

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

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

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

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

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

The settlement strategy

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

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

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

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

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

Core Policy 1 - Settlement Strategy

Principal Settlements

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

The Principal Settlements are: Chippenham, Trowbridge and Salisbury.

Market Towns

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

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

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

Local Service Centres

Local Service Centres are defined as smaller towns and larger villages which serve a surrounding rural hinterland and possess a level of facilities and services that, together with improved local employment, provide the best opportunities outside the Market Towns for greater self containment.

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

Core Policy 1 - Settlement Strategy (continued)

Large and Small Villages

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

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

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

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

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

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

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

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

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

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

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

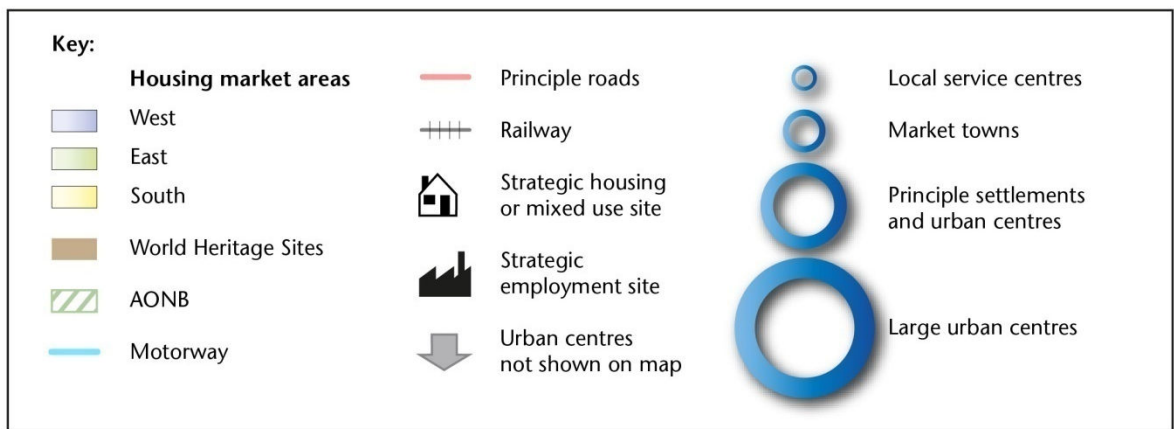
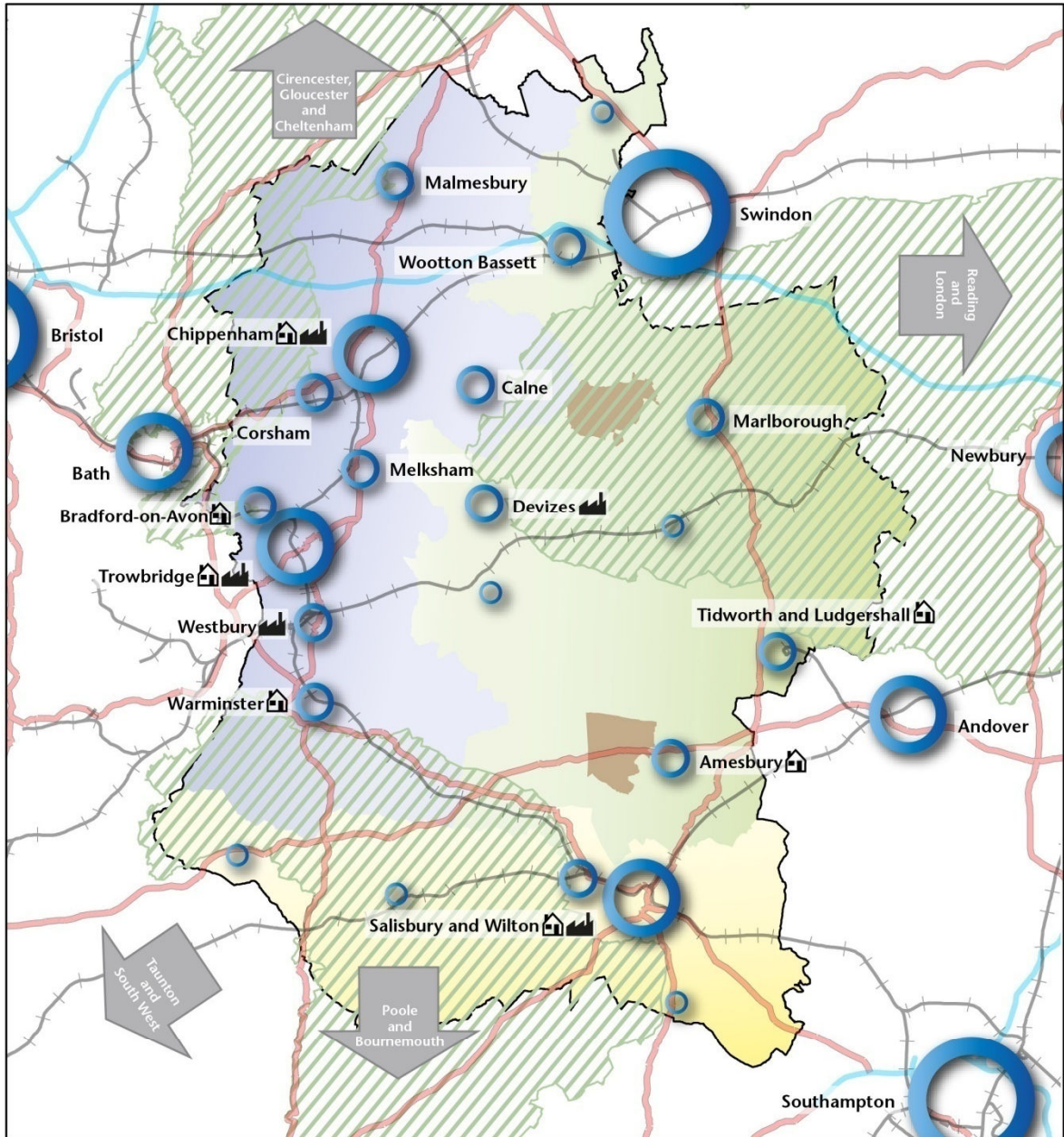
Where proposals for improved local employment opportunities and/or new services and facilities at Small Villages arise through community led Neighbourhood Plans, such villages may be able to become more sustainable and their status change to that of 'Large Villages' as a result. Any change of status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

The delivery strategy

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

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

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



Map 1: Wiltshire Key Diagram (Spatial Strategy)

Core Policy 2 - Delivery Strategy

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

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

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

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

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

Core Policy 2 – Delivery Strategy (continued)

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

Strategic sites

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

Community led plans

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

Phasing

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

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

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

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

Employment land

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

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

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

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

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

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

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

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

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

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

Delivering infrastructure requirements to support development

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

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

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

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

¹ The list should not be read as exhaustive.

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

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

Securing the delivery of infrastructure

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

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

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

2. Essential Infrastructure (including but not limited to)

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

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

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

Core Policy 3 - Infrastructure Requirements

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

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

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

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

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

Delivery responsibility

This policy will be delivered by:

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

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