

## DEVELOPING WILTSHIRE'S HOUSING REQUIREMENT 2006 - 2026

### 1.0 Introduction

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

### 2.0 Context

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

### 3.0 Identifying Wiltshire's Strategic Housing Requirement

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

## 4.0 Engagement with local communities

- 4.1 Significant consultation has already been undertaken, and evidence collated, by the former district councils and Wiltshire Council through the Wiltshire 2026 consultation to determine how future housing growth could be accommodated in Wiltshire. This has been used as a basis to develop Wiltshire's housing requirements with the aim to achieve better alignment with local community views.
- 4.2 Wiltshire Council undertook a public consultation from October until December 2009 on the document Wiltshire 2026: *Planning for Wiltshire's Future*. This document, although based on housing targets identified in the draft RSS for the South West Proposed Changes version, proposed a distribution of development for the county (excluding South Wiltshire<sup>1</sup>) at both town and community area level.
- 4.3 Analysis of the consultation responses demonstrate clear dividing lines in terms of the support, or otherwise, for growth proposals by local communities. These can be categorised into three types. The first being 'generally opposed' to the proposals presented. The second, 'supportive with concerns' and the third, 'generally supportive' of the proposals presented. The detailed comments received provide a useful indication as to the aspirations of residents throughout the county. A broad summary is provided in the box below.

### *Wiltshire 2026 Consultation - Summary of Responses*

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

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

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

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

#### The key findings

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

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

- (i) *Wiltshire 2026* - Scale of new homes proposed in Wiltshire 2026
- (ii) *Proposed requirement 2006-2026* - Proposed scale of new homes
- (iii) *South Wiltshire Core Strategy Review* - Scale of new homes proposed in the South Wiltshire Core Strategy review 2006 to 2026
- (iv) *Completions* - New homes delivered from 2006 to 2010.
- (v) *Specific permitted sites* - Developable<sup>2</sup> permitted housing sites (including those subject to a S106 agreement) at April 2010. This also includes Local Plan allocations proposed to be carried forward into the Core Strategy and a number of other specific sites.
- (vi) *Proposed Strategic Sites for the Core Strategy* - these are being proposed to meet specific strategic needs within a number of settlements.
- (vii) *Remainder to be identified* - identifies the number of dwellings to be identified through other sources including neighbourhood plans, or site allocation DPDs and windfall.

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

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

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

<sup>3</sup> This does not include the site at Royal Arthur.

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

	(iii)South Wiltshire Core Strategy Review	Homes built or already planned		New homes to be planned for	
		(iv)Completions 2006-10	(v)Specific permitted sites	(vi)Proposed Strategic Sites	(vii)Remainder to be identified
Amesbury, Bulford & Durrington	2,100	585	227	1,300	0
Amesbury remainder	300	89	25	0	186
<b>Amesbury CA</b>	<b>2,400</b>	<b>674</b>	<b>252</b>	<b>1,300</b>	<b>174<sup>4</sup></b>
Mere town	200	82	36	0	82
Mere remainder	50	19	4	0	27
<b>Mere CA</b>	<b>250</b>	<b>101</b>	<b>40</b>	<b>0</b>	<b>109</b>
Salisbury City/Wilton town	6,060	770	1,013	3,950	327
Wilton remainder	220	30	40	0	150
<b>Salisbury &amp; Wilton CAs</b>	<b>6,280</b>	<b>800</b>	<b>1,053</b>	<b>3,950</b>	<b>477</b>
Downton town	190	16	42	0	132
Southern remainder	370	111	74	0	185
<b>Southern CA</b>	<b>560</b>	<b>127</b>	<b>116</b>	<b>0</b>	<b>317</b>
Tisbury town	200	54	101	0	45
Tisbury remainder	220	29	22	0	169
<b>Tisbury CA</b>	<b>420</b>	<b>83</b>	<b>123</b>	<b>0</b>	<b>214</b>
<b>South Wiltshire</b>	<b>9,910</b>	<b>1,785</b>	<b>1,584</b>	<b>5,250</b>	<b>1,291</b>
<b>Wiltshire</b>	<b>37,010</b>	<b>8,370</b>	<b>8,869</b>	<b>11,900</b>	<b>7,871</b>

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

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

## **5.0 The need to phase housing development**

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

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

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

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

#### Delivering homes outside of South Wiltshire

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

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

- (i) Completions from 2006 to 2010 which account for **6,585** homes.
- (ii) Developable<sup>5</sup> permitted housing sites (including those subject to a S106 agreement) at April 2010, are expected to deliver an additional **6,115** homes.
- (iii) Outstanding Local Plan allocations to be carried forward in the Core Strategy, of which three exist, are expected to deliver a further **530** homes. The remaining allocations are not considered strategic but could contribute to windfall developments as urban capacity sites.
- (iv) Strategic allocations within the Core Strategy are being proposed to meet specific strategic needs within a number of settlements. These sum to **6,650** homes.
- (v) A number of other specific sites are considered to be deliverable that are not included elsewhere. These include a series of large sites that have been permitted since April 2010, a number of extra care complexes and a proposed significant increase to the housing potential of the site at North East Quadrant, Tidworth. This source of supply accounts for **640** homes.
- (vi) In line with Government policy, an allowance of **1,600** for windfall has only been included for the last five years of the plan period. This assumes that small unallocated brownfield development will continue as it has in the period 2001 to

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



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

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

#### Demonstrating a supply of deliverable and developable housing

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