot width and building heights are fairly homogeneous. The City of Salisbury Conservation Area Appraisal and Management Plan details the characteristics of each of the blocks in the Chequers area.

The hierarchy within the Chequers is focused on the Market Place, where the scale and intensity of the built form is greatest. The eastern areas are generally quieter and more residential in character, although commercial activity stretches along Milford Street and Winchester Street from the main shopping areas. The western areas contain retail, commercial and employment uses – including hotels – reflecting their proximity to the main city core.

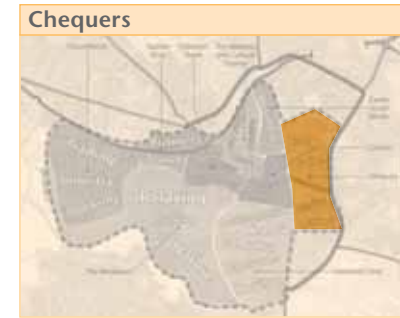
There are a number of important green spaces in the Chequers area, including the Greencroft, Bourne Hill Gardens and the area around the Salisbury Arts Centre.

*The Chequers has a distinctive character derived from the grid pattern. Historically, each comprised a roughly-square perimeter block of development, with buildings lining the four edges facing onto the street.*

City of Salisbury Conservation Area Appraisal and Management Plan (2014)

**The CAF recommends the following Key Objective for the Chequers Character Area: To enhance the mixed-use character of the Chequers with a focus on urban living, employment, retail, leisure and culture. This should be sought by:**

- considering the future redevelopment of Salt Lane car park for a mix of uses, focusing on residential, with cafés and restaurants
- considering the future redevelopment of Brown Street car park for a mix of uses, potentially including residential, retail and hotel/tourism uses
- strengthening pedestrian routes between Culver Street car park and the city centre (Brewery Lane/ Milford Street)
- creating a clear pedestrian prioritised ‘stepping stone’ route to Salisbury Arts Centre, without compromising the characteristics of the Chequers street pattern
- creating pedestrian-prioritised streets or spaces to allow active uses to spill out and create vibrancy in the area
- working with Winchester Street traders to support activity in this area
- enhancing the public realm.



The northern part of the the Chequers is a fine-grained area dominated by residential uses and small independent establishments like The Five Bells and The Pheasant.

A pedestrian / green corridor link between the Market Place and Salisbury Arts Centre could be identified through this part of the Chequers. Salt Lane car park could form a focal point for this, creating a distinctive public realm, that complements the existing grid patterned character. It may provide a stop-off point for those attending Salisbury Arts Centre for performances.

The central part of the the Chequers includes Milford Street which is a wide, prominent street with key city-centre uses that support and complement the main retail core to the west.

The area supports retail, residential and evening economy uses. This could be enhanced through the redevelopment of Brown Street car park, which could also help to establish an improved link between Culver Street car park and the city centre. Prior to any proposals to redevelop Salt Lane and/or Brown Street car parks a study should be undertaken to determine the city’s overall parking requirement, including an assessment to determine the degree to which these car parks are used by local residents and by those attending events at Salisbury Arts Centre and other nearby venues.

Winchester street is characterised by a mixture of residential and small retail/commercial/food and drink units, a number of which are independent.

The southern part of the the Chequers contains a mix of uses and is predominantly residential in nature. A number of hotels and bars are located towards Trinity Street and Exeter Street. This part of the Chequers is some distance away from the core of the city centre and is quiet in character.

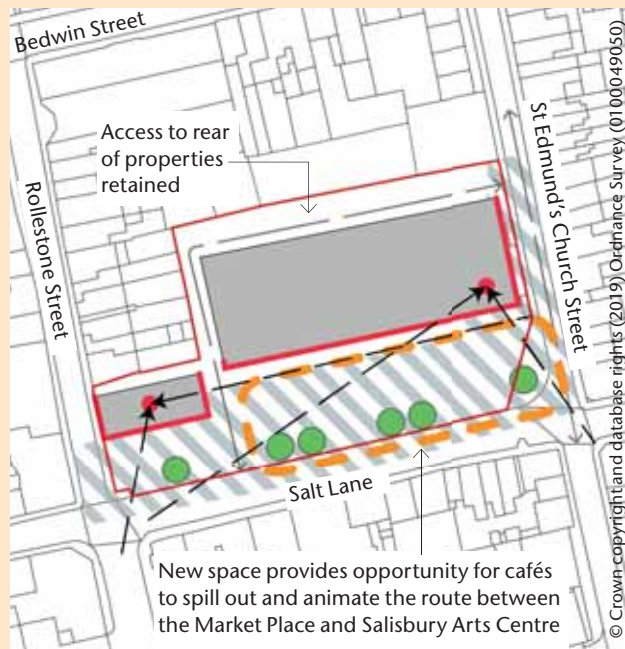
It has a strong relationship with the Cathedral East Gate at St Ann Street.

Milford Street connects Culver Street car park and Market Place and is largely characterised by its venues which support Salisbury’s evening and night-time economy.

<b>Opportunity sites</b>	<ul style="list-style-type: none"> <li>• Salt Lane car park.</li> <li>• Brown Street car park.</li> </ul>
<b>Design recommendations</b>	<ul style="list-style-type: none"> <li>• Retain fine urban grain, plot patterns and consistent building frontages in accordance with the City of Salisbury Conservation Area Appraisal and Management Plan.</li> <li>• Vertical rhythm of façades reflecting the predominant plot pattern.</li> <li>• Provide appropriate floorplates for smaller businesses.</li> <li>• Develop a design code which suggests a palette of building forms and materials that will be appropriate for new development within this character area.</li> <li>• Deliver active frontages to increase footfall and way-finding.</li> <li>• Subtly improve way-finding and enhance the street hierarchy through the use of pavement pattern and public art and appropriately located signage.</li> </ul>
<b>Economic recommendations</b>	<ul style="list-style-type: none"> <li>• Support active ground-floor uses to animate public realm.</li> <li>• Work with partners to investigate the feasibility of re-purposing under-utilised upper floors to support housing delivery and vibrancy of the central area.</li> </ul>
<b>Infrastructure requirements or opportunities</b>	<ul style="list-style-type: none"> <li>• Improve public realm between Salisbury Arts Centre and Market Place to create a definitive and clear route.</li> <li>• Deliver a quality public realm at Salt Lane building on the development potential of this opportunity site.</li> <li>• Deliver overnight parking provision for residents if Salt Lane and Brown Street car parks are to lose capacity, where evidence demonstrates this is required.</li> <li>• Create a more attractive link between Culver Street car park and the city centre via Milford Street and Brewery Lane.</li> </ul>
<b>Policy recommendations</b>	<p>Produce design guidance based on the themes which run through the CAF including:</p> <ul style="list-style-type: none"> <li>• Preservation and enhancement of the historic grid street pattern and historic buildings.</li> <li>• Retaining existing plot patterns and consistent building frontages, i.e. buildings set at back edge of pavement.</li> <li>• Vertical rhythm of façades reflecting the predominant plot pattern.</li> <li>• Delivery of active frontages to increase footfall and way-finding.</li> <li>• Encouraging use of upper floors.</li> <li>• Improvements to way-finding and enhancement of the street hierarchy.</li> </ul>



## Opportunity site: Salt Lane car park



Illustrative layout of how the site could be developed.

**Salt Lane car park:** The site is a local authority owned surface level car park. High level viability testing shows that mixed use development of commercial and residential (including 40% affordable housing) could be achieved. The site provides an opportunity to deliver active frontages, a new public space with outdoor seating, new street trees, on site renewable energy generation to support a zero carbon development (where possible), and improved wayfinding between the city centre and Salisbury Arts Centre. Any redevelopment will be subject to satisfactorily resolving overnight parking provision for local residents.

## Opportunity site: Brown Street car park



Illustrative layout of how the site could be developed.

**Brown Street car park:** The site is a local authority owned surface level car park. High level viability testing shows that mixed use development of commercial/leisure and residential (including 40% affordable housing) could be achieved. The site provides an opportunity to deliver active frontages, a new public space with outdoor seating, new street trees, on site renewable energy generation to support a zero

carbon development (where possible), and improved wayfinding between the city centre and Culver Street car park. Any redevelopment will be subject to satisfactorily resolving overnight parking provision for local residents.

## 2 Fisherton Street



Fisherton Street is a key gateway and route into Salisbury's central area – by rail from the station, and by vehicle from the A36. It is a prominent route and a first impression of Salisbury for many of its visitors.

Fisherton Street is a hub of independent shops and specialist trades, establishing a distinct identity. Fisherton Street Independent Traders regard themselves as being similar to a department store along the length of the street on account of the variety of specialist and creative skills and crafts they offer.

The mini roundabout junction at Fisherton Railway Bridge is a congestion hotspot and suffers from some of the poorest air quality in the city. This is the primary HGV route in and out of the city from Churchfields Industrial Estate, and there can be conflicts between the multitude of road users who use this part of the highway network. The road layout and level of congestion can be particularly problematic and unpleasant for cyclists and pedestrians accessing the railway station.

.....  
*Fisherton Street - A  
Department Store in One  
Street*

Fisherton Street Independent  
Traders  
.....

**The CAF recommends the following Key Objective for the Fisherton Street Character Area: To nurture the city's creative industries, artists, small businesses and entrepreneurs. This should be sought by:**

- improving the quality of the public realm along Fisherton Street
- seeking funding to upgrade / improve the quality of historic buildings and shopfronts
- protecting and maintaining the nature of existing retail and commercial uses within the characteristic fine-grained, smaller floorplates.

.....  
*In 1875, Fisherton  
Street had butchers,  
drapers, grocers and  
bakers, jewellers,  
blacksmiths, tobacconists,  
tailors, greengrocers  
and (appropriately)  
fishmongers. Today  
Fisherton Street maintains  
this tradition with an  
eclectic mix of trades,  
goods and services.*

Fisherton Festival website  
.....





Improvements to the public realm and creation of additional space for pedestrians along Fisherton Street would significantly enhance the quality of experience for those traversing this part of the city on foot. This would create opportunities for increased dwell-time, helping to support the businesses that are located along Fisherton Street. There are natural stopping points at the junction with Water Lane and at the City Hall, while the United Reformed Church provides a prominent landmark at the eastern end of the street. These also provide the opportunity to better connect to adjacent character areas – to the Cultural Quarter and along Water Lane to The Meadows in particular.

Fisherton Street is characterised by active frontages at ground level with a mix of commercial and residential at upper floors. It supports secondary shopping as part of a mix of food and drink establishments. Small and medium interventions such as public realm initiatives, improved lighting, and shopfront improvements will improve the historic terraced shopfronts and elevations while showcasing the street’s diverse independent retail experience and architectural distinctiveness.

Fisherton Street already benefits from a number of independent restaurants and could nurture further specialist restaurants. Fisherton Street has the opportunity to nurture artisans, with some buildings stretching behind the frontage into burgage-like plots and yards e.g. Fisherton Mill. In keeping with the residential nature of the area to the south of Fisherton Street, there may be an opportunity to deliver further residential conversions of upper floors.

Changes in the vehicular priorities along Fisherton Street should be explored. This will need to take into consideration the access requirements for public transport, servicing and deliveries, emergency services and other groups who’s continued access is essential.

.....  
*Fisherton Mill’s Gallery Café has been recognised four times in the Observer’s National Food Awards, while the Daily Telegraph described their puddings as “to die for”.*  
 .....

Fisherton Festival website

<b>Opportunity sites</b>	<ul style="list-style-type: none"> <li>• Natural stopping points around Water Lane, City Hall and the United Reformed Church.</li> </ul>
<b>Design recommendations</b>	<ul style="list-style-type: none"> <li>• Maintenance of fine grain and small footplates character aimed at supporting independent retail and commercial occupants.</li> <li>• Redistribution of street space towards pedestrians and cyclists to promote increased dwell time.</li> <li>• Improved, coherent shop signs and period architectural detail to emphasise the quality in the built environment and the visual distinctiveness of the street.</li> <li>• Improve connections to adjacent character areas, particularly The Maltings, Cultural Quarter and Central Car Park, railway station and Meadows.</li> <li>• Develop a design code which suggests a palette of building forms and materials that will be appropriate for new development within this character area.</li> </ul>
<b>Economic recommendations</b>	<ul style="list-style-type: none"> <li>• Protect and maintain existing smaller floorplates.</li> <li>• Encourage footfall from the east, for those who do not visit by rail.</li> <li>• Improve connectivity between anchor attractions of City Hall/ Salisbury Playhouse and the Maltings shopping centre.</li> <li>• Seek opportunities for Wiltshire Council to secure property to let to makers and sellers.</li> </ul>
<b>Infrastructure requirements or opportunities</b>	<ul style="list-style-type: none"> <li>• Improvement of traffic circulation and management at Fisherton Street mini-roundabout.</li> <li>• Way-finding from the station.</li> <li>• Key public spaces at Water Lane and City Hall and entrance to the Cultural Quarter.</li> <li>• Reduce dominance of the highway for vehicles.</li> <li>• Increase pedestrian crossing provision.</li> <li>• Removal or relocation of unnecessary street clutter.</li> </ul>
<b>Policy recommendations</b>	<p>Produce design guidance which should be based on the themes which run through the CAF including:</p> <ul style="list-style-type: none"> <li>• improving the appearance of the street, as a gateway location to the city</li> <li>• preservation and enhancement of the variety of historic buildings.</li> <li>• continued support for Fisherton Street as a hub for independent and specialist traders</li> <li>• improvements to pedestrian and cycle connectivity to other parts of the city</li> <li>• improvements to way-finding and enhancement of the public realm.</li> </ul>

### 3 Centre



The Centre character area is Salisbury's retail core, focused on the High Street and New Canal (including Old George Mall), Fish Row, Butcher Row and Market Place. Nationally-recognised retailers tend to have a presence within this area. Old George Mall houses a number of larger national chain stores and a multi-storey parking facility accessed off New Street. In the wider Centre character area floorplates tend to be smaller on account of the historic building pattern.

The Market Place could be strengthened as a central focal point complemented by the twice-weekly Charter Market, with places to sit, stay and watch. The distinct form and scale of Butcher Row and Fish Row, at the heart of the old city, offer a specialist / boutique retail environment, while the Old George Mall and New Canal provide a mid-range offer for residents. High Street, with its connection to the Cathedral and its smaller-scale shops, tends to serve the specialist, independent and tourist demand.

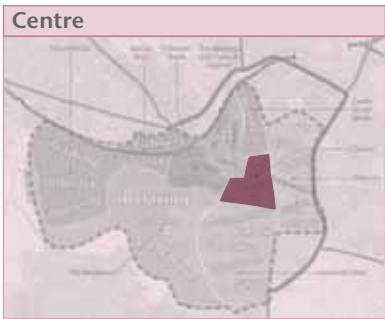


**The CAF recommends the following Key Objective for the Centre Character Area: To strengthen the city's core retail area and hub of activity around Market Place. This should be sought by:**

- continued support for new national comparison retailing within the centre area
- exploring opportunities for development at High Street to improve/diversify the retail offer, and create linkages to the river as well as opportunities for living and leisure
- strengthening the role of the Market Place, through a variety of events
- encouraging use of upper floors
- exploring options to enable the upgrade and improvement to historic buildings and shopfronts that have fallen into disrepair
- enhancing the public realm.

.....  
*Salisbury is the largest retail centre in Wiltshire, with around 740,000 sq ft of non-food retail /service floorspace and 100,000 sq ft of food floorspace in the city centre. There is an additional 400,000 sq ft of retail floorspace in Salisbury's out-of-centre locations.*  
.....





The Centre character area could benefit from a comprehensive approach to way-finding and improvements to the public realm, which would improve footfall between retail areas.

High Street is largely pedestrianised with a direct link to the Cathedral, and Butcher Road and Fish Row are pedestrianised, creating an intimate environment. New Canal, Silver Street and Minster Street form part of the central road network, and can be heavy with traffic, particularly at the various junctions. There are prominent public spaces at the Poultry Cross and Cheese Market, but these are compromised by unnecessary clutter. Connections to the Market Place from the south are typically narrow and low key.

The Centre currently has poor pedestrian connections to The Maltings, which relies on crossing the Avon via Market Walk or via Bridge Street.

The Centre's opportunity sites have strong connections with the River Park area and need to be considered within this wider project.

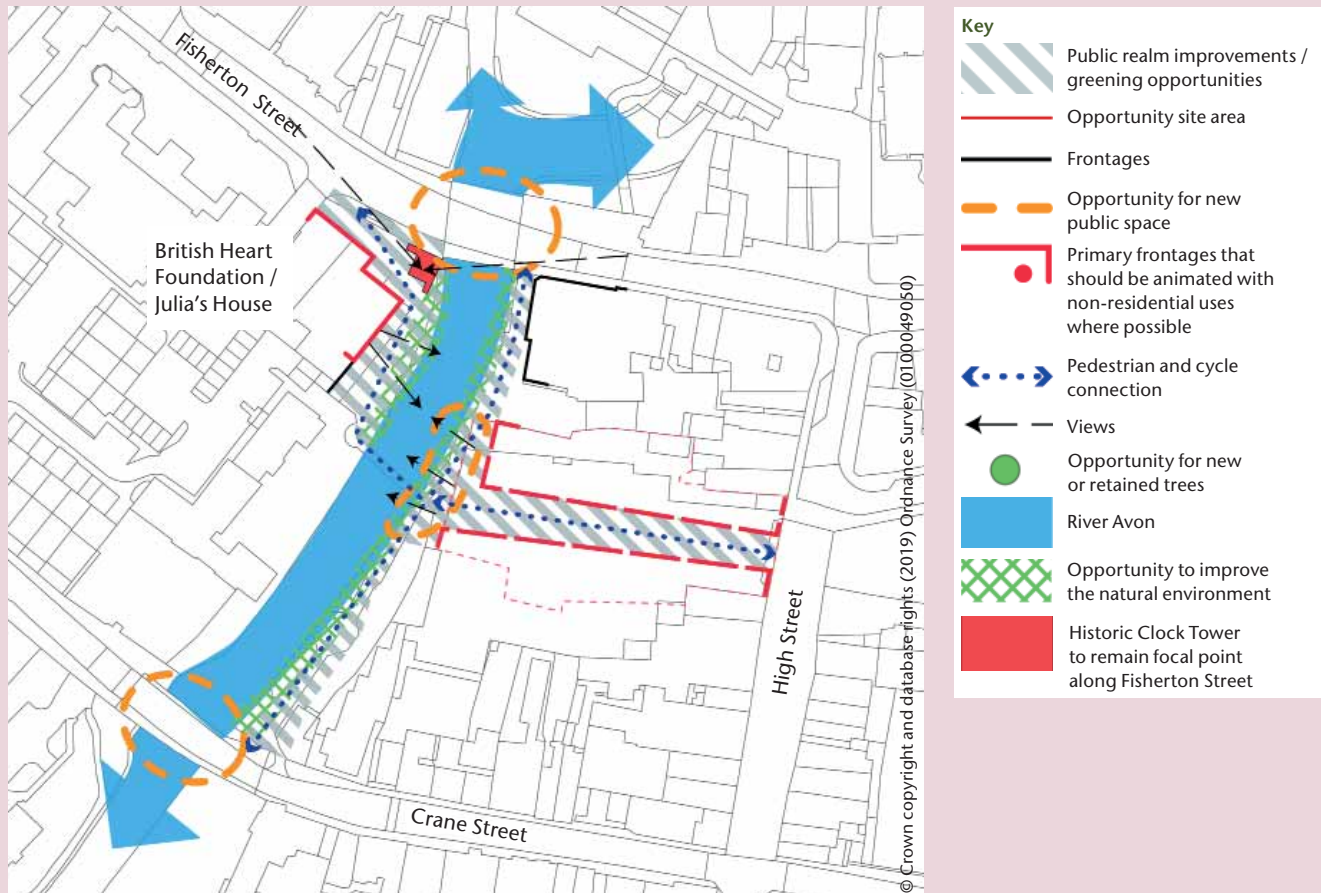
On a smaller scale, the use of advertising (especially A-boards) undermines the special historic environment of the pedestrianised streets in the Centre. Similarly, the historic environment warrants a bespoke and considered approach to shopfront design. Standard corporate branding may not be appropriate within the streetscape, and the policy for dealing with this needs to be clear and enforceable. Wiltshire Council, working with Salisbury BID and Salisbury City Council, should consider the approach to managing this.

*Salisbury city centre only captures 31% of comparison expenditure from its wider catchment area.*

Experian, 2018

<b>Opportunity sites</b>	<ul style="list-style-type: none"> <li>• High Street / Crane Street / riverside.</li> <li>• British Heart Foundation / Julia's House.</li> </ul>
<b>Design recommendations</b>	<ul style="list-style-type: none"> <li>• Continue support for national retailers within the Centre area.</li> <li>• Develop a clear street hierarchy and a primary focus for retailing.</li> <li>• Use way-finding and improvements in the public realm to enhance movement and create different experiences in the Centre area to promote longer dwell times.</li> <li>• Use key public spaces to promote Salisbury's distinctiveness and uniqueness derived through the built environment, especially at High Street, Butcher Row / Fish Row, the Cheese Market and Poultry Cross.</li> <li>• Enhance the role of the Market Place through better way-finding and the greater use of the space.</li> <li>• Develop a design palette of building forms and materials appropriate for new development in this area.</li> </ul>
<b>Economic recommendations</b>	<ul style="list-style-type: none"> <li>• Develop a clear street hierarchy, increasing the prominence of shopping centres and anchor stores.</li> <li>• Capitalise upon the opportunities presented by the city's waterways to increase visitor numbers and dwell times.</li> <li>• Consider re-purposing of under-utilised upper floors to support housing delivery and vibrancy of the central area.</li> <li>• Monitor and respond positively to business accommodation requirements.</li> </ul>
<b>Infrastructure recommendations</b>	<ul style="list-style-type: none"> <li>• Reduce dominance of the highway for vehicles, especially at major junctions.</li> <li>• Increase pedestrian crossings to aid connectivity and calm traffic.</li> <li>• Reduce on-street parking capacity to minimise the number of vehicles circulating in the central area.</li> <li>• Improvement of way-finding and public realm to better enable movement and legibility.</li> </ul>
<b>Policy recommendations</b>	<p>Produce design guidance which should be based on the themes which run through the CAF including:</p> <ul style="list-style-type: none"> <li>• preservation and enhancement of the variety of historic buildings</li> <li>• improvements to public realm and way-finding.</li> </ul> <p>Exploring redevelopment opportunities of land/buildings between High Street, Fisherton Bridge and Crane Street that would enhance the retail/leisure/residential offer of the High Street and improve pedestrian connectivity and access to the river frontage.</p>

## Opportunity sites: High Street / Crane Street and British Heart Foundation / Julia's House



Illustrative approach for creation of better linkages from the High Street to the river.

**High Street / Crane Street:** Single, large retail units on the High Street could provide an opportunity to be redeveloped as a cluster of small retail units - artisans' workshops - together with residential units above arranged around a covered arcade. This scheme could offer a transformational opportunity to increase connectivity providing improved pedestrian routes from the High Street to the River Avon as well as providing additional residential space in the city centre.

**British Heart Foundation / Julia's House:** The rationale for the area around the Clock Tower is to provide an active frontage to the River Avon with outdoor tables and chairs, and to create opportunities for viable retail and leisure uses in the existing building. This would improve the attractiveness and offer of Salisbury in this prominent site.

The existing buildings comprise retail space let to British Heart Foundation and Julia's House shops on the ground floor and part of the first floor, each fronting onto Fisherton Street, with a large office unit occupying the rear of the upper floor. There is also an existing car parking area.

Any development of the site should consider opportunities for on site renewable energy generation to support a zero carbon development (where possible).

Development around the ecologically sensitive River Avon would need to be designed to avoid any temporary or permanent increase in artificial light levels near the river.



## 4 The Maltings, Cultural Quarter and Central Car Park



The Maltings and central car park occupy a significant area of land in Salisbury. The central car park includes a large surface level car parking and coach park and has an expansive frontage to Salisbury's rivers. The Maltings is occupied by Sainsburys supermarket along with riverside retail parades connecting to Fisherton Street and Market Place.

The Cultural Quarter centres around Salisbury Playhouse and the City Hall with a shared access route from Malthouse Lane. The City Hall has a former frontage to Fisherton Street which is no longer used, and both venues could benefit from increased prominence and wayfinding. The Playhouse has an active programme and a strong local audience, while City Hall is in need of upgrading and is more limited in its programming. Culture in the city is recognised for its role in helping to drive economic regenerating and recovery.

This character area is the subject on an endorsed masterplan (The Maltings and Central Car Park masterplan, June 2019) and is a strategically important regeneration site allocated by the Wiltshire Core Strategy. The regeneration of the site is expected to deliver a mix of housing, commercial and leisure uses as well as enhancements to the Cultural Quarter, and the delivery of a substantial portion of the River Park that intersects the site.

**The CAF recommends the following Key Objective for the Maltings, Cultural Quarter and Central Car Park Character Area: To enhance the cultural offer and evening economy, alongside the provision of new urban living. This should be sought by:**

- delivering regeneration in accordance with the Maltings and Central Car Park masterplan
- improving city centre vibrancy and vitality during the day and evening by establishing a re-imagined and more attractive Cultural Quarter
- strengthening connectivity between the Cultural Quarter and Fisherton Street/The Maltings
- delivering the central element of the River Park to include protection and restoration of the River Avon SAC chalk river, its wildlife and habitats.



<p><b>Design recommendations</b></p>	<p>The Maltings and Central Car Park masterplan sets out the strategy for a new development including its general layout, scale and other aspects that will need consideration. The process of developing the masterplan has tested options and considered the most important parameters for the area such as:</p> <ul style="list-style-type: none"> <li>• the environmental constraints/opportunities</li> <li>• mix of uses</li> <li>• requirement for open space</li> <li>• transport infrastructure</li> <li>• the amount and scale of buildings</li> <li>• the quality of buildings.</li> </ul>
<p><b>Economic recommendations</b></p>	<ul style="list-style-type: none"> <li>• Enhance the city's food and drink and hospitality offer.</li> <li>• Improve connectivity and visitor experience between the Station and the Centre character areas, as well as along the city's waterways to increase footfall and dwell times.</li> <li>• Enhance the visitor arrival experience at the coach park including way-finding into the city.</li> </ul>
<p><b>Infrastructure recommendations</b></p>	<p>The Maltings provides the key jigsaw piece to ensure:</p> <ul style="list-style-type: none"> <li>• renewal of, and support to, the Cultural Quarter, to support an improved evening economy</li> <li>• opportunities for urban living close to the central area</li> <li>• Riverside public realm that maximises the opportunity to enjoy and appreciate the river, to cross it and allow it to contribute to the city's wider identity</li> <li>• creation of a substantial part of the River Park project with walking and cycling routes into the city centre, flood mitigation and habitat enhancement</li> <li>• city-wide car and coach parking strategy and delivery of people-friendly streets</li> <li>• linkages made through the form of the buildings, the nature of the public realm and through effective way-finding</li> <li>• enhancing the existing cycle route entry and exit points</li> <li>• new visitor arrival and welcome point with enhanced walk to the city centre along the River Avon.</li> </ul>



## 5 The Meadows

The Meadows character area comprises the Harnham Water Meadows and Queen Elizabeth Gardens, to the south of the city. This area has excellent views of the Cathedral, placing it in a rural setting made famous by John Constable's paintings.

The water meadows are a distinctive part of Salisbury's landscape setting that separate Harnham from the rest of the city. Much of the area is used for sheep grazing, and is of unique historical significance for its traditional meadow irrigation system, looked after by the Harnham Water Meadows Trust. Salisbury lies on five rivers (three of which flow through the city) and the water meadows – to the south of Queen Elizabeth Gardens – mark the confluence of the Nadder and the Avon. These are chalk rivers of national and international significance which are designated as Special Areas of Conservation and Sites of Special Scientific Interest.

The Harnham Water Meadows have limited publicly accessible routes namely the Town Path and the Broken Bridges route. However, the Meadows offer residents and visitors a unique environment in which to connect to nature and appreciate the special landscape and the views across to the city and the Cathedral.

An aspiration is to work with land owners to open up new paths and routes between destinations which can become part of the offer for the city as a whole, encouraging visitors and residents to explore further and foster a greater understanding of it. Such routes could offer alternatives to the private car as a means of accessing the city and assisting in meeting health and wellbeing objectives.

The Queen Elizabeth Gardens offer a more formal recreational setting within the water channels. This park is located close to the city off Crane Bridge Street, close to the Cathedral and the southern end of the High Street. Queen Elizabeth Gardens are well connected to Fisherton Street via Water Lane, and to the Station along Mill Road.

The Meadows



**The CAF recommends the following Key Objective for The Meadows Character Area: To improve the city's access and connectivity to the Meadows and protect its environmental qualities and historical significance. This should be sought by:**

- improving access between Salisbury central area and the water meadows by creating better walking routes and opportunities for engagement with the river
- raising awareness and promoting the positive qualities of the Meadows and improving public understanding of this heritage asset
- enhancing the water meadows as a visitor attraction, building on the existing work of Harnham Water Meadows Trust
- enabling public access to the river in appropriate locations.

### Design recommendations

- Because of the sensitive environmental qualities of the chalk rivers, any proposals will need the input and advice of the Environment Agency, Natural England, Wiltshire Council and other bodies such as the Harnham Water Meadows Trust.

### Economic recommendations

- Raise awareness of and improve access to the Meadows to increase the length of tourism visits.

### Infrastructure recommendations

- Ensure Salisbury's flood resilience is improved and not undermined.
- Improve pedestrian and cycle links through new pedestrian / cycle bridges where possible.

*The water meadows are believed to have been constructed around 1660, when the meadow system was laid out on a pre-existing marshland landscape at the confluence of the Nadder and Avon.*

Harnham Water Meadows Trust website

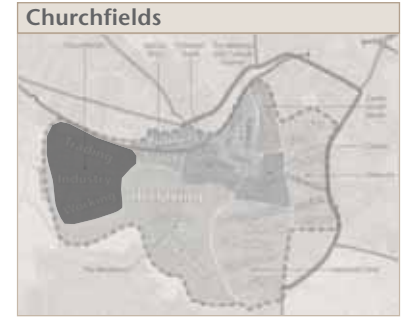
## 6 Churchfields



Churchfields Industrial Estate is the main employment area in Salisbury consisting of trade counters, car showrooms, building merchants, factories and the household recycling centre. The industrial estate is constrained on three sides by a meander in the River Nadder. Vehicle access is restricted with heavy goods vehicles having to either make their way to Churchfields via Fisherton Street and under the railway bridge or through Salisbury city centre and along Mill Road. Both access routes tend to result in conflicts with other road users and have negative impacts on local levels of air and noise pollution.

Churchfields Road, which provides vehicle access to the industrial estate, is predominantly residential with a distinct Victorian character.

To the north of Churchfields Industrial Estate is the former Engine Sheds site which is currently vacant. Opportunities for development of this site should be explored, potentially as part of proposals for the Station area.



**The CAF recommends the following Key Objective for the Churchfields Industrial Estate Character Area: To enhance the Churchfields Industrial Estate area and support a diversification of employment generating uses. This should be sought by:**

- promoting the suitable relocation of employment uses, notably high-traffic generators
- improving the quality of place to attract start-ups and a greater variety of employment types
- supporting higher density employment uses, where appropriate
- investigating the relocation of Wiltshire Council's depot.



Churchfields Industrial Estate and the Engine Sheds site are currently allocated for a mixed-use development of strategic importance in the Wiltshire Core Strategy for 1,100 dwellings and 5 hectares of employment. To date, that change of use has not been delivered and Churchfields remains a strategic employment area providing a home for a diverse range of businesses. The long-term future of Churchfields will be determined through the review of the Local Plan.

In the meantime, opportunities to improve the area should be explored, including:

- supporting, where appropriate, the intensification of employment generating uses on Churchfields Industrial Estate
- careful consideration of the potential impacts of traffic volumes (including HVGs), noise and air pollution for any planning applications for employment generating uses on Churchfields Industrial Estate
- producing a strategy that provides alternative opportunities or sites for some of the uses which generate the heaviest vehicle movements (e.g. car transporters) to alleviate pressure on traffic pinch points in the city, in particular Fisherton Street/ Southwestern Road
- exploring opportunities to improve the pedestrian and cycle environment, in particular along Churchfields Road, to encourage non-vehicular access to the site.

<b>Opportunity sites</b>	<ul style="list-style-type: none"> <li>• Engine sheds site (Churchfields Road).</li> </ul>
<b>Design recommendations</b>	<ul style="list-style-type: none"> <li>• Explore design approaches that allow for co-location of business and residential uses whilst managing bad neighbour impacts.</li> <li>• Produce a strategy that provides alternative opportunities or sites for some of the uses which generate the heaviest vehicle movements (e.g. car transporters) to alleviate pressure on traffic pinch points in the city.</li> </ul>
<b>Economic recommendations</b>	<ul style="list-style-type: none"> <li>• Support intensification of land use that increases job densities and reduces bad neighbour impacts.</li> </ul>
<b>Infrastructure recommendations</b>	<ul style="list-style-type: none"> <li>• Improve pedestrian facilities along Churchfields Road, including formal crossing and enhanced footways.</li> <li>• Traffic calming measures to reduce traffic speeds.</li> <li>• 20mph speed limit.</li> </ul>

## 7 Station

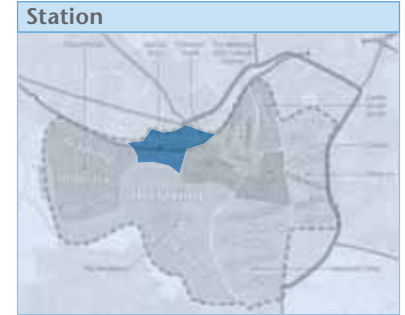


The railway station is a major entry point into the city, located on the fringe of the central area, a ten-minute walk from the city centre. Access to the station is from the south side, via South Western Road. Access from the stations northern side is currently not in operation. The station building is an attractive red-brick Grade II Listed Victorian building. The external environment of the access and car park in combination with the blank façades of the walk towards Fisherton Street are generally poor. Buses to Stonehenge leave from the station car park, which means some visitors never see the city.

The quality of the environment in the wider railway area is also generally poor and unattractive. Heavy traffic, including traffic to and from Churchfields Industrial Estate, also compromises the quality of the station area.

Given the importance of the station and its surrounds as a first impression for many of Salisbury's visitors, the area would benefit from major public realm improvement to create a new tourist arrival experience to the city.

The area could also provide an opportunity to deliver other benefits for the city in the longer-term, through a comprehensive masterplanning exercise. It is recognised that there may be opportunities for development on land to the north of the station, and this could deliver a potential mixed-use development of offices, retail and residential around an attractive piazza on the north and south sides of the station. This would be subject to the appropriate relocation of the Salisbury Traincare depot within the Salisbury area, and would require a collaborative partnership between Wiltshire Council, South Western Railways and Network Rail.



**The CAF recommends the following Key Objective for the Station Character Area: To enhance the city's station forecourt area, and create a new hub around the northern station area focused on business and residential uses and an improved transport hub. This should be sought by:**

- delivering public realm improvements to the station forecourt area, including a much-improved Stonehenge bus stop facility, delivering people friendly streets, and reconfiguration of parking and station-related infrastructure
- developing a longer-term masterplanned proposal for the redevelopment of the wider station area, to potentially include a business hub (north of station), managed workspace, hotel/conferencing facilities, retail, and residential uses (potentially including student housing/homes for young people).

.....  
*"The first impression that most people, especially tourists, will experience if they are visiting Salisbury is the train station and Fisherton Street. The station feels grubby and unloved."*  
.....



.....  
*Salisbury station has an annual rail passenger usage of over 2 million trips.*  
 .....

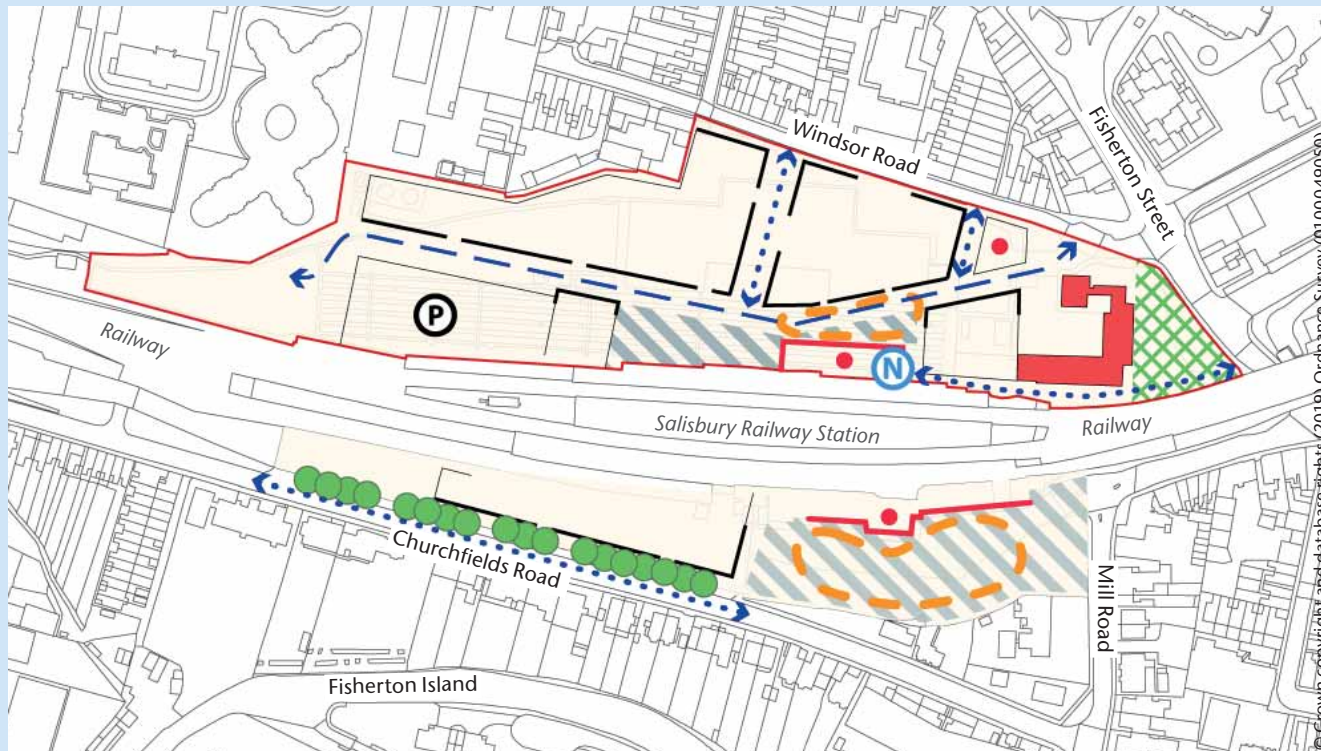
New employment provision on the current railway depot could provide a large, centrally located site that could be utilised for new office space. It would offer the potential for larger businesses to locate to Salisbury, and provide supporting infrastructure, such as hotel and business meeting facilities, to those businesses currently outside of the city (e.g. Porton Down). Businesses could establish themselves in this prime location just 80 minutes from London.

The opportunity site provides potential for residential development, including key workers and students, close to the central area in a well located position. Relocating some of the parking for the station from the south side to the north may have the combined benefit of reducing traffic having to use South Western Road and opening up the south side of the station to the potential of an improved visitor experience and a more suitable and sympathetic entrance to the city.

Small-scale convenience retailing could support new residential development and the needs of commuters and visitors, but not undermine efforts to revitalise Fisherton Street and the retail offer of the central area itself. Introducing buses to the station should be encouraged and explored in the detailed design work.

<b>Opportunity sites</b>	<ul style="list-style-type: none"> <li>• Salisbury Traincare Depot.</li> <li>• Salisbury station car parking areas.</li> </ul>
<b>Design recommendations</b>	<p>Develop and implement a plan for an improved public realm at the forecourt to the south of the station, creating a much-improved entrance and first impression of Salisbury.</p> <p>Produce a masterplan for the longer-term development of the station area, in partnership with rail authorities. This should be for a mixed-use development potentially comprising:</p> <ul style="list-style-type: none"> <li>• a business hub, managed workspace, hotel/conferencing facilities, retail, and residential uses (potentially including student housing/homes for young people)</li> <li>• a reopened northern access to the station</li> <li>• enhanced cycling routes to the station and improved cycle parking</li> <li>• improved public transport/bus connectivity with the station.</li> </ul>
<b>Economic recommendations</b>	<ul style="list-style-type: none"> <li>• Ensure a high-quality built environment to raise demand and viability of residential uses.</li> <li>• Co-location of hotel and business meeting facilities and appropriate retail and leisure uses. To raise demand for and value of office floorspace.</li> <li>• Safeguard land for office development in two phases to minimise development risk in line with take-up rates.</li> </ul>
<b>Infrastructure recommendations</b>	<ul style="list-style-type: none"> <li>• Meeting increased railway operating demands with improved depot facilities including stabling. This could potentially involve use of the Engine Sheds site.</li> <li>• Improve station accessibility and interchange for pedestrians, cyclists and public transport users.</li> <li>• Work with South Western Railway to deliver the required number car parking spaces to serve the station.</li> <li>• Deliver junction improvements at Windsor Road / Fisherton Street to cater for trips generated from the proposed new uses.</li> </ul>
<b>Policy recommendations</b>	<ul style="list-style-type: none"> <li>• A masterplan is to be prepared by Wiltshire Council in conjunction with partner bodies, which aims to support the creation of a public plaza arrival point, improved accessibility to the station, additional commercial, retail, leisure, and residential development and reconfigured parking.</li> </ul>

## Opportunity site: Station area



Key	
	Public realm improvements / greening opportunities
	Opportunity site area
	Frontages
	Opportunity for new public space
	Primary frontages that should be animated with non-residential uses where possible
	Pedestrian and cycle connection
	Views
	Opportunity for new or retained trees
	Opportunity to improve the natural environment
	Building to be retained
	Northern station entrance
	Car parking

Illustrative layout of how the site could be developed.

**Station area:** The site is currently owned by Network Rail and occupied by the station buildings and a traincare depot with railway sidings to the north of the station. The station facilities are leased to the train operating company, South Western Railways, until the expiry of their franchise in 2024, with parts of the site in control of Network Rail, who also own and operate a maintenance depot on Churchfields Road and own commercial property leased to a carpet company. The

existing train depot may not be suitable for the next generation of trains and so may need to be relocated, potentially utilising the Engine Shed site owned by Wiltshire Council. The area to the south of the railway line comprises an existing surface car park situated with a frontage along Churchfields Road.

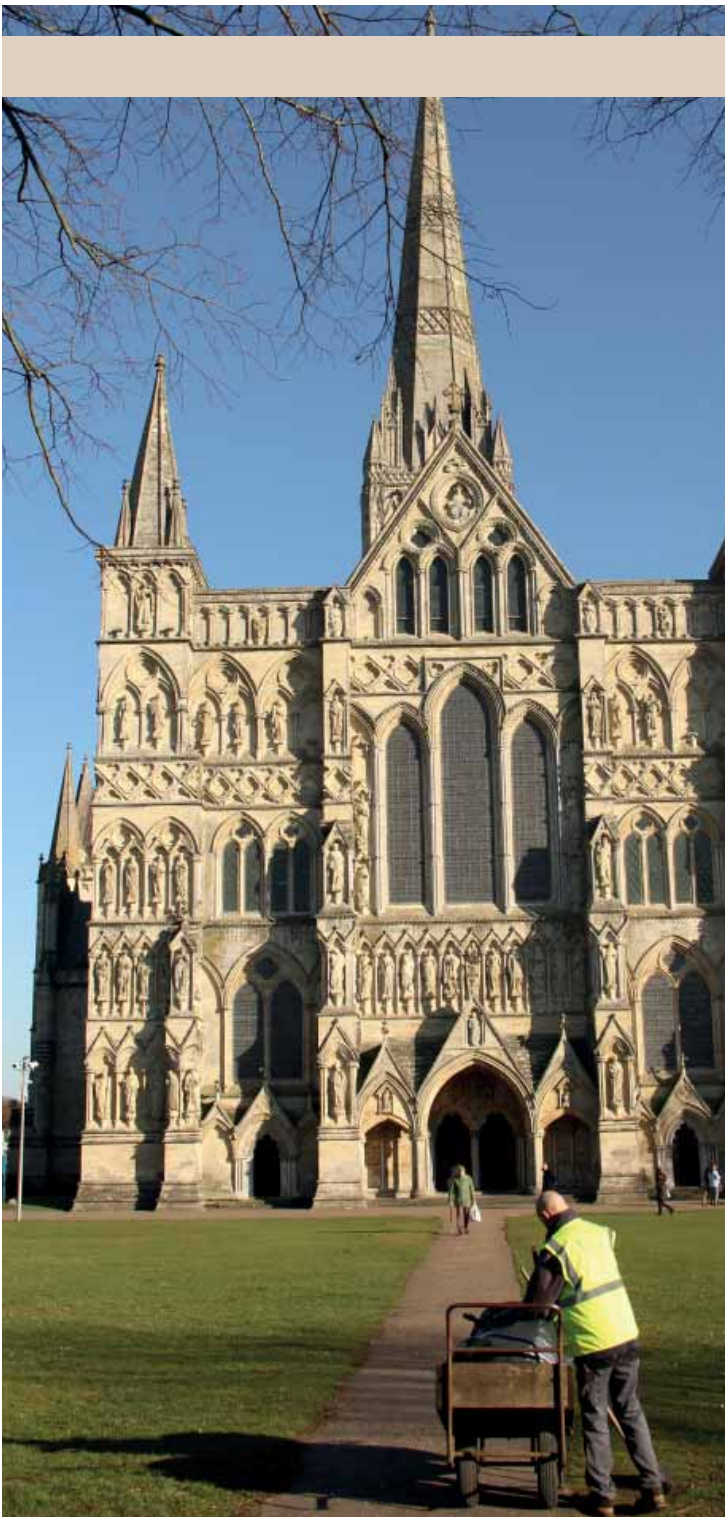
Based on historic office up-take levels within Salisbury, an initial phase of around 5,500 sq m of office floorspace may take two to four years to achieve steady state

occupation levels, subject to the point in the economic cycle and affordability for occupants.

Any development of the site should consider opportunities for on site renewable energy generation to support a zero carbon development (where possible).



## 8 Cathedral Close



The Cathedral is the defining image of Salisbury. Alongside the Cathedral itself, the buildings around it within Cathedral Close comprise residential, cultural and education uses. There are other heritage attractions in Cathedral Close, many of which are engaged with the Cathedral or have close connections to it. The Close is also an important green space in the city, providing a space of tranquillity and contemplation. The Cathedral has responsibility for the maintenance and management of the property it owns and the space within Cathedral Close.

The Cathedral has set out its vision in its Masterplan – An Exceptional Place – and its current Strategic Plan 2017–2022.

A central aim of the CAF is to enhance the integration between the central area and the Cathedral. The Cathedral is the symbol of the city, and the main reason that many people will visit. The city and the Cathedral were developed together, and the city itself tells much of the story of the place through its street layout and its spaces, places that have contributed to the heritage, landscape and tradition of the city overall.

**The CAF recommends the following Key Objective for the Cathedral Close Character Area: To celebrate the history and significance of the Cathedral Close by protecting it as a place for worship and contemplation, as a visitor attraction for Salisbury and providing a space for events, the arts, and other enlivening activities. This should be sought by:**

- improving connections and pedestrian linkages to the centre
- supporting city-wide events and activities that bring together the city and the Cathedral
- developing access to the Cathedral's history, heritage and treasures, exploring this alongside the history of the city as a whole.

.....  
*John Constable visited the city from 1811, and produced a substantial body of work around the city and the Cathedral.*

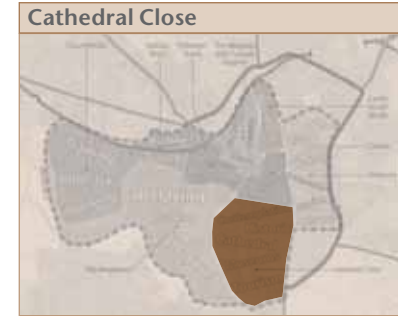
The Tate Gallery  
.....

The CAF recommends building a closer relationship between the Cathedral and the city for the benefit of local residents and visitors. It is envisaged that this will be in part through the offering of more cultural and artistic events, exploring the scope for other events that will complement these, creating better linkages between the city and the Close and through effective way-finding.

The Cathedral is keen to encourage a wider, younger audience, although it is expected that it will retain its predominantly-older visitor profile. Salisbury Cathedral “An Exceptional Place” - Masterplan aspires to increase the visitor offering, to increase accessibility to the Cathedral’s heritage and treasures, and to continue to conserve the building and the Close. The Cathedral has a role, with the city itself, in diversifying the visitor offer and becoming more relevant to a wider demographic both for its own sake and for that of Salisbury more widely.



<b>Design recommendations</b>	<ul style="list-style-type: none"> <li>• Sympathetic use of land and buildings in a way that protects and enhances the special qualities of the Cathedral area.</li> <li>• Enhance existing links to and from the Cathedral grounds, particularly to the centre of the city, whilst retaining the unique characteristics of the Cathedral area and acknowledging it as an active place of worship.</li> <li>• Improve way-finding to and from the Cathedral Close.</li> </ul>
<b>Economic recommendations</b>	<ul style="list-style-type: none"> <li>• Enhance physical and promotional links between the Cathedral and the wider city.</li> <li>• Work with the Cathedral and other stakeholders to achieve the aspirations of the Salisbury Cathedral “An Exceptional Place” Masterplan.</li> </ul>
<b>Infrastructure recommendations</b>	<ul style="list-style-type: none"> <li>• Facilitate access between the Cathedral and the city centre and improve connectivity and way-finding.</li> </ul>





## 9 Castle Street



Castle Street lies to the north of the core retail area and has an important role in supporting city-centre employment and residential uses. Castle Street is directly connected to the A36 a short distance to the north.

In recent years Castle Street has seen the development of a substantial complex of retirement apartments on the site of the former Friends/Aviva offices, which has shifted the character of this part of the street away from being primarily commercial. The southern end of Castle Street is physically and functionally linked to the Market Place and remains primarily as retail and office uses.

Castle Street is a key route in and out of the city, in particular for coaches accessing the coach park from Castle Street via Mill Stream Approach. Castle Street plays an important role in providing some of the key access routes to the River Park area, and also to the NHS/health centre to the south of the coach park.

.....  
*Castle Street was once a popular location for regional headquarters. However, much of this office floorspace has now been converted to other uses and over 40,000 sq ft remains vacant.*  
 .....



**The CAF recommends the following Key Objective for the Castle Street Character Area: To continue its role in supporting secondary town centre, residential and healthcare uses. This should be sought by:**

- promoting city-centre urban living, incorporating a mix of typologies and tenures, including homes for the elderly, family houses and start-up homes
- improving way-finding and linkages to the River Park and the Maltings and Central Car Park redevelopment site
- supporting continued healthcare provision.

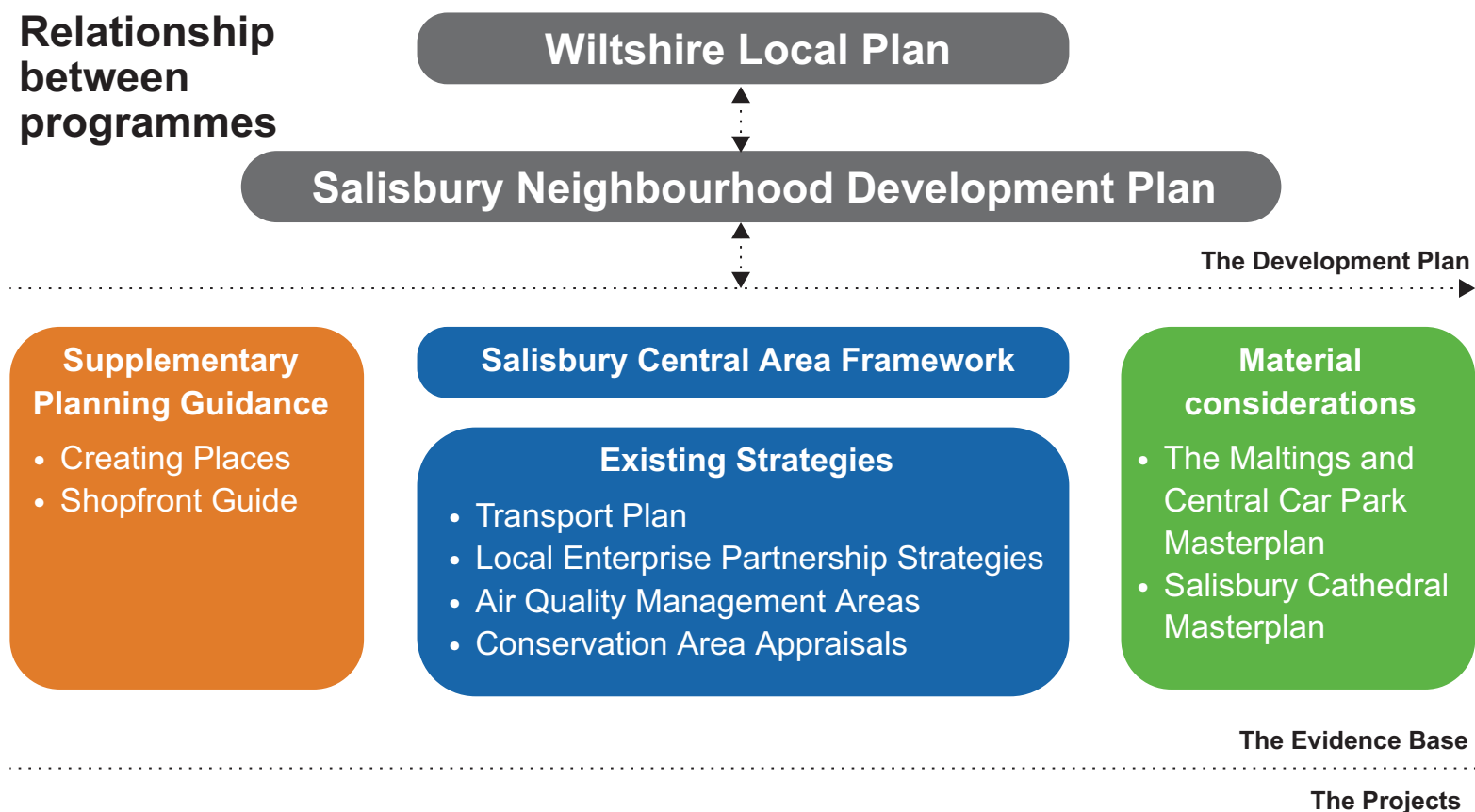
### Design recommendations

- Castle Street still has some large floorplate offices and the potential to accommodate additional office-based employment. It is desirable to retain this stock for potential employment uses.
- Future development in the area needs to play its role in contributing to the river frontage, particularly in avoiding backs facing the river at any point.
- Any such development would need to ensure the enhancement of the River Avon SAC as a corridor for wildlife.

### Infrastructure recommendations

- Work with healthcare providers to support their ongoing needs.

# Appendix 1: How the CAF relates to other documents



The Salisbury Central Area Framework provides an umbrella for future projects in the central area. At the time of writing, Wiltshire Council has initiated a number of projects in collaboration with partner bodies, including:

- Fisherton Street urban environment improvements
- Salisbury Station Masterplan
- Salisbury Transforming Accessibility Project
- A review of the Cultural Quarter
- Partnership working with the Environment Agency to deliver a River Park and flood defenses



# Appendix 2: Planning Policy Summary

This section highlights the broad planning policy context for the CAF.

## National Planning Policy

The National Planning Policy Framework (NPPF) sets a presumption in favour of sustainable development, and the CAF encourages development opportunities that meet the sustainable needs of the area.

The NPPF recognises the importance of town centres at the heart of local communities, and requires Local Planning Authorities to positively support growth, management and adaptation. Town centres should be allowed to grow and diversify in response to rapid changes in market demands, and the NPPF recognises that residential development can play an important role in ensuring vitality in town centres. Development should add to the overall quality of an area and establish a strong sense of place.

The NPPF also states that Local Planning Authorities should support:

- the transition to a low-carbon future in a changing climate, incorporating mitigation and adaptation
- achieving healthy, inclusive and safe places
- facilitating and prioritising easy pedestrian and cycle connections
- active street frontages and provision of green infrastructure
- effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions

- taking opportunities to achieve net environmental gains, for example developments that would enable new habitat creation or improve public access to the countryside
- protection and enhancement of valued landscapes, sites of biodiversity or geological value, and soils
- conservation and enjoyment of the historic environment.

The NPPF also makes clear that Local Planning Authorities should support local communities in developing neighbourhood plans which underpin the delivery of strategic policies set by the Local Plan.

## Local Planning Policy: Wiltshire Core Strategy

Salisbury is identified in the Wiltshire Core Strategy as a 'Principal Settlement' (Core Policy 1) because it is 'a strategically important centre and primary focus for development', alongside Trowbridge and Chippenham.

Core Policy 20 'Spatial Strategy for the Salisbury Community Area' sets out that over the Core Strategy plan period 2006 to 2026 Salisbury (and Wilton) will have provided 29ha of employment land and 6,060 new homes. As at April 2018 the remaining number to be delivered was 732<sup>1</sup>.

Core Policy 20 identifies a number of strategic development sites contributing to Salisbury's housing and employment land requirements. Within the central area of Salisbury, this includes the Maltings and Central Car Park

site (now subject to an endorsed masterplan and in the early stages of delivery), and Churchfields Industrial Estate.

The Core Strategy also identifies several additional non-strategic potential brownfield regeneration sites, which may be brought forward subject to deliverability. Within the central area, this includes:

- Salt Lane car park
- Brown Street car park
- bus station, Endless Street (retirement home development has now been delivered)
- bus depot, Castle Street.

The strategy for Salisbury over the plan period to 2026 focusses around:

- making the city more self-contained thus reducing out-commuting
- provision of employment, retail, cultural and leisure facilities
- retaining and enhancing Salisbury's tourism role
- development of a significant number of new homes.
- protection of the city's unique character and highly valued views/roofscape.

<sup>1</sup> <http://www.wiltshire.gov.uk/spp-housing-land-supply-statement-2018-published.pdf>



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