

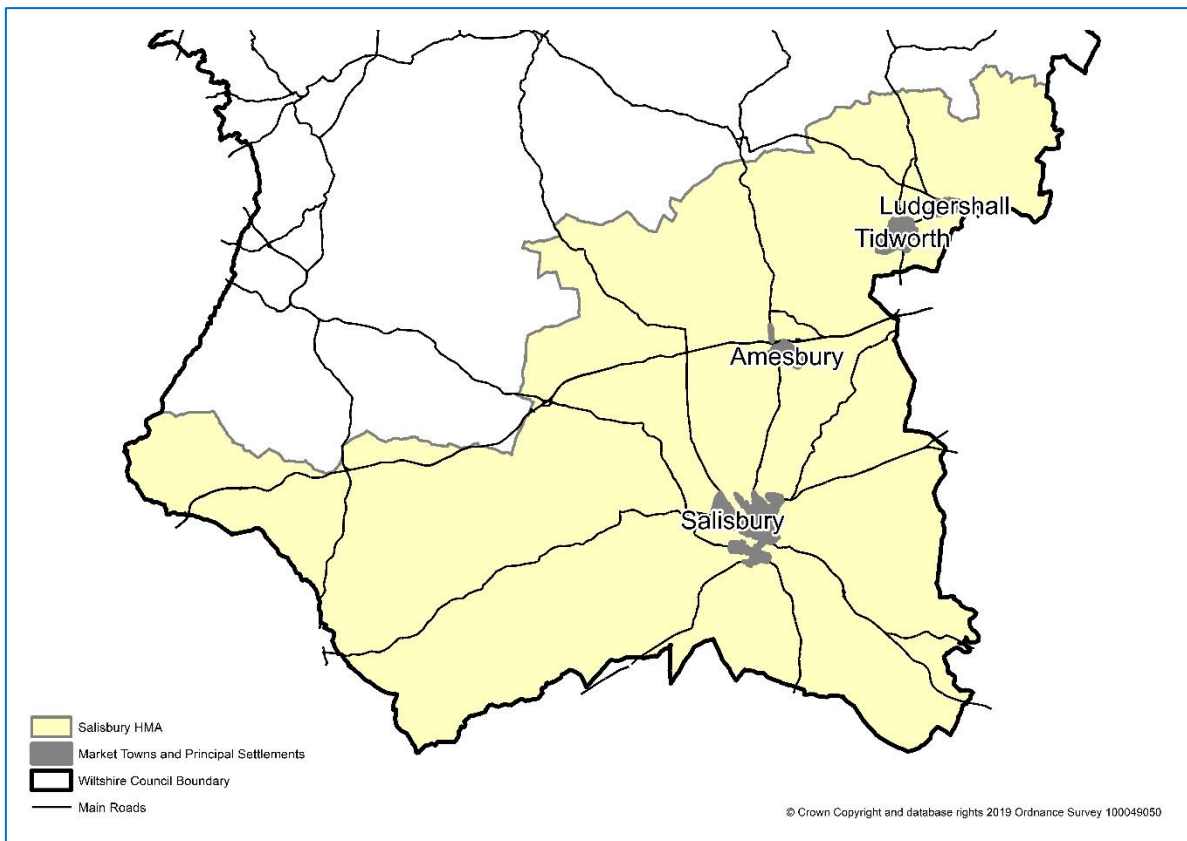
# APPENDIX 5

## Salisbury Housing Market Area – Assessment Summary

Cabinet Version, April 2019

## Introduction

- 1.1 As a starting point, the distribution of housing and employment in the adopted Wiltshire Core Strategy (WCS) has been rolled forward. Rolling forward the current strategy, each part of the Housing Market Area (HMA) would accommodate the equivalent share of housing and employment needs as the current WCS. This is used as a basis to help see where there may be better distributions of growth for the period 2016 to 2036.
- 1.2 The extent of the Salisbury HMA is shown below:



**Figure 1 Salisbury HMA**

- 1.3 This paper summarises assessments that have been carried out to help identify where an alternative distribution of growth to that currently included in the Wiltshire Core Strategy should be considered. Assessments, however, are not straightforward. Results may indicate a higher level of growth is justified at a settlement because of its economic prospects but may also indicate a lower rate of growth at the same settlement because of the risk of harmful environment impacts. The summary pulls together the results for each settlement to show where it is appropriate to test higher or lower rates of growth than rolling forward the current strategy.
- 1.4 Initial findings were discussed at workshops held with local members, town and parish councils and representatives of neighbourhood plan groups. Matters raised in these discussions have helped to inform alternative development strategies.
- 1.5 A set of alternative development strategies have been developed that highlight different choices about the distribution of future growth. It includes taking forward the current strategy. They will now be

tested against each other in more detail and will help to decide a preferred way forward for the local plan review.

## Rolling Forward the Current Strategy

- 2.1 The assessments test rolling forward the pattern of development of the current strategy aligned to the Housing Market Areas (HMA) proposed in the Swindon and Wiltshire Strategic Housing Market Assessment 2017, refreshed January 2019. Using this new evidence of forecast needs for more homes<sup>1</sup> and fresh land for employment<sup>2</sup>, each settlement within the HMA has the same share of growth as the current strategy. Rolling forward the current strategy produces the following requirements for the period 2016-2036 (Table 1).

Principal Settlement/Market Town	Wiltshire Core Strategy 2006-2026		Rolling Forward for 2016 – 2036	
	Housing	Employment	Housing	Employment
	<i>Dwellings</i>	<i>Hectares</i>	<i>Dwellings</i>	<i>Hectares</i>
Salisbury/Wilton	6060	28	5390	28.8
Tidworth/Ludgershall	1750	12	1555	12
Amesbury	2440	7	2170	7.2
Rest of HMA	2090	11.4	1860	11.7
<b>Total</b>	<b>12340</b>	<b>58.4</b>	<b>10965</b>	<b>60</b>

**Table 1 Rolling forward the current strategy**

- 2.2 Evidence suggests a decrease in the need for new homes in the Salisbury HMA. There would be around a 11% decrease compared to rates of housing development proposed in the Wiltshire Core Strategy. Employment land requirements would increase by 2%.
- 2.3 At face value, much of the need for new homes and employment will be met by the current supply of identified land. This however may not be appropriate. The location of sites for housing may need to better match the distribution of need. Sites in the current land supply may have become unsuitable. So for example, redevelopment proposals for the Churchfields area of Salisbury, currently an allocation of the WCS, are uncertain. Other circumstances will have changed and issues arisen since the WCS was adopted. How much to rely on the current strategy needs to be reviewed.

## Assessment Method

- 3.1 The assessments look at potential impacts upon each place and how development trends compare to those anticipated by the new evidence. Impacts involve looking at what additional land requirements there would be for growth over and above what can already be accounted for with planning consent or plan allocations. The results of public consultation also help to highlight where alternatives may need to be considered because this has raised new issues and opportunities. As mentioned above, the result of each assessment method might indicate a higher or lower rate of

<sup>1</sup> Swindon and Wiltshire Strategic Market Assessment, ORS, (2017)

<sup>2</sup> Functional Economic Market Assessment, HJA (2017) and Wiltshire Employment Land Review, HJA (2018)

growth in the future for a particular settlement. The assessment takes into consideration economic, social and environmental factors as well as delivery and infrastructure constraints, as follows:

<b>Potential impacts</b> <i>Place based assessment</i>	<b>Development trends</b> <i>Assessment of different scales of growth</i>
<p><b>Biodiversity:</b> what is the risk of harming local biodiversity</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Trends:</b> How does forecast housing need compare with what has actually happened?</p> <p>(Source: implied future rates of development compared to actual past rates)</p>
<p><b>Landscape:</b> what are the risks of harm to the character and attractiveness of the local landscape</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Land availability:</b> Is there land to continue the current strategy?</p> <p>(Source: future scale of housing and employment need compared to the amount already committed)</p>
<p><b>Heritage:</b> what is the risk of harming heritage assets?</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Economy:</b> housing and employment</p> <p>Do economic forecasts predict a need for more employment land or new homes than the current strategy?</p> <p>(Source: rolling forward the current distribution of development compared to forecast pattern of job growth)</p>
<p><b>Flooding:</b> what is the likelihood of unacceptable risks of flooding</p> <p>(Source: advice from specialists based on published information)</p>	<p><b>Social:</b> population and affordable housing</p> <p>Are homes provided where people live and where there are the most needs for affordable homes?</p> <p>(Source: rolling forward the current strategy compared to the distribution of the population and registered needs for affordable homes)</p>
<p><b>Infrastructure:</b> can the current strategy be supported by secondary school capacity and the local transport network?</p> <p>(Source: advice from specialists based on published information. An estimate of the number of years until secondary capacity is reached.)</p>	
<p><b>Consultation responses:</b> what are the new issues and opportunities?</p> <p>(Source: summary reports of public consultation)</p>	

**Table 2 Assessments**

## Results

4.1 The results collated in relation to the ‘place based assessment’ and ‘potential scales of growth’ are summarised in the table so an informed judgement can be made about what alternatives to test - RAG

rating is used to indicate potential for growth. For example, a settlement might accommodate less growth because of the high risk of unacceptable impacts on a nationally protected habitat. The assessment may show little evidence to change the current strategy, but in some cases the results could also pull in opposing directions. There may be forecasts to support increased growth, but environmental or infrastructure constraints also suggest less.

	Place based assessment							Assessment of Potential scales of growth					
	Environmental aspects				Infrastructure			Deliverability		Economic aspects		Social aspects	
	Biodiversity	Landscape	Heritage	Flooding	Education	Transport	Consultation	Trends	Land availability	Housing	Employment	Population	Affordability
Salisbury and Wilton	Green	Green	Green	Yellow	Yellow	Green	Yellow	Red	Green	Green	Red	Green	Green
Amesbury	Green	Green	Yellow	Green	Red	Yellow	Yellow	Green	Green	Red	Green	Red	Red
Tidworth and Ludgershall	Green	Green	Green	Yellow	Green	Green	Green	Red	Green	Red	Red	Red	Red
Rest of HMA							Green	Green	Yellow	Green	Green	Green	Green

Indicators for growth	
Higher	Green
Neither higher or lower	Yellow
Lower	Red
No information	

**Table 3 Summary of results**

4.2 The following table provides in summary, the conclusion of the assessment process. It suggests alternatives that should include the following:

Locations	Summary conclusion	Higher or Lower than rolling forward the current strategy
Salisbury and Wilton	<p>Public consultation responses showed concern to support the City’s economic base and evidence of sustained pressures for development. Many were also concerned that the City could not support further growth both environmentally and in terms of infrastructure. Flood risk is a potential risk</p> <p>Despite lower growth forecast for employment compared to current strategy levels, and poor past performance, it would be sensible to test a higher growth alternative, at least in terms of housing provision, recognising local needs for affordable housing and recognising continued pressures for development. This also recognises levels of existing employment and housing land supply; the level of housing commitments is so significant<sup>3</sup> that it is not reasonable to test a growth alternative that is too low.</p>	Higher

<sup>3</sup> This is the case even if the Churchfields site were excluded from consideration and 1000 dwellings are removed from the supply of developable land

<b>Amesbury</b>	<p>Economic forecasts indicate a smaller share of housing growth, although there is a strong track record of employment and housing delivery. Rolling forward the current strategy involves a lower assessment of overall need sufficient to test a continuation of recent growth rates.</p> <p>There are heritage and landscape risks and education capacity may also be a constraint. It would instead be sensible to test a period of consolidation that plans for a lower rate of growth. Again, however, scope is limited by the scale of land already in the pipeline.</p>	<b>Lower</b>
<b>Tidworth and Ludgershall</b>	<p>Economic forecasts as well as population and housing needs assessments suggest a substantially smaller share of HMA growth. Housing delivery has not been strong despite a significant supply of land. It would be appropriate to test a lower rate of growth, although, as elsewhere, scope to do so may be restricted by the current level of housing commitments.</p>	<b>Lower</b>
<b>Rest of HMA</b>	<p>The vast majority of indicators support testing a higher share of HMA growth. This could take a combination of possible forms: of a more dispersed pattern of growth; a focus on business cluster locations (Porton Down and Boscombe) or the opportunity for a new settlement.</p>	<b>Higher</b>

**Table 4 Summary of conclusions**

## Summary of Town and Parish Workshops on Distribution of Growth

- 5.1 Informal consultation took place between October and November 2018 with local members, town and parish councils and representatives of neighbourhood plan groups. The initial results outline in Table 4 were discussed. The outcome of the consultation is summarised below. These comments have influenced the development of alternative development strategies.

<b>Settlement</b>	<b>Summary</b>
<b>Amesbury/New settlement</b>	<p>A lot of the discussion was focused around a new settlement - therefore higher growth scenario - and that such a proposition could benefit from self-containment, possibly also aiding a rail station at Porton (or that vicinity). Conversely it was suggested that the A303 might be put under pressure, perhaps in spite of imminent duelling west of Amesbury. Concerns were expressed about the value of biodiversity and landscape at the locations identified. A second discussion raised the prospect of a new settlement at Lopcombe Corner – some distance from Amesbury - which would afford good access to Porton Down and Salisbury; however environmental constraints were once again noted.</p>
<b>Salisbury and Wilton</b>	<p>There was thought to be limited scope for development at the principal settlement in the HMA, with some identified around Wilton. Odstock Hospital area inter alia was mentioned, with the opportunity to provide specialist accommodation at that location. A general consideration was around how the evening economy might be expanded / maximised. Under higher growth scenarios, the question raised was around how the Hospital and transport infrastructure might cope.</p>

<b>Tidworth-Ludgershall</b>	It was believed that land might exist for 500-600 new homes across the two towns. This would constitute a higher growth scenario. However, such growth levels would require attention to job and retail provision.
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## Alternative Development Strategies

6.1 Based on the results of these assessments and consultation with town and parish councils, the following alternatives have been developed. They are expressed as alternative distributions of housing and employment requirements for Principal Settlements, Market Towns and rest of the HMA. Development in the rest of the HMA would be focussed primarily toward designated Large Villages and Local Service Centres. Alongside requirements a residual figure shows the scale of development that would need to be accommodated over the period to 2036 once current completions and commitments have been taken into account.

Alternative Development Strategy	Description				
<b>OPTION SA-A Roll forward the Wiltshire Core Strategy Distribution of homes and jobs</b>	Housing and employment land requirements are distributed pro-rata rolling forward the current strategy. Housing requirements are increased pro-rata to match a higher assessment of housing needs.				
	<b>2016-2036</b>				
		Housing		Employment	
Settlement Area	Requirement	Residual		Requirement	Residual
	<i>Dwellings</i>			<i>Hectares</i>	
Salisbury/Wilton	5390	489		28.8	8
Amesbury	2170	941		7.2	-
Tidworth/Ludgershall	1555	345		12	2
Rest of HMA	1855	875		11.7	-
<b>Total</b>	<b>10975</b>	<b>2745</b>		<b>60</b>	<b>10</b>
<b>OPTION SA-B Focus on Salisbury</b>	Scales of housing development at Amesbury, Tidworth and Ludgershall are constrained to current levels of commitments. Rates for the rest of the HMA, outside Salisbury, declines in line with the lower housing need assessment. i.e. – 11%. The residual need is then focussed at Salisbury.				
	For employment, the strategy responds to the conclusions of the Employment Land Review that new employment land should be considered at Salisbury.				
	<b>2016-2036</b>				
		Housing		Employment	
Settlement Area	Requirement	Residual			
	<i>Dwellings</i>			<i>Hectares</i>	
Salisbury/Wilton	6650	1748		10	

<b>Amesbury</b>	1230	0	-
<b>Tidworth/Ludgershall</b>	1210	0	-
<b>Rest of HMA</b>	1885	997	-
<b>Total</b>	10975	2745	10

**OPTION SA-C  
Focus on the Rest of the HMA**

Scales of housing development at Amesbury and Tidworth/Ludgershall are constrained to current levels of commitments. Salisbury housing rates declines in accordance with assessed local housing need (-11%). Remaining balance of housing needs focussed on the rural area.

For employment, the rest of the HMA accommodates growth which follows development trends and known pressure for employment growth in the rural parts of the HMA.

2016-2036			
	Housing		Employment
Settlement Area	Requirement	Residual	
	<i>Dwellings</i>		<i>Hectares</i>
Salisbury/Wilton	5390	489	3.5
Amesbury	1230	0	-
Tidworth/Ludgershall	1210	0	0.5
Rest of HMA	3145	2256	6
<b>Total</b>	10975	2745	10

**OPTION SA-D  
Boscombe/Porton  
New Community**

A scale of 2000 dwellings at a new settlement is considered a realistic contribution in the plan period given likely lengthy lead in times.

Elsewhere there is no additional housing development beyond existing commitments at Salisbury, Amesbury, Tidworth and Ludgershall. There is a significant decrease in housing provision in the rest of the HMA.

Some land for employment development is proposed in Salisbury to reflect the recommendations of the ELR but the majority of new employment land is directed to support the role of a new community.

Requirements for housing involve lower rates reflecting needs assessment. Housing at Salisbury, Amesbury, Tidworth and Ludgershall is constrained to current levels of commitments.

2016-2036			
	Housing		Employment
Settlement Area	Requirement	Residual	
	<i>Dwellings</i>		<i>Hectares</i>
Salisbury/Wilton	4900	0	2
Amesbury	1230	0	-
Tidworth/Ludgershall	1210	0	-
Rest of HMA	1635	745	-
<b>New community</b>	2000	2000	8
<b>Total</b>	10975	2745	10



