

# Topic Paper 4



Supporting communities



# Core Strategy Topic Paper

## Key Issues - Supporting Communities

### Executive Summary

#### Context

The creation and maintenance of attractive and livable communities, both urban and rural, is a central pillar of national planning policy. At a local level, a range of pressures is being exerted that are undermining the ability of communities to maintain appropriate balances of housing, employment, services and amenities. A balance of all these aspects contributes to securing long-term vitality and viability, a theme, which has emerged strongly from the Community Planning process. A wide range of stakeholders has highlighted the urgent need for a comprehensive approach to planning for the social, environmental and economic aspects of settlements. This must include provision of facilities, which help to promote the welfare, quality of life and involvement of all sectors of society. Central to this is the need to deliver improved welfare, social cohesion and quality of life opportunities throughout the district and to help safeguard those, which are already performing an important function.

This topic paper has been prepared to inform the Local Development Framework process and will be used in the production of the Core Strategy and other core policy documents reflecting the need to provide detailed measures to ensure change is in tune with the needs of providing demonstrably sustainable forms of new development and provision of facilities.

#### National Context

The key message that comes out of national guidance is that all have a part to play in delivering communities, which are attractive and nice places to live. Traditional boundaries between services such as between police and planning need to be broken down and all have a part to play. While much of this Core Strategy is focussed on what might be considered traditional planning issues such as where to put new houses and shops, it is clear that there are a wide range of issues which can affect our quality of life which we also need to see if planning can make a contribution to. These issues include:

- Setting the Scene - Defining "Sustainable Community"
- Social deprivation, Social Inclusion and Cohesion
- Motivations and Barriers to Citizen Governance, (DCLG 2006)
- The Indices of Deprivation 2004 (revised edition), DCLG
- Social Inclusion
- Welfare
- Access to Services
- Sports and Recreation
- The Local shop
- Public houses
- Cultural Activities
- Transport & access to services
- Crime and Safety

The essence of Government guidance is that the planning system should be playing a key role in trying to ensure that all have a decent quality of life and inclusive role within society and that we should not confine ourselves to purely development led considerations.

#### Regional Context

The Regional Spatial Strategy for the South West makes it explicit that support needs to be provided for communities in a manner that accommodates growth and takes into account ethnicity and ability as well as access to health, education, cultural facilities and green infrastructure. Therefore it advises local authorities will need to undertake assessments of need to ensure timely and sufficient provision of community provision. Policy CS1 sets out specific requirements. Policies LCF1 and GI1 seek the protection and enhancement of locally important cultural facilities and the need for major new development to provide new

facilities. Policies HE1 and HE3 requires that healthcare facilities are accessible to all and that major new developments should be subject to a Healthcare Impact Assessment. Policy C1 encourages increased participation in cultural activity in the region, and the enhancement of regional and sub-regional cultural infrastructure.

## Local Context and Issues for You to Consider

### 1. There are Masked Pockets of Deprivation

While, superficially South Wiltshire is a well-off and prosperous area, this masks areas of real concern, especially based around areas of social inclusion and access to services. There are pockets of marginalisation and social exclusion both in our rural and urban areas. There is also an increasing population of older age groups and a reduction in younger people. This will have implications for the type of services needed. These are clear issues that the LDF should be seeking to help address.

#### Options to address this issue:

1. Shall we promote vocational and criteria based policies to ensure geographically equal provision of community facilities for all Salisbury residents, with good transport links. Nurture through land allocations a central place theory based around community hubs?
2. We should consider framing policies that promote working with the South Wiltshire Strategic Alliance and other relevant bodies to ensure any community funding achieved from planning gain is directed, where applicable, to addressing localised areas of deprivation especially in providing access to services social activities?

### 2. There are Problems of Social Exclusion

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues which reflect the nationally identified trends:

- Much of the data in this report indicates that in general Salisbury is not a deprived area of the country and social exclusion on a large scale is not an issue. The main exceptions to this are affordable housing and access to services (especially in rural areas).
- However, the data also shows that there are smaller pockets of quite severe deprivation, often existing side by side with more affluent neighbourhoods. The data also shows that, similar to England as a whole, there are groups of people who are excluded because of their background, education, income, health or other factors.
- The geography of Salisbury district, where Salisbury city is by far the biggest centre of population along with large very rural, sparsely populated areas often means that social exclusion problems are not common to the whole of the district and are often either urban or rural in nature and extent.
- This report provides information on the different ways people can be, or feel, excluded from full participation in society and provides examples of how this exclusion can manifest itself in different sections of the community.

#### Options to address this issue:

1. Should we promote key settlements as main service providers and focus new development on them in a sustainable manner, to ensure the service centres chosen give all reasonable access to a range of important services within a relatively short trip?
2. Should we identify spatially those most deprived areas and focus redevelopment proposals and planning gain on them as a priority?

### 3. Health and Welfare Issues

Under the issue of welfare it emerges that statistically the district is performing above average with regards to welfare issues. However when this data is looked at in detail, including issues raised on deprivation and social inclusion, it emerges that the statistics may well be masking some pockets of real welfare concern, especially in some of the more remote rural areas where access to services are difficult. The district needs to identify these areas and improve welfare to ensure all people have the opportunity to improve their lives. This is backed up by local research and consultation which indicates the following:

- Local Wiltshire studies on rural material deprivation indicate that there are small geographical pockets of deprivation, both within Salisbury City and in rural areas.
- Transportation issues are a problem for many people in rural areas when they wish to access health services.
- Over 6,000 people in Salisbury district claim health related benefits, which indicate that there is a large population with a range of health problems and disabilities. This may mean they need support to maintain their independence and undertake acts of daily living.
- Access to General Practitioners and particularly dentists is a national issue but can disproportionately affect certain groups of the community who have low incomes, mobility issues or transport related problems. People's Voice data indicates that in the rural community area of Tisbury only around a third of people use an NHS dentist and only slightly more know how to access one.
- Many of the deprivation issues relate to specific health issues concerning groups such as older people, the physically disabled, travellers and teenage parents.

#### Options to address this issue:

1. Should health facilities be concentrated in accessible locations where a number of health facilities are provided together in one location?
2. Should new development be expected to make a contribution towards the provision of healthcare facilities, for which they are adding to the demand?
3. Should all new development take account of use by those with disabilities?
4. Should the Local Development Framework take account of the ageing population by enabling the provision of new large-scale residential care facilities in the District or should the emphasis be on smaller scale provision for local needs dispersed around the District?

### 4. Providing Access to Services

Key findings relate to the spatial distribution of key services and how these are provided. It is clear that in some cases, such as the banking industry that technology may well provide solutions to these problems. However with regard to access to key services such as shops, pubs, halls and schools there is a clear and apparently inexorable trend towards agglomeration in the larger settlements to provide for wider catchments. The days of every small village having such facilities seem long gone. It is a changing world and planning policies must respond.

#### Options to address this issue:

1. Should we promote key settlements as main service providers and focus new development on them in a sustainable manner, to ensure the service centres chosen give all reasonable access to a range of important services within a relatively short trip?

## 5. Protecting Village Pubs, Post Offices and Shops.

The national trend for closure of post offices, local shops and public houses is reflected in the Salisbury district. The key issue to emerge both nationally and locally is that these key facilities are under threat and it seems inevitable that this trend will continue unless we can produce two fold measures based on firstly improving their viability by striving for truly sustainable communities and secondly, by taking a hard line on change of use applications. However the latter will not work without the former. It must also be recognised that each of these key services often rely on each other for services and trade, for example the closure a shop or post office will reduce footfall in the area and therefore have a detrimental impact on the remaining services as people will choose to visit other locations with more services.

### Options to address this issue:

1. Should the Local Development Framework aim to support vulnerable village shops, post offices and public houses?
2. Should we seek policies, which prevent change of use unless it has been convincingly proved that they are no longer viable as businesses?
3. Would it be preferable to seek combined uses, such as a post office within a pub, rather than the complete loss of facilities from a village?

## 6. Safeguarding and enhancing cultural activities.

As per the National framework set out above, it is clear that stakeholders have a wide understanding of "cultural activities" ranging from fishing on the local rivers, to religious worship and from pop music to conservation of our built heritage. Therefore there are certain principles that we should seek to address when framing planning policies, which address culture, these being:

- Making cultural events and places accessible to all
- Seeking contributions from planning obligations
- Planning for infrastructure that will support cultural activities
- Facilitating social inclusion
- Maintaining and enhancing built and natural heritage assets
- Ensuring new development is sympathetic to culturally valued environments
- Seeking public participation in decision-making.

### Options to address this issue:

1. Should the Local Development Framework aim to promote cultural facilities in key settlements as main service centres to ensure that all have reasonable access to a range of such facilities?
2. Are there any cultural facilities we lack?

## 7. Transport and access to services

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues and trends:

- As evidenced by the scores on the ID 2004 Barriers to Housing and Services domain, difficulties accessing services is a key distinguishing feature of Salisbury district.
- 'Accessibility can vary significantly between different areas, at different times and for different people. While much of this difference is likely to be dependent on people's access to a car, it can also relate to those who have particular accessibility issues such as people on low incomes, older people, younger people, disabled people, women, people from ethnic communities etc'.
- Access issues can be very localised. For example, in a 2006 People's Voice survey, almost 4 times the percentage of people in Salisbury say that they have easy access to a cultural or recreational facility than in Mere and almost 3 times more than in Tisbury. There is a

pronounced difference between rural and urban access to healthcare as evidenced by only 53% of rural respondents saying they have easy access to a hospital compared to 83% of urban dwellers.

- People's Voice data also reveals that a bus service is considered the most important rural service in Salisbury district with 81% of respondents thinking it is important but only 72% can easily access public transport. 66% of respondents think the local bus service is inadequate for most people.
- To be genuinely accessible, transport needs to get people to the services they require reliably and safely; it needs to be affordable for the customer and physically accessible.
- While clearly connected, transport and access are not the same thing. Access difficulties include lack of information, services being provided in ways which exclude some people, not owning your own home, lack of access to opportunity etc.
- Particular groups can experience access problems more acutely. There are often language and cultural barriers that hinder BME and migrant workers accessing services and the increasing use of the Internet can exclude some people.

**Options to address this issue:**

1. In order to help fight social exclusion and to reduce the need to travel by car, should the Local Development Framework direct future development to locations accessible by public transport?
2. Do you agree that the Local Development Framework should seek to encourage the use of public transport, walking and cycling as alternatives to car travel where practical?
3. Do you agree that the LDF should include policies which try and help breakdown access barriers to services by requiring major developments to include access plans which include providing adequate public transport choices and cater for physical, language and cultural issues some of our citizens may have?
4. Do you think we should have a policy requiring developers to pay towards public and community transport, walking and cycling improvements?

## 8. Crime and Safety

Analysis shows that while overall all crime is the second lowest in England and Wales that again this masks some of the local issues. In particular there are the following issues, which have emerged from a detailed look at the local evidence.

- Reducing crime is a priority emerging in all of the area Community Plans. Although crime rates are relatively low, the community clearly perceive that their places should be safer
- There are pockets of anti-social behaviour, which are the worst in the County.
- Salisbury feels less safe after dark.
- There are pockets where criminal damage, theft and handling offences and violent crime are the highest in Wiltshire.

**Options to address this issue:**

1. Do you agree that using appropriate design measures ("designing out crime") will be effective in reducing crime and the fear of crime? If you can think of any other measures that would help to reduce this, please describe them in the comments box.
2. Do you agree that the LDF should allow planning gain money to be put towards preventative measures as prioritised in partnership with the police, such as CCTV, lighting and community policing?

## 9. Sport, Leisure and Recreation

This is a broad topic area which ranges from formal sports pitches through to informal use of the countryside and includes allotments, public open space and sports clubs. In line with government policy, the council have commissioned an open space survey of the district. The study includes natural and semi natural green space, amenity green space, sports pitches, green corridors and allotments. On the whole, the study shows that there is a shortfall in all of the sectors. Key headline findings of the study set the following action areas:

- Although residents are generally content with the quality of existing parks and gardens, there is a challenge to provide the same level of access to them for all residents, especially those in urban areas.
- The District is well provided for natural and semi-natural green space but there are a few areas without access to a site within 15 minutes. Therefore the Council should concentrate upon improving existing sites in both quality and accessibility.
- There are some gaps in providing amenity greenspace (those green areas in and around housing which provide informal space for recreation and leisure), and there is a need to provide access to such a space for all urban areas.
- Particularly outside of the main urban areas there are a shortage of play facilities for young people.
- While the vast majority of residents are within the recommended catchment area for an outdoor sports facility, many of these are actually schools with limited access. The Council needs to concentrate on qualitative and accessibility issues.
- There is a lack of allotments in the more rural settlements and Parish Councils should identify to the Council where there are waiting lists for plots so that provision can be led by demand at the local level.
- The District has a wealth of footpaths and this existing footpaths and this network should be developed to further enhance accessibility of the countryside to residential areas. There are key opportunities to develop pathways along routes of the rivers as well as extending the cycle route network.

### **Options to address this issue:**

Should new development be expected to make a contribution towards the provision of sport, leisure and open space facilities, for which they are adding to the demand and should this also include commercial development likely to attract people to the District?

The identified shortfall and opportunities to enhance sports, leisure and open spaces, should be reflected through the policies of the LDF?

Should the LDF promote greater accessibility to dual use facilities such as school playing fields?

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## 1. INTRODUCTION

The creation and maintenance of attractive and livable communities, both urban and rural, is a central pillar of national planning policy. At a local level, evidence in this paper shows that a range of pressures are being exerted that are undermining the ability of communities to maintain appropriate balances of housing, employment, services and amenities. A balance of all these aspects contributes to securing long-term vitality and viability, a theme, which has emerged strongly from the Community Planning process. A wide range of stakeholders have highlighted the urgent need for a comprehensive approach to planning for the social, environmental and economic aspects of settlements. This must include provision of facilities, which help to promote the welfare, quality of life and involvement of all sectors of society. Central to this is the need to deliver improved welfare, social cohesion and quality of life opportunities throughout the district and to help safeguard those, which are already performing an important function. The evidence that informs these findings is presented below under separate headings to make this paper as clear and concise as possible.

This topic paper has been prepared to inform the Local Development Framework process and will be used in the production of the Core Strategy and other core policy documents reflecting the need to provide detailed measures to ensure change is in tune with the needs of providing demonstrably sustainable forms of new development and provision of facilities.

Some of the issues revolving around supporting communities may be considered quite nebulous and difficult to define. Those such as rural isolation, marginalisation and alienation. This paper will set out a clear trail of evidence and research data which justifies any assertions made and will aim to produce tangible and clearly argued measures to address the issues that emerge.

As well as addressing some of the tough issues around social inclusion and deprivation, this paper will also focus on the provision of physical community infrastructure, such as open space, shops, pubs, banks, rural transport, clubs and societies.

## 2. ISSUES FACING SALISBURY DISTRICT - THE NATIONAL CONTEXT AND LOCAL CONTEXT

There are a series of key publications containing the analytical context for this paper and set the national picture (See bibliography). They have all been key sources of information in framing the issues and options, which have emerged from this paper. This paper, while embracing the title of "Supporting Communities" does encompass a fairly diverse range of sub-topics including researching how social exclusion, deprivation, access to open space, access to services and jobs, access to social facilities, quality of life and welfare can be promoted through the new planning system.

Each of the issues to emerge from the evidence will be discussed separately below so it is clear where the issues have come from and what options there are to address them. The issues in this paper are as follows:

- [The Indices of Deprivation 2004](#)
- [Social Inclusion](#)
- [Motivations and barriers to citizen governance](#)
- [Health and Welfare](#)
- [Access to Services](#)
- [Rural facilities – Supporting the Post Office, Shop and Library](#)
- [The importance of public houses](#)
- [Cultural activities](#)
- [Transport and access to services](#)
- [Crime and safety](#)
- [Sport, leisure and Recreation](#)

The first step was to look at national and local guidance and research and assess the issues emerging. The local evidence is essential to understanding the state and needs of the district. Learning the lessons from this local evidence base will ensure that rather than just parroting national guidance we have a real

view of how national factors are manifested locally and we can bring tailor made solutions to local challenges.

## Setting the Scene - Defining "Sustainable Community"

National trends are perhaps best encapsulated by the 2005 summit arranged by the Office of the Deputy Prime Minister (ODPM) into Sustainable Communities. This gives a clear context to this topic as supporting communities is irrevocably bound up with the wider aim of delivering sustainable communities. See <http://www.communities.gov.uk/summit>. This event, attended by a range of key stakeholders and practitioners of best practice, summarised the overarching aims for delivering sustainable settlements as:

- Active, inclusive and safe
- Well run
- Environmentally sensitive
- Well designed and built
- Well connected
- Thriving
- Well served
- Fair for everyone

Now that we have broadly defined what represents a sustainable community there is a need to analyse information from all available sources so that we can assess how the local situation in South Wiltshire measures up and what issues emerge that our new policies should be trying to address. This paper will now look a number of key topics and look at evidence from a national, regional and local level to assess the state of our communities.

### (a) The Indices of Deprivation 2004 (revised edition), DCLG

#### National context

The Index of Multiple Deprivation 2004 is based on distinct dimensions (or 'domains') of deprivation, which can be recognised and measured separately. The overall IMD combines these separate domains to give an impression of the overall deprivation experienced in an area. They are:

**Income deprivation:** This includes a range of benefits-related factors including Income Support and Job Seekers' Allowance.

**Employment deprivation:** This includes factors relating to unemployment, incapacity benefit, severe disablement allowance and participants in the New Deal.

**Health deprivation and disability:** This identifies areas with relatively high rates of people who die prematurely, whose quality of life is impaired by poor health, or who are disabled.

**Education, skills and training deprivation:** Indicators fall into two sub domains: one relating to education deprivation for children and young people in the area and one relating to lack of skills and qualifications overall.

**Barriers to housing and services:** This includes 'geographical barriers', such as the distance from key services such as a GP and schools. It also includes household overcrowding, homelessness and access to owner occupation.

**Crime:** This measures the incidence of recorded crime for four major crime themes including burglary, theft, criminal damage and violence.

**The living environment:** This comprises both the quality of housing and the 'outdoors' living environment including air quality and road traffic accidents. Salisbury district emerges as an area of relatively little deprivation, ranking 264th out of 354 Local Authorities in England for IMD (with 1 being the most deprived), based on the average scores of the constituent LSOAs (Lower Super-Output Areas).

The Office of the Deputy Prime Minister (ODPM) commissioned the Social Disadvantage Research Centre (SDRC) at the Department of Social Policy and Social Research at the University of Oxford to update the Indices of Deprivation 2000 (ID 2000) for England. The new Indices of Deprivation were produced in 2004 (ODPM, 2004). The new Index of Multiple Deprivation 2004 (IMD 2004) is a Super Output Area (SOA) level measure of multiple deprivation and is made up of seven SOA level Domain Indices. There are also two supplementary Indices (Income Deprivation Affecting Children and Income Deprivation Affecting Older People). The primary indices are set out in table 1.

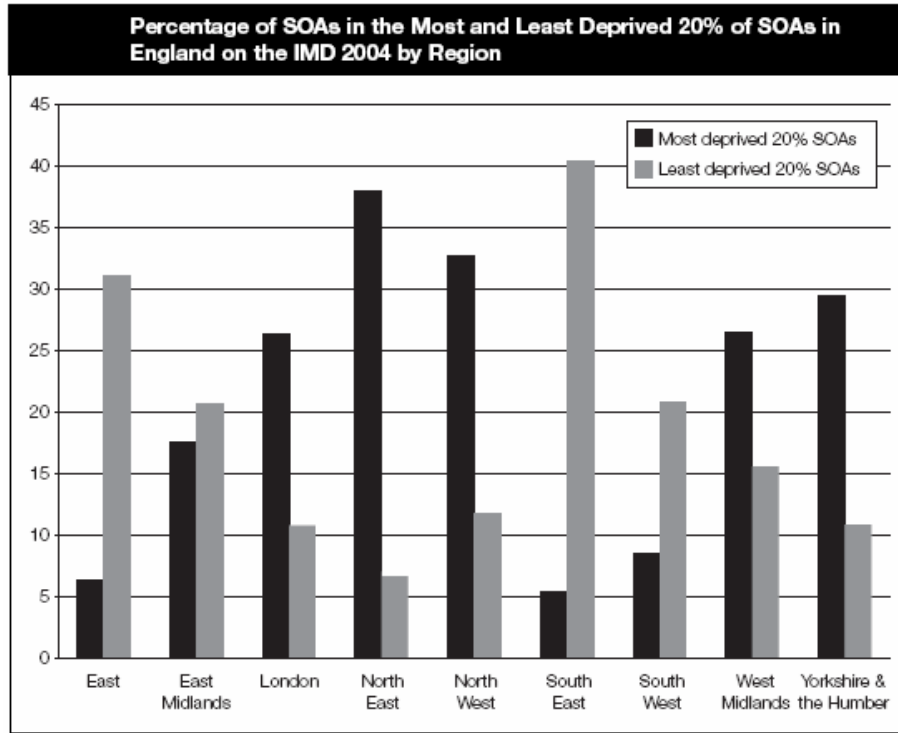
	<b>Domain Weight</b>
Income deprivation	22.5%
Employment deprivation	22.5%
Health deprivation and disability	13.5%
Education, skills and training deprivation	13.5%
Barriers to housing and services	9.3%
Crime	9.3%
Living Environment deprivation	9.3%

**Table 1: Weighting domains in relation to multiple deprivation (ODPM, 2004)**

The Indices of Deprivation (Table 2 and 3 and Figure 1) show that the South West is has the third lowest rates of deprivation in the UK.

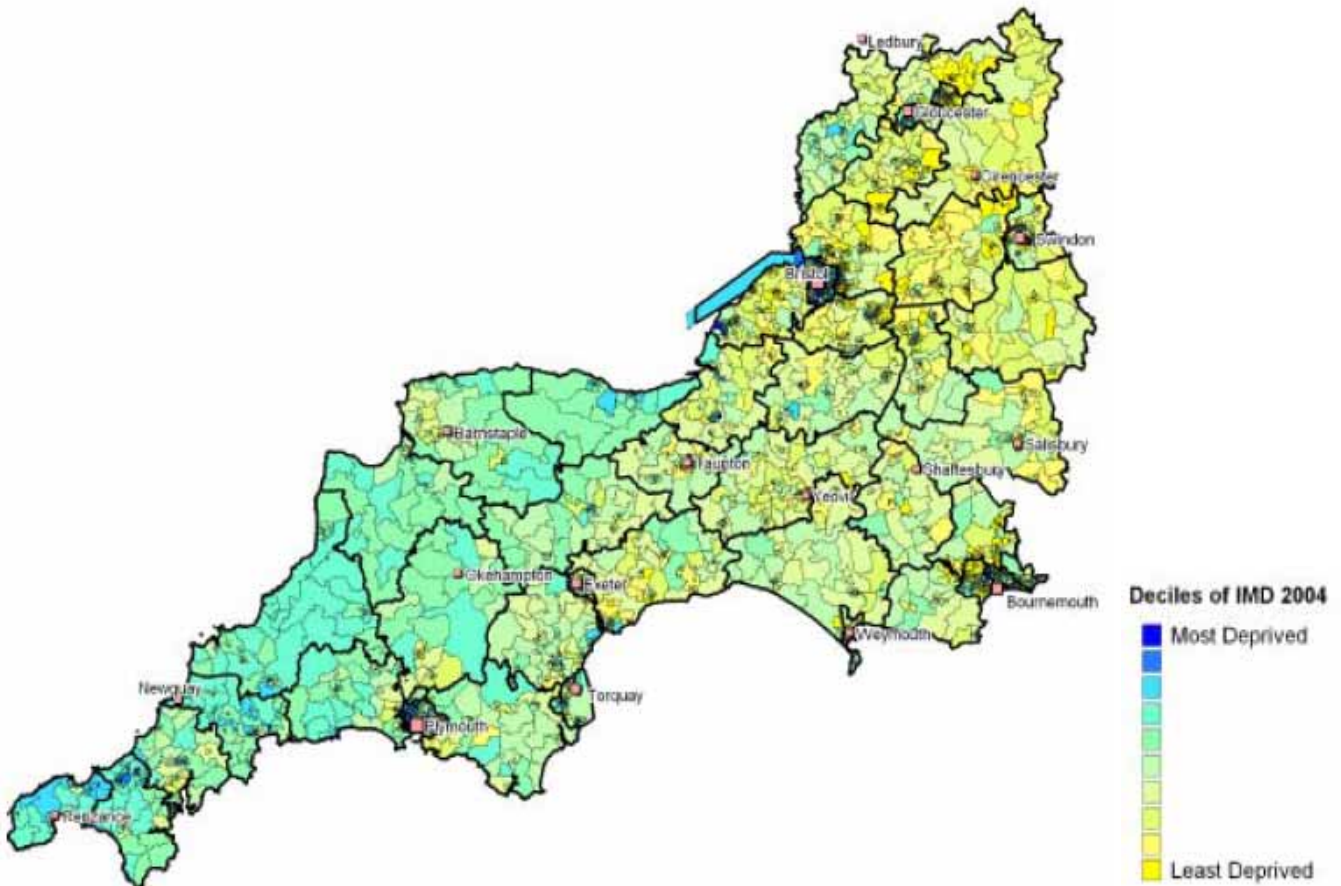
<b>Number of SOAs in the Most Deprived 20% of SOAs in England on the IMD 2004 by Region</b>			
	<b>Number of SOAs in most deprived 20% of SOAs in England</b>	<b>Number of SOAs in the region</b>	<b>% of SOAs in each region falling in most deprived 20% of SOAs in England</b>
East	220	3550	6.2
East Midlands	482	2732	17.6
London	1260	4765	26.4
North East	631	1656	38.1
North West	1461	4459	32.8
South East (excluding London)	271	5319	5.1
South West	278	3226	8.6
West Midlands	917	3482	26.3
Yorkshire & the Humber	976	3293	29.6
<b>Total</b>	<b>6496</b>	<b>32482</b>	<b>20</b>

**Table 2: The number of SOAs in the most deprived 20% of SOAs in England by region (ODPM, 2004)**



**Table 3: The percentage of SOAs in the most and least deprived 20% of SOAs in England (ODPM, 2004)**

What the tables fail to show are that while the general picture shows that deprivation is not a major issue in the south west, it does not include minority and marginalised groups that might exist such as the rural older population, socially marginalised or other such groups. While the overall picture is encouraging, this topic paper will focus from national generalities down to regional and local issues where those problems and issues specific to South Wiltshire can be identified.



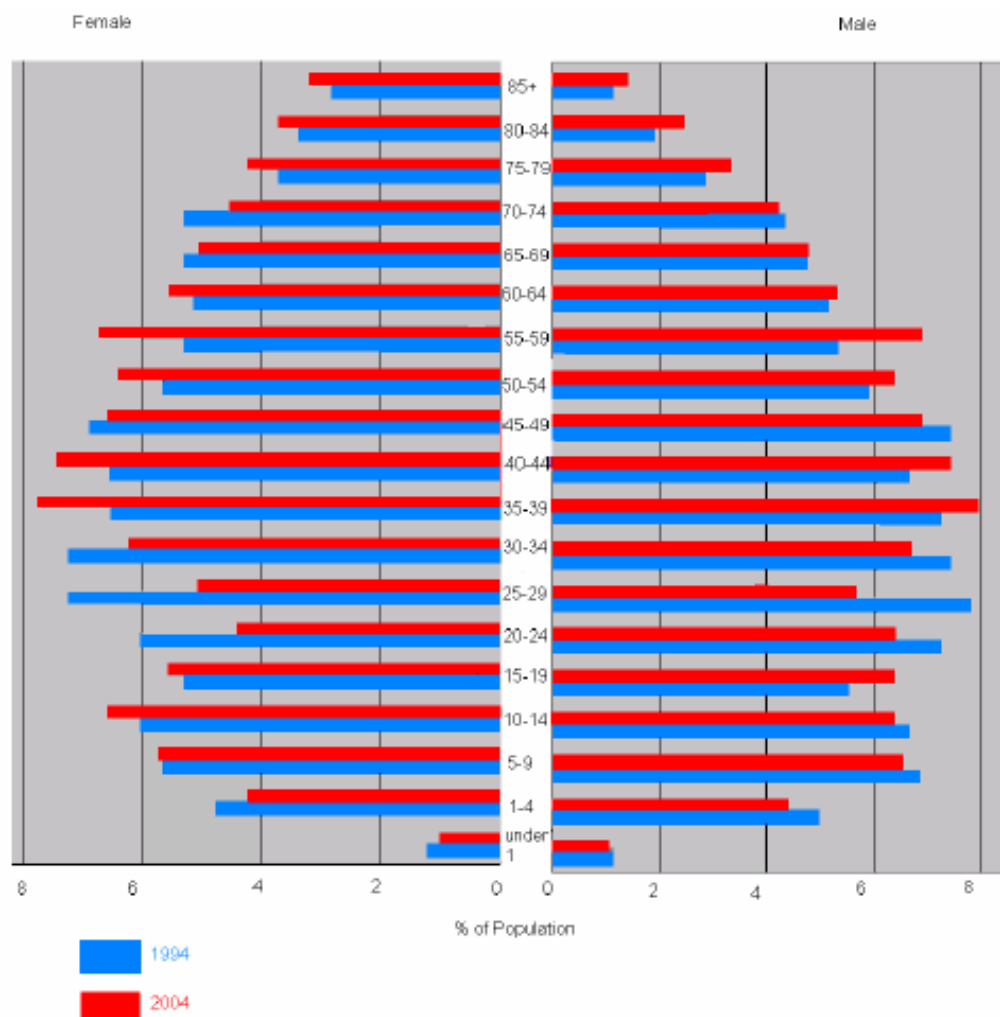
**Figure 1: South West GOR Index of Multiple Deprivation 2004 (ODPM, 2004)**

## Local context

Wiltshire has an average of 134 people per square kilometre; in contrast Salisbury district has 115 and the relatively low density in Salisbury is a reflection of the largely rural nature of the district. Between 1994 and 2004 Salisbury's population increased by 6,800 people (6.2%) (Salisbury District Council, 2006b).

The structure of Salisbury's population has undergone significant change in the last decade (Figure 2). Population statistics for the district show that there has been a dramatic (15%) reduction in the proportion of young adults, those aged 20-34, in the district since 1994. This is particularly the case for females. Similarly, Salisbury city (community area) has experienced a 23% decline in young people aged 20 to 29 between 1991 and 2001. The proportion of those under 20 and between 35 and 65 has risen in Salisbury. The largest increases have been seen in the 55 to 59 (36.2%) and over 75 (23%) age groups (Figure 2). This may highlight a trend where families and those who have retired are relocating to the district more than young couples and young professionals. Salisbury and Wiltshire have a relatively large proportion of their respective populations aged 65 and above, compared to the national average. This could be an indication of the popularity of the area in terms of quality of life, a factor that is often attractive for people of retirement age.

This changing demographic will have a significant impact on service provision and the way communities are supported in the future and therefore must be considered carefully when formulating policies.



**Figure 2: Age structure in Salisbury District, 1994 and 2004 (Salisbury District Council, 2006b)**

The map below (figure 3) illustrates the IMD position, in terms of national quintiles, of the District's SOAs, which shows that the majority of SOAs are in the top two quintiles. 48% are within the top quintile, and most of these are in the city of Salisbury, and towards the east of the district. Those 7% of SOAs within the bottom quintile are all urban, with four in Salisbury and one in Amesbury.



**Figure 3: Index of multiple deprivation by quintile and super-output area (Salisbury District Council, 2005-2006)**

This evidence is brought together comprehensively in Salisbury District Council Annual Monitoring Report (2005 – 2006) which is available at [www.salisbury.gov.uk](http://www.salisbury.gov.uk)

What it reveals is that Salisbury does reflect national trends in that while the area is superficially well-off and has little in the way of immediately visible deprivation it does reveal that there are areas of real concern, especially those based around barriers to social inclusion and services around many of the rural settlements. Many of the more remote settlements fall into the worst category as exemplified in the table below (Figure 4).

(1<sup>st</sup> = worst quintile; 5<sup>th</sup> = best)

Ward	IMD	Income	Employment	Health	Education	Barriers	Crime	Environment
Alderbury and Whiteparish	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	5 <sup>th</sup>
Amesbury East	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	2 <sup>nd</sup>	5 <sup>th</sup>	5 <sup>th</sup>
Amesbury West	4 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	2 <sup>nd</sup>	5 <sup>th</sup>
Bemerton	2 <sup>nd</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	1 <sup>st</sup>	2 <sup>nd</sup>	2 <sup>nd</sup>	4 <sup>th</sup>
Bishopdown	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	5 <sup>th</sup>
Bulford	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	3 <sup>rd</sup>	1 <sup>st</sup>	5 <sup>th</sup>	5 <sup>th</sup>
Chalke Valley	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	2 <sup>nd</sup>
Donhead	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Downton and Redlynch	5 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	2 <sup>nd</sup>	5 <sup>th</sup>	4 <sup>th</sup>
Durrington	5 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	5 <sup>th</sup>	5 <sup>th</sup>
Ebbie	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	4 <sup>th</sup>	3 <sup>rd</sup>
Fisherton and Bemerton Village	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	3 <sup>rd</sup>
Fonthill and Nadder	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	3 <sup>rd</sup>	1 <sup>st</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Harnham East	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	2 <sup>nd</sup>	5 <sup>th</sup>	5 <sup>th</sup>
Harnham West	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	2 <sup>nd</sup>	4 <sup>th</sup>	4 <sup>th</sup>
Knoyle	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	2 <sup>nd</sup>
Laverstock	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	2 <sup>nd</sup>	4 <sup>th</sup>	5 <sup>th</sup>
Lower Wylde and Woodford Valley	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	2 <sup>nd</sup>
St Edmund and Milford	4 <sup>th</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	5 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	2 <sup>nd</sup>
St Mark and Stratford	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	4 <sup>th</sup>
St Martin and Milford	3 <sup>rd</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>
St Paul	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Till Valley and Wylde	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Tisbury and Fovant	4 <sup>th</sup>	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Upper Bourne, Idmiston and Winterbourne	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	4 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	5 <sup>th</sup>
Western and Mere	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	3 <sup>rd</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Wilton	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	4 <sup>th</sup>	2 <sup>nd</sup>	2 <sup>nd</sup>	5 <sup>th</sup>	3 <sup>rd</sup>
Winterslow	4 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	5 <sup>th</sup>	1 <sup>st</sup>	5 <sup>th</sup>	5 <sup>th</sup>

**Figure 4: Ward by quintile and domain (Salisbury District Council, 2005-2006)**

This is a **key finding**. There are pockets of deprivation throughout the district and predominantly based around barriers to social inclusion and access to services and housing. There is an urban/ rural split with rural areas tending to have better levels of health (Figure 4). The larger settlements in the district including Amesbury West and Bemerton are shown to have lower education and/or income levels. In the Barriers domain, the majority of wards fall into the lowest two quintiles. This is largely a result of the dispersed and rural character of the district, although certain urban wards are also affected, albeit to a lesser degree. The most important observation here is that there is one single ward (Bemerton in north-western Salisbury), which ranks into the second-lowest quintile in IMD, and is the lowest-ranking ward in all domains by some considerable margin. This is the sole ward in the district within the second-lowest quintile in the Income domain, and the only ward within the lowest quintile in the Education domain. It is furthermore one of only three wards (all within Salisbury city) that are within the second-lowest quintile in the Crime domain. These are all clear local priorities for the LDF to tackle.

## **(b) Social Inclusion**

### **National context**

Social Inclusion is a key issue when considering how best to support communities. It is also one often prone to misunderstanding and misperception. To define the subject, the Social Exclusion Task Force, set up by the Cabinet Office, have commissioned much useful research, in particular the Multidimensional Analysis of Social Exclusion research report (Levitas et al, 2007). This report makes a clear definition of social exclusion as follows:

*“Social exclusion is a complex and multi-dimensional process. It involves the lack or denial of resources, rights, goods and services, and the inability to participate in the normal relationships and activities, available to the majority of people in a society, whether in economic, social, cultural or political arenas. It affects both the quality of life of individuals and the equity and cohesion of society as a whole.” (Levitas et al, 2007, p9).*

This report goes on to identify 10 dimensions by which a member of society may come to feel excluded from society:

#### **Resources: Material/economic resources**

- Access to public and private services
- Social resources

#### **Participation: Economic participation**

- Social participation
- Culture, education and skills
- Political and civic participation

#### **Quality of life Health and well-being**

- Living environment
- Crime, harm and criminalisation

When one poses the question, how can planning contribute to tackling issues of social exclusion, then the above definition as endorsed by the Cabinet Office presents a clear case. Planning has a key role in providing access to public and private services, social resources, cultural and educational facilities, public participation in decision making, the quality of the living environment and trying to reduce crime. Planning can and should not turn its back on the challenge of making a positive contribution to addressing this key issue.

In an area with relatively low overall social deprivation (see section c above), the research makes it clear that general affluence can mask some real problems of social exclusion specifically in the more remote rural areas. Older people, the rural poor, immigrants, ethnic minorities, invalids and many other groups, who live in the countryside may face a daily struggle to access services, gain social acceptance and participation in cultural activities, as well as feeling disenfranchised from the decision making processes.

The following publications and research have informed the need to address issues of social exclusion within the LDF Core Strategy and all may be accessed via the Cabinet Office website.

Link: [www.cabinetoffice.gov.uk](http://www.cabinetoffice.gov.uk)

#### Further information

Reaching Out: Progress on Social Exclusion – February 2007

Reaching Out: Regional conferences on social exclusion

Adults facing Chronic Exclusion Programme

Reaching Out: Progress on Social Exclusion

Families At Risk Review

Research Publication: The Multidimensional Analysis of Social Exclusion

### **Local context**

Information on social inclusion at the local level supports the national picture mentioned above and does strongly suggest that while superficially the district looks healthy with a good range of services, that certainly this feeling is not uniform across the board and there is a clear and present danger that the barriers to services in the rural areas may lead to deeper problems of isolations, marginalisation and the creation of a hidden underclass. The Community Plans for the district have revealed that access related to community support is a top priority. Issues such as affordable housing, local schools, activities for teenagers, protecting local facilities, access to better healthcare and a reduction of crime all fall within this broad remit.

The key finding is that the problem highlighted by the national evidence base is indeed revealed to be an issue at the local level and the LDF needs to take account of the critical need to ensure that all have fair access to a range of social, cultural and service facilities in order that social exclusion is not hidden by the wider health of the District.

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues which reflect the nationally identified trends:

- Much of the data in this report indicates that in general Salisbury is not a deprived area of the country and social exclusion on a large scale is not an issue. The main exceptions to this are affordable housing and access to services (especially in rural areas).
- However, the data also shows that there are smaller pockets of quite severe deprivation, often existing side by side with more affluent neighbourhoods. The data also shows that, similar to England as a whole, there are groups of people who are excluded because of their background, education, income, health or other factors.
- The geography of Salisbury district, where Salisbury city is by far the biggest centre of population along with large very rural, sparsely populated areas often means that social exclusion problems are not common to the whole of the district and are often either urban or rural in nature and extent.
- This report provides information on the different ways people can be, or feel, excluded from full participation in society and provides examples of how this exclusion can manifest itself in different sections of the community.

## **(c) Motivations and Barriers to Citizen Governance, (DCLG 2006b)**

### **National context**

The relevance of this paper is the manner in which it focuses upon how the culture and ownership of communities is fostered from the routes up. 'Citizen governance' is defined as the involvement of citizens in decision-making and scrutiny roles in public services include acting as a school governor, lay member of police authorities, youth offender panels and members of patient and public involvement forums.

The key objective of the research was to provide information to inform policies aimed at supporting and sustaining more effective citizen governance. This is seen as especially important when framing issues and options for new planning policies as there is an imperative to ensure that policy and decision making at a local level are fostered, developed and strengthened wherever possible (Table 4).

<b>KEY FINDINGS</b>
<ul style="list-style-type: none"> <li>• Community does not have to be the area in which you live, it can be based around work, faith or interest groups – anywhere you feel a sense of belonging</li> <li>• Participants who expressed a strong sense of attachment to their community were more likely to say that they have/would get involved in their community</li> <li>• If people see their future in the local area, they are more inclined to get involved as part of a future investment</li> <li>• Recently moving to an area can increase the likelihood of involvement as people want to establish themselves in the community, but it is equally likely that transient populations do not get involved</li> <li>• Some people, however, think their communities are not worth the effort – particularly where they see their communities as in decline</li> <li>• Others are worried about the potential negative repercussions of involvement from some sectors of the community and so keep themselves to themselves</li> </ul>

**Table 4: Definition of Community from Motivations and Barriers to Citizen Governance (DCLG, 2006b)**

Recommendations of the paper (DCLG, 2006b) were as follows:

- The concept of citizen governance needs to be clarified
- Countering misconceptions in particular, there is a misconception that they are not open to ‘ordinary people’.
- Presenting governance roles i.e. they need not be onerous
- Supporting those in Citizen Governance Roles

## **(d) Health and Welfare**

### **National context**

There is a body of research (including the papers highlighted at the foot of this section) which identify that health inequalities may be influenced by several different factors such as poverty, inadequate housing, transport, education and employment (Department of Health, 2003 and Haynes and Gale, 2000). These factors are described as the wider determinants of health.

The research also highlights the importance of improving the quality of reach of mainstream services to disadvantaged areas and populations and also highlights the importance of partnership working. A theme that emerges consistently from research into supporting communities is the need to frame policies accordingly.

The research states that traditionally a majority of health inequalities have been thought to be a mainly urban problem and, as a result, funding streams have usually gone only to those areas of deprivation in metropolitan and urban centres and have not been distributed to those in need in rural areas. The Government commissioned a report into health inequalities, which was carried out by Sir Donald Acheson. The report emphasised the importance of the social and economic environment as a factor in health inequalities but did not specifically explore rurality and rural inequality. The Wanless report (Wanless, 2002) highlights the need for a far-reaching, long-term public health programme to improve the health of the whole of the population of England. This has been followed by a White Paper – Choosing Health, Making Healthy Choices Easier (Department of Health, 2004), which is a comprehensive guide for health

professionals involved in supporting individuals to lead healthy lifestyles. These approaches, if implemented effectively, will help to reduce health inequalities and improve the health of individuals. There are significant pockets of deprivation and disadvantage to be found in rural areas, which have remained hidden, as inequalities in rural areas manifest themselves differently to those mentioned above. This is largely due to the way in which deprivation has been measured in the past. Calculation of indicators that have been drawn up to measure need can be problematic when applied to rural areas, as they are usually standardised around urban values. Some of the indicators of deprivation for example have included car ownership as an indicator of wealth, which is known not to be appropriate in rural areas. The experience of deprivation for individuals in rural areas will be similar to the experiences of those living in inner cities but patterns of deprivation differ in rural areas. In rural areas individuals may also be classed as being deprived with or without a low income.

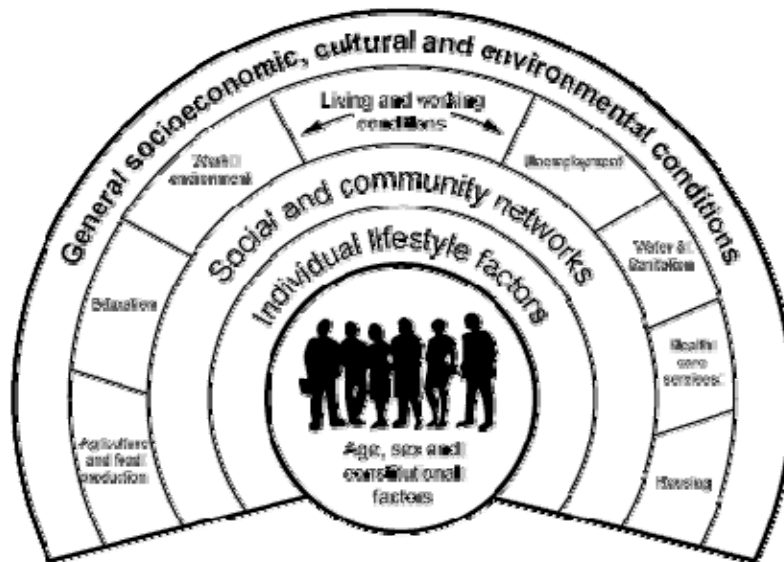


Figure 5: Determinants of health (Dahlgren and Whitehead, 1998)

If the above diagram (figure 5) is studied it is clear that planning policies have a role to play in contributing to health and welfare. For example firstly, focussing on the third ring in, it can try to deliver communities which foster a strong sense of community and social networks, through the provision and safeguarding of facilities such as village halls, sports facilities and village shops and pubs. Secondly when looking at the two outer rings, it is clear that planning has a key role in trying to support the living and working conditions of people in society.

- Department of Health, Neighbourhood Renewal Unit (2002), **Health and Neighbourhood Renewal**. London: HMSO
- Department of Health (2003) **Tackling Health Inequalities: A Programme for Action** London: HMSO
- Acheson, D (1998) **Independent inquiry into inequalities in health**. London: HMSO
- Noble M and Wright G (2000) **Identifying poverty in rural England**, Policy and Politics, 28 (3): 293-308
- Asthana S, Halliday J, Brigham P, Gibson A. (2001) **Rural Deprivation and Service Need: an Assessment of Indicators for Rural Service Planning**. South West Public Health Observatory.
- Townsend P (1987) **Deprivation**. Journal of Social Policy, Vol 16, No 2, p125-146
- Shucksmith M, Roberts D, Scott D, Chapman P, and Conway E (1997) **Disadvantage in rural areas**. Rural research report 29, Rural Development Commission: Salisbury
- Haynes, R and Gale, S (2000) **Deprivation and poor health in rural areas: inequalities hidden by averages**. Health & Place, 6, p275-285
- Martin D, Brigham P, Roderick P, Barnett S, and Diamond I (2000) **The (mis)representation of rural deprivation**. Environment and Planning A, Vol 32, 735-751
- Cloke, P, Goodwin, M and Milbourne, P (1997) **Rural Wales: Community and Marginalization**. University of Wales Press, Cardiff
- Office of the Deputy Prime Minister (2004) **English Indices of Deprivation**
- Countryside Agency (2003) **The State of the Countryside 2003** Countryside Agency Publications

More information can be found at [www.ruralhealthgoodpractice.org.uk](http://www.ruralhealthgoodpractice.org.uk)

## Local Context

The national evidence base summarised above and especially the defined determinants of health, would suggest that locally we would expect high levels of health and well being which may mask an issue of rural marginalisation due to barriers to services and facilities.

Statistics give a clear indication that the population of Salisbury district is generally healthy and long living in comparison with the South West region and the country as a whole (Table 5). Life expectancy in the district for both males and females exceeds both the country and the region (figure 6), as does the proportion of people who rated their health as 'good' in the 2001 Census (Neighbourhood Statistics, 2004). 7% of residents are dependent on means-tested benefits, compared with 13% in England. Over 1 in 10 of Salisbury's children live in households dependent on benefits. Early death rates from heart disease and stroke and cancer are below average (Figure 7 and 8). Teenage pregnancy rates are lower than average. Binge drinking and smoking rates and levels of adult obesity are all below average. The percentage of adults who eat healthily is above average (these are all estimates based on national surveys). Levels of physical activity are above the England average. Although the death rate from smoking in Salisbury is low, smoking still kills around 190 people every year. The rate of road injuries and deaths is higher than average and around 110 people die or are seriously injured on the roads of Salisbury every year (APHO and Department of Health, 2007).

The proportion of people with a limiting long-term illness at the 2001 Census, conversely, was lower in Salisbury district than the region and the country as a whole (figure 9) and according to the APHO and Department of Health (2007) a low proportion of people rate their health as 'not good' (figure 11) and the rate of people claiming sickness benefit because of mental health problems is lower than average. Despite this, as the district consists of a prosperous town with a rural hinterland, access to services can be problematic (APHO and Department of Health, 2007).

Link: [http://www.communityhealthprofiles.info/profiles/hp2007/lo\\_res/46UD-HP2007.pdf](http://www.communityhealthprofiles.info/profiles/hp2007/lo_res/46UD-HP2007.pdf)

Therefore the main issue, which needs to be addressed, is to ensure all areas of the district and all people within it (including those with a disability, mental health issues and older people) have access to health services including a doctor's surgery.

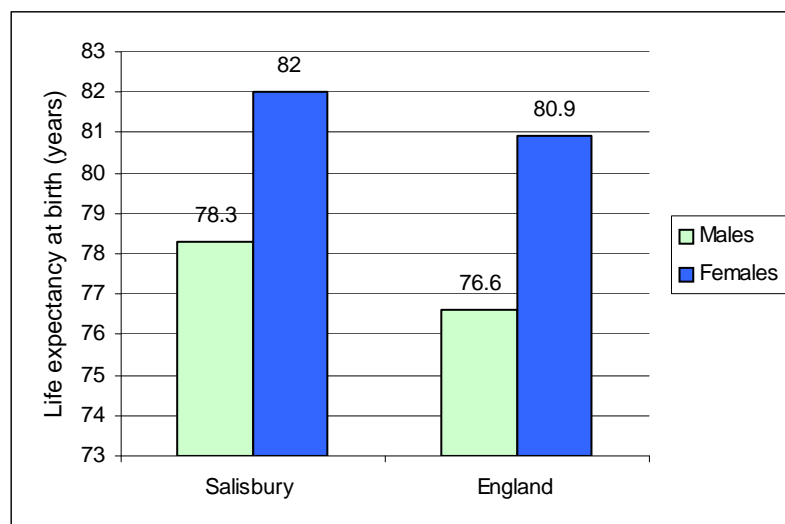


Figure 6: Life expectancy at birth (2001 – 2003) (Neighbourhood Statistics, 2004)

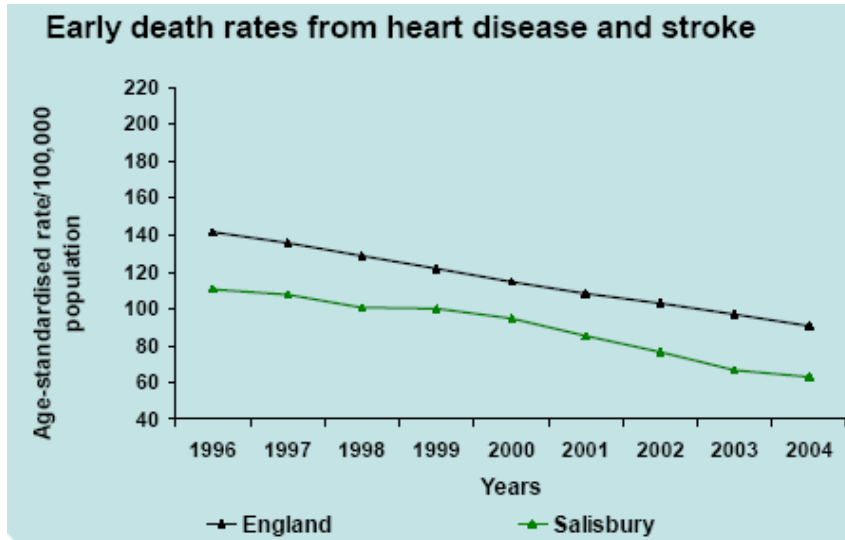


Figure 7: A graph to show the early death rate from heart disease and stroke in Salisbury District (APHO and Department of Health, 2007)

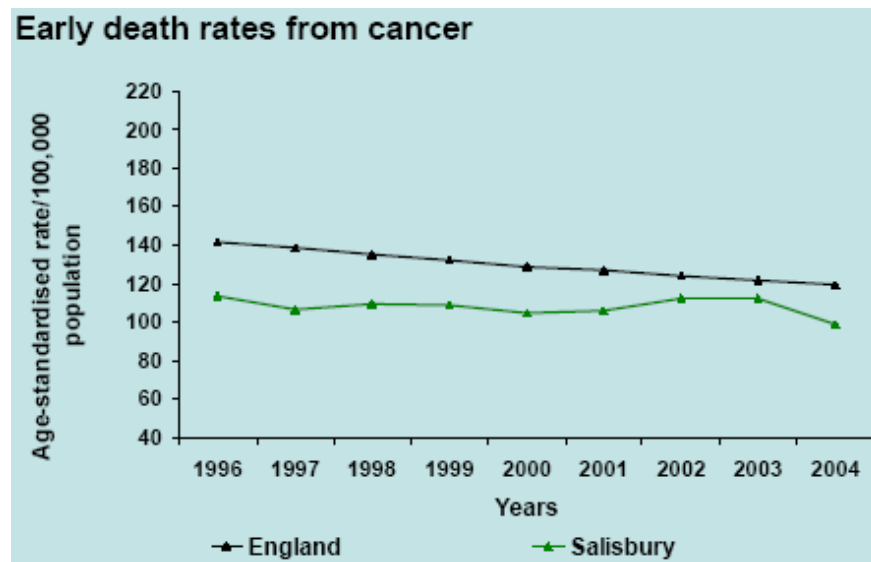


Figure 8: A graph to show the early death rate from cancer in Salisbury District (APHO and Department of Health, 2007)

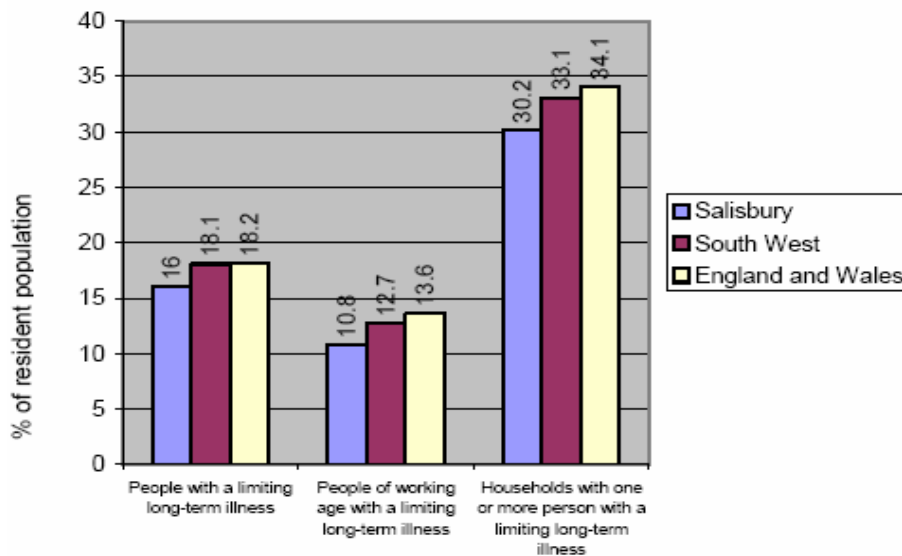


Figure 9: Limiting long term illness (April 2001) (Salisbury District Council, 2005-2006)

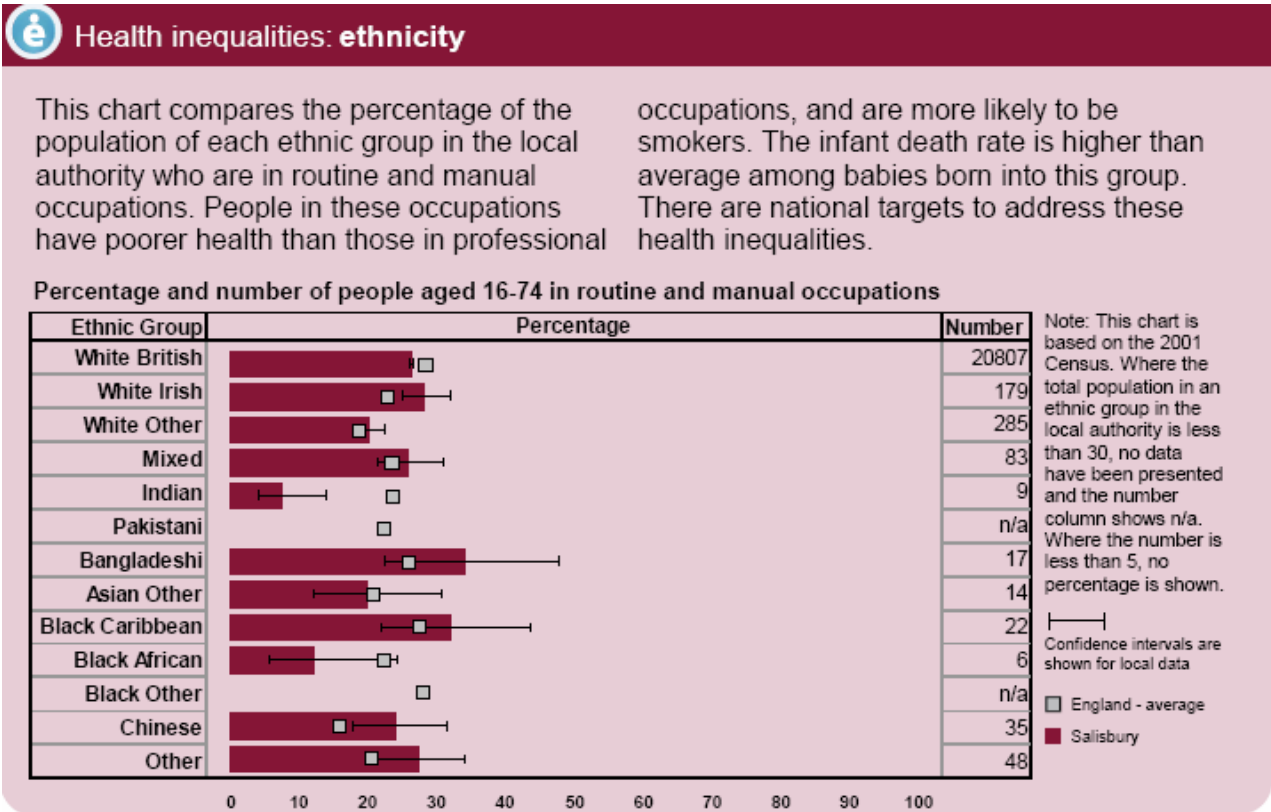


Figure 10: A graph to show the health inequalities in Salisbury District (APHO and Department of Health, 2007)

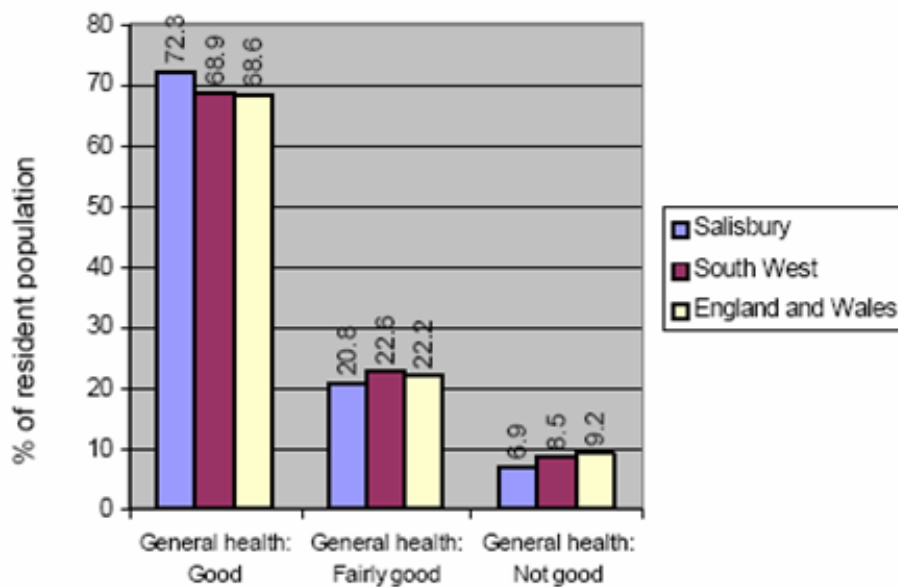
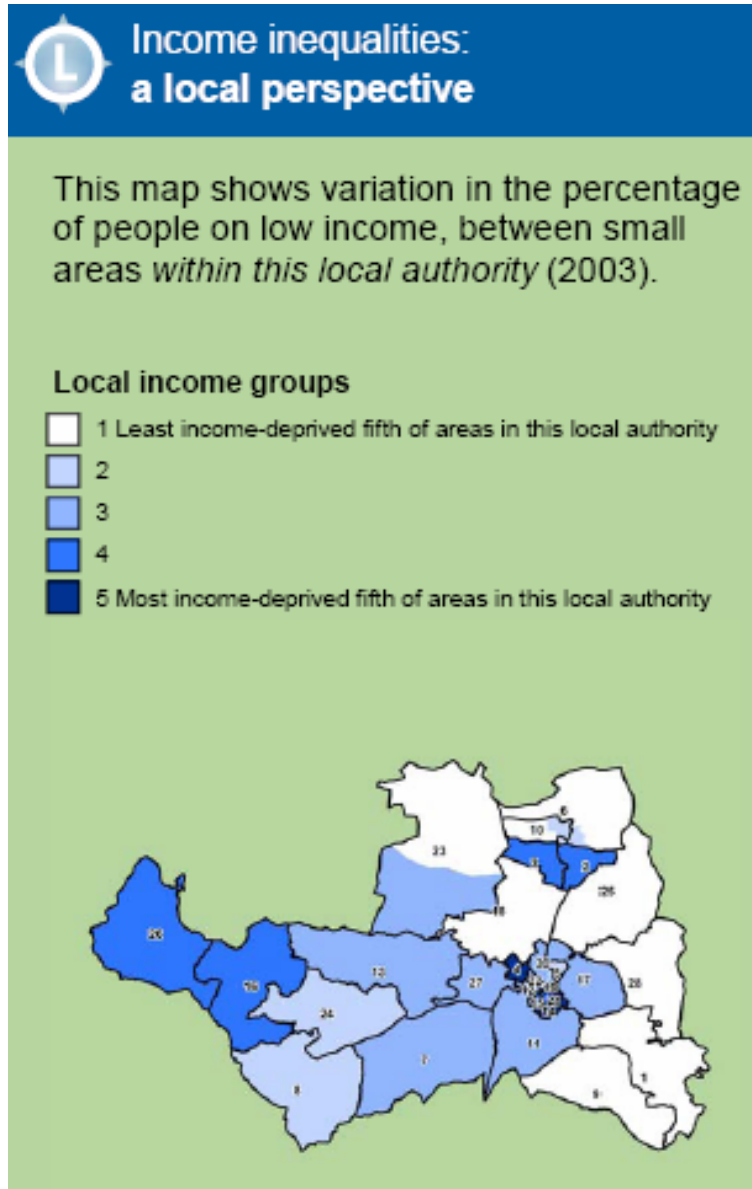
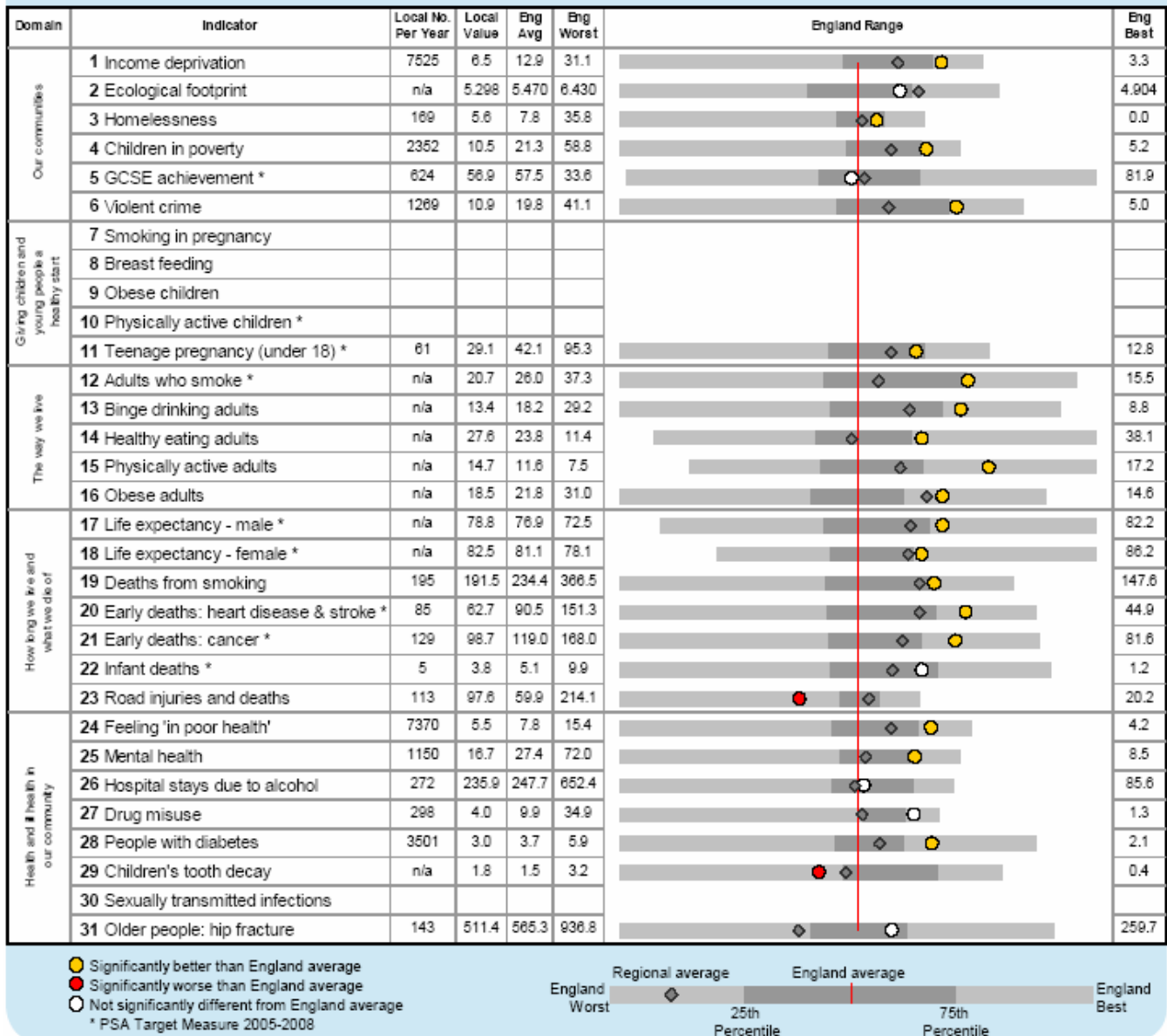


Figure 11: General health (Salisbury District Council 2005-2006)



## Health summary for Salisbury

The chart below shows a number of indicators of people's health in this local authority. It shows the local value for each indicator compared to the England worst, England best, England average and Regional average. The circle indicating the local value is shown as amber if it is significantly better or red if it is significantly worse than the England average. An amber circle may still indicate an important public health burden. A white circle is not significantly different from the England average. For technical information about each indicator, see [www.communityhealthprofiles.info](http://www.communityhealthprofiles.info)



**Note** (numbers in bold refer to the above indicators)

1 % of residents dependent on means-tested benefits. 2003. 2 Land (hectares per capita) required to support an average resident's lifestyle; no significance calculated. 2001. 3 % of households on local authority housing register who are statutorily homeless. 2004/05. 4 % in low-income households. 2001. 5 % achieving 5 A\*-C. 2005/06. 6 Crude rate/1,000 pop 2005/06. 7 8 9 10 30 No comparable local data currently available. 11 Crude rate/1,000 female pop. aged 15-17. 2002-04. 12 13 14 16 %. Modelled estimates from the Health Survey for England. 12 13 16 2000-02. 14 2001-02. 15 %. 2005/06. 17 18 Years. 2003-05. 19 Directly age standardised rate/100,000 pop. aged 35 or over. 2003-05. 20 21 Directly age standardised rate/100,000 pop. under 75. 2003-05. 22 Crude rate/1,000 live births. 2003-05. 23 Crude rate/100,000 pop. 2003-05. 24 Directly age standardised %. 2001. 25 Crude rate claimants of benefits/allowances for mental or behavioural disorders/1,000 working age pop. 2005. 26 Directly age sex standardised rate/100,000 pop. 2005/06. 27 Crude rate/1,000 pop. aged 15-64; no significance calculated for lower tier authorities. 2004/05. 28 %. 2005/06. 29 Average no. of decayed, missing and filled teeth in children aged 5; data incomplete or missing for some areas. 2005/06. 31 Directly age standardised rate/100,000 pop. aged 65 and over. 2005/06.

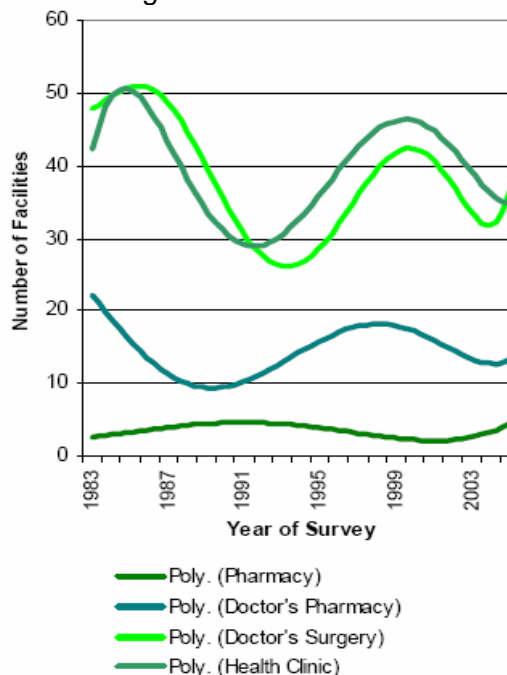
**Table 5: A table to show the Health Summary for Salisbury (APHO and Department of Health, 2007)**

**A key issue** to emerge under welfare is that overall the district does indeed have higher levels of welfare than the national average. However when this data is looked at in detail, including issues raised on deprivation and social inclusion, it emerges that the statistics may well be masking some pockets of real welfare concern, especially in some of the more remote rural areas where access to services are difficult.

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues and trends:

- On the whole Salisbury district is not particularly health deprived. However, previous local Wiltshire studies on rural material deprivation indicate that there are small geographical pockets of deprivation, both within Salisbury City and in rural areas.
- Transportation issues are a problem for many people in rural areas when they wish to access health services.
- Over 6,000 people in Salisbury district claim health related benefits which indicates that there is a large population with a range of health problems and other disabilities that effect their ability to take care of themselves and participate in the job market.
- Access to General Practitioners and particularly dentists is a national issue but can disproportionately affect certain groups of the community who have low incomes, mobility issues or transport related problems. People's Voice data indicates that in the rural community area of Tisbury only around a third of people use an NHS dentist and only slightly more know how to access one.
- Many of the deprivation issues relate to specific health issues concerning groups such as older people, travellers and teenage parents.

With regard to provision of healthcare facilities, although the following information from the Rural Facilities Survey 2005 (Wiltshire County Council, 2005) is at a county level, it is still very relevant (figure 13). The chart below suggests that surgeries and clinics suffered losses in the late eighties and recovered by late nineties. Since then, they have begun to experience losses again. Only a handful of independent pharmacies are recorded in the 250 settlements but they have remained fairly constant throughout the period, starting with three in 1976 and ending with four in 2005.



**Figure 13: Health facilities in the County (Wiltshire County Council, 2005)**

With regard to health facilities at a local level, the Council collected data on this in Settlement Survey carried out in 2006 (Salisbury District Council, 2006c). The data revealed that there are 24 doctors' surgeries, 17 health clinics and 12 chemists located in the district outside of Salisbury (Figure 14). Compared to the graph showing county levels of health facilities (figure 13), it seems that the levels of health facilities in the district are reasonably high, although the health facilities are mainly located in the larger settlements and as such this could create difficulties for people who live in the more rural areas and those who have limited access to transport.



Crucially, the Rural Strategy makes significant changes to delivery arrangements with greater devolution of responsibility and decision-making to the regional and local level.

The key research - Rural White Paper: Our Countryside: The Future - A Fair Deal for Rural England (Defra, 2000) sponsored at a national level by the UK Government has highlighted the need to deliver the following:

#### General objectives

- Investment in better public services – schools, health, transport and crime reduction and a rural service standard, reviewed annually.
- 3,000 new affordable homes every year in small settlements
- Access to a wide range of day-to-day transactions through post offices,
- Internet and local small businesses
- A bigger say in community planning

#### For rural businesses:

- Investment in market towns and more targeted help from Regional Development Agencies
- Better transport, ICT coverage, skills training and business advice
- Potential reduction in rate bills

#### For farmers:

- More money for agri-environment schemes; marketing grants, and tailored business advice to help modernise and improve agricultural, horticultural and forestry holdings
- Help with planning to enable farmers to use surplus farm buildings and, less
- Burdensome regulation generally
- Help with diversification, marketing and skill training
- Support for small and medium sized abattoirs

#### For everyone:

- Stronger protection for our most valued landscapes, and for wildlife and habitats.
- More access and a better rights of way network
- A living, working countryside maintained for the benefit of us all, wherever we live

See the following reports and research via the DEFRA website at [www.defra.gov.uk](http://www.defra.gov.uk)

Defra (2000) Rural White Paper 'Our Countryside: the future a fair deal for rural England'.

<http://www.defra.gov.uk/rural/ruralwp/whitepaper/default.htm>

Defra (2006) Rural Services Review 2006. <http://www.defra.gov.uk/rural/services/default.htm>

Defra (2004b) Evaluation of the Rural Services Review

[http://www.defra.gov.uk/rural/pdfs/services/rural\\_services\\_review\\_evaluation.pdf](http://www.defra.gov.uk/rural/pdfs/services/rural_services_review_evaluation.pdf)

Defra (2003) Rural Services Standard. <http://www.defra.gov.uk/rural/services/standard/default.htm>

#### See also:

Setting a new standard in rural services for the 21<sup>st</sup> century? - Commission of Rural Economies

A Study of Rural Service Standards - Rural Innovation and Community Futures June 2006

How fair is access to services for rural communities in the North West? - Rural Innovation and Community Futures June 2006.

## Local Context

The national picture highlighted how living in rural areas could limit access to services and that this applied to businesses and farmers as well as the general population. It highlights the need to work innovatively to try and keep access to services at an acceptable level. Furthermore much research has been done to specify what that reasonable level may be.

At the local level the key source data for the district is the Rural Facilities Survey, 2005 carried out by Wiltshire County Council (2005). This is a detailed analysis showing the spatial distribution of services in conjunction with population patterns. The principle findings of relevance and which give a local slant to the national findings are as follows:

- The level of facilities has changed greatly since the initiation of the Rural Facilities Survey in 1976. Some of these changes will be symptomatic of the economy at the time, but others reflect changes in the way in which services are provided.
- The way in which financial services are provided has changed within the survey period. The number of operational banks within the rural settlements was never great but these had vanished by 2001. Recently banking facilities have been made available through cash points, post offices, by telephone and online.
- The number of post offices has also declined steadily since 1976 and despite the fact that they are now able to provide some banking facilities, the decline has continued. This will not be helped by the withdrawal of television licensing from the Post Office.
- In total, stationary financial services have been in decline and with the growth of the banking facilities that are always open and remotely available this seems set to continue.
- The way in which basic foods are supplied has also changed. The number of both rural general and specialist food shops has decreased over the survey period and the number of petrol filling stations serving a range of daily foods and mobile basic food services has stayed reasonably stable. This suggests the number of suppliers of basic foods has declined in total.
- However, there has been growth in certain sectors of basic food services. Farm shops have increased since the survey began recording them, although not at a rate to replace the loss of other basic food shops. There are also many reports detailing the rise in online shopping, and as all the major supermarkets now offer online grocery shopping, some negative effect on rural services seems likely.
- In summary, it seems as though traditional food shops are in decline and are being supplemented primarily by the new and convenient services provided through the Internet.
- There have been losses of many of the services with a community focus, such as primary schools, libraries, places of worship and public houses. At the same time there has been growth in many of the more activity-based services such as public halls, recreation fields, play areas and sports and social clubs.
- Turning to transport services, the number of settlements with at least a daily public transport service has increased over the survey period, although there has been a decline in the number of settlements with a Level 1 service since 2001.
- Community transport service provision has also improved since the 2001 survey.
- Throughout these surveys there has been a strong link between the size of a settlement and the number of facilities it provides. 96% of large settlements have at least five of the 'community' facilities, whereas only 13% of the small settlements meet the same criterion.
- The short-term change since 2001 in the majority of cases has gone in the same direction as the long-term change since 1976. The exceptions to this are the numbers of places of worship, which have seen an increase recently as opposed to the general downward trend, and clinics and pharmacies have both seen a decrease recently unlike the general upward trend.
- The percentage change since 2001 has also largely been in line with the long-term difference in the majority of instances. However, the notable exceptions are in the case of commercial services, mobile services, and public halls. Both commercial and mobile services have seen a rise greatly in excess of the general long-term trend, although in both instances the long-term trend is high. Public halls have seen less of an increase since the previous survey than the long-term trend indicates.
- Overall, the number of rural facilities seems to be in decline, and it needs to be carefully monitored in the future to assess policy implications.

The Council also undertook a survey of the facilities in the district in 2006 (Salisbury District Council, 2006c), which investigated the number of facilities and services such as bus stops, petrol stations, local shops and public houses available in villages in the district. Data collected from 107 settlements outside of Salisbury city showed that 42 settlements have a general food store, although the majority are located within the larger settlements, 12 settlements have a chemist, 40 settlements have a convenience store, 20 have a petrol station, 46 have a recreation field and 69 have a public house.

Key findings relate to the spatial distribution of key services and how these are provided. It is clear that in some cases, such as the banking industry that technology may well provide solutions to these problems. However with regard to access to key services such as shops, pubs, halls and schools there is a clear and apparently inexorable trend towards agglomeration in the larger settlements to provide for wider catchments. The days of every small village having such facilities seem long gone. It is a changing world and planning policies must respond.

## **(f) Rural Facilities - Supporting the Post Office, Shop, and Library**

### **National context**

The current local plan acknowledges that key facilities and services in smaller settlements are vital to their viability and sustainability and therefore they need protecting. The district is unique in that it had a large number of smaller settlements located away from the main centres of Salisbury and Amesbury and they therefore have a reliance on the local services and facilities in their settlement. Based on this importance, it is considered that the Core Strategy should contain a policy to maintain and improve the services and facilities in smaller settlements, including post offices, pubs and local shops. This policy will be supported by both national and regional guidance, which states that planning authorities should promote the retention and development of facilities and services, which play an important role in sustaining village communities.

Planning Policy Statement 7 (PPS7) Sustainable development in rural areas (ODPM, 2004a) sets out the Government's objectives for rural areas which includes raising the quality of life and the environment in rural areas through the promotion of thriving, inclusive and sustainable rural communities, ensuring people have decent places to live and by improving the quality and sustainability of local environments and neighborhoods. It states that the economic performance of rural areas should be improved by developing competitive, diverse and thriving rural enterprise that provides a range of jobs and underpins strong economies.

Advice in PPS7 (ODPM, 2004a) states that local development documents should facilitate and promote sustainable patterns of development and sustainable communities in rural areas. This should include policies to sustain, enhance and, where appropriate, revitalise country towns and villages and for strong, diverse economic activity, whilst maintaining local character and a high quality environment. To ensure these policies are relevant and effective, local planning authorities should be aware of the circumstances, needs and priorities of the rural communities and businesses in their area, and of the interdependence between urban and rural areas.

PPS7 (ODPM, 2004a) contains a specific section on community services and facilities. It states that people who live or work in rural areas should have reasonable access to a range of services and facilities. Local Planning Authorities should through their Local Development Documents (LDD), facilitate and plan for accessible new services and facilities. Planning authorities should adopt a positive approach to planning proposals designed to improve the viability, accessibility or community value of existing services and facilities, e.g. village shops and post offices, rural petrol stations, village and church halls and rural public houses, that play an important role in sustaining village communities. Planning authorities should support the retention of these local facilities and should set out in LDDs the criteria they will apply in considering planning applications that will result in the loss of important village services (e.g. as a result of conversion to residential use).

The draft South West Regional Spatial Strategy (SWRSS) (SWRA, 2006) sets out guidance for the South West Region. It states that when producing Local Development Documents, local authorities must recognise the difference between areas in the region as they differ in their provision and access to services.

In relation to facilities and services in smaller settlements the SWRSS states that smaller settlements represent varying levels of self-containment and service provision. They represent a resource for the rural areas and can offer the nearest shopping centre and location of secondary education and health facilities for many rural residents, particularly in more remote parts of the region. Across the region, the relationship between market towns and smaller settlements in the countryside is complex and, whilst there is sometimes a strong relationship between villages and market towns, recent research is demonstrating how some of these traditional links have been breaking down with increasing personal mobility. At the same time, accessibility to services for rural residents who do not have access to a car is worsening. Based on this it must be ensured that at the local level, Local Development Documents are based on a clear assessment of functional relationships between places to determine the scale and nature of development appropriate to them.

Development Policy C of the SWRSS relates to development in small towns and villages and should be used to inform policies in the Core Strategy. It states that 'in small towns and villages...development will be appropriate where it:

- Supports small-scale economic activity which fits the scale of the settlement and can accommodate the future growth of businesses in the development permitted
- Extends the range of services available including outreach delivery of services, making use of existing premises where possible
- Does not significantly increase traffic on local roads and where traffic implications can be demonstrated to be acceptable
- Promotes self containment, strengthens local communities, and helps to support key services

## Local Context

Village shops are closing at a rate of 300 a year across rural England (Community First, 2007). In Wiltshire independent village retailers are finding it increasingly difficult to maintain their local shop services in the face of increasing competition and pressure from larger supermarket chains and from the adverse impacts of wide ranging changes in the patterns of demographics, transport and lifestyles in rural communities. One in five households in Wiltshire have no access to a car and the village shop is a vital local and accessible service especially for the elderly, the mobility impaired, families with young children and the wider local community (Community First, 2007). Village shops also play a vital role in community social cohesion and as a local information centre. This is shown by the Peoples Voice Rural Facilities survey (October 2005) when asked which rural facilities were most important, a post office came top, followed by a village shop.

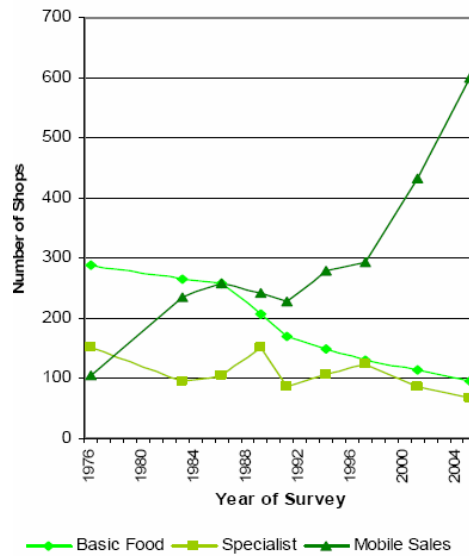
On 14th December 2006 Alistair Darling, the Trade and Industry Secretary announced to MPs that 2,500 Post Offices across the country will be closed by 2009. The restructuring of the network will see the proposed introduction of new access criteria to 'protect vulnerable consumers in deprived urban areas and rural and remote areas'. In the proposed new criteria rural, 95% of the total rural population will have access to a Post Office within 3 miles (Community First, 2006). Restructuring will also see the introduction of outreach services to provide access to services for remote communities. These could include mobile post offices, a home service and hosted sites in Pubs, Village Halls etc. The Local Authority needs to work with the Post Office to help ensure an effective network is maintained in the district and the most vulnerable in our rural communities have decent access to Post Office services. There is an inextricable link between Post Office closures and the closure of village shops as the Post Office creates footfall and business for the shop. The impact of such closures are not just the social reliance of the most vulnerable in the community but also will be felt by other village based businesses that rely upon the Post Office for banking, postage etc.

The current Salisbury District Local Plan (Salisbury District Council, 2003) recognises the importance local facilities and services play within smaller settlements. It also recognises the importance of maintaining and improving the provision of these facilities for all sections of the community. It states that in view of the many changes that have taken place in consumer trends in retailing and entertainment it has been difficult for the traditional village facilities, such as the pub, the post office or the corner shop, to maintain their viability. However, where such facilities do still exist, they can contribute towards the sustainability of these settlements by offering an alternative to making longer car journeys for basic requirements as well as contributing to the social life of the people living there. Based on this the Local Plan contains policies (PS3, E16) to prevent the loss of such facilities except where it can be proven that the facility is unviable and unlikely to become viable in the foreseeable future. The applicant, in these cases will be expected to submit a statement of the efforts that have been made to make the business in question viable.

The key indicator of the pressure that these precious rural facilities are under is the Rural Facilities Survey 2005 (Wiltshire County Council, 2005), which indicates the following:

### General stores

With regard to general food shops, specialist shops and mobile sales, the survey at a county level finds that both general food shops and specialist shops have seen a gradual decline since 1976. The extent of this loss has been 67% for general food shops and 55% for specialist shops. However, there has been recorded growth of 470% in mobile sales (Figure 15).

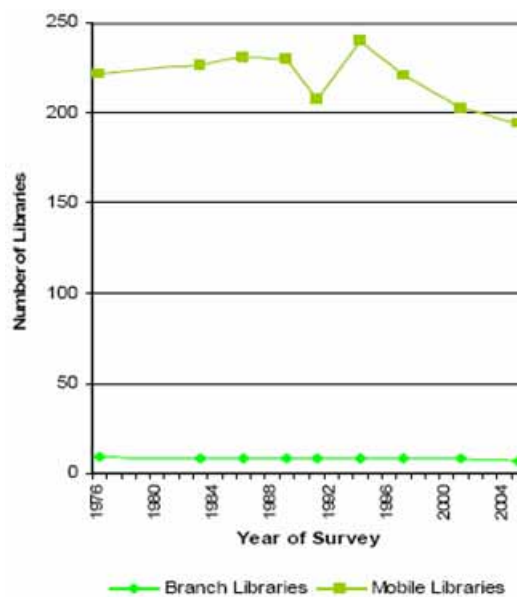


**Figure 15: Food, specialist and mobile sales (Wiltshire County Council, 2005)**

According to the survey this change in the way sales are organised is dramatic, with a huge growth in mobile sales. The demand within the rural settlements clearly still exists to support these services, and many companies have taken advantage of the closure of shops by providing doorstep delivery. It must be noted that the definition of basic food shops in this table does not include petrol filling stations that supply a general food service. A survey carried of rural facilities in the district was out by the council in 2006 (Salisbury District Council, 2006d) and shows that 42 rural settlements in the district have a general food store (this excludes petrol filling stations).

Libraries

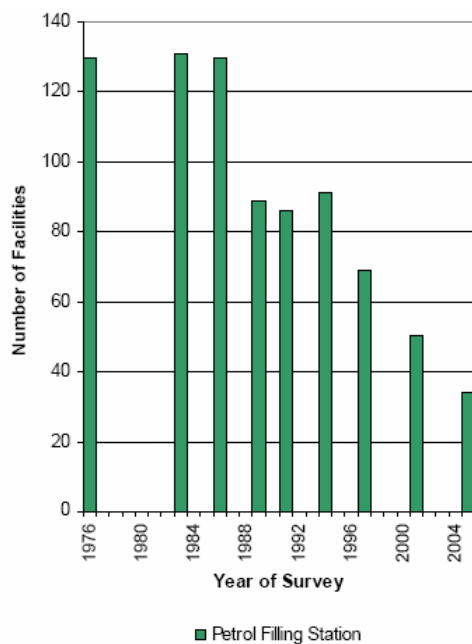
Branch libraries have remained more or less constant throughout the period 1976 to 2005 (Figure 16). There were nine in 1976, and with two closures there are now only seven. Settlements served by mobile libraries remained fairly constant from 1976 to 1994 with minimal gains (Wiltshire County Council, 2005). However, since this point there have been some losses. Some of the losses may be explained by the inclusion of mobile library stops at residential homes in previous surveys. A survey carried out by the council in 2006 shows that 72 of the settlements have a library service (Salisbury District Council, 2006c).



**Figure 16: Libraries in the county (Wiltshire County Council, 2005)**

Petrol Filling Stations

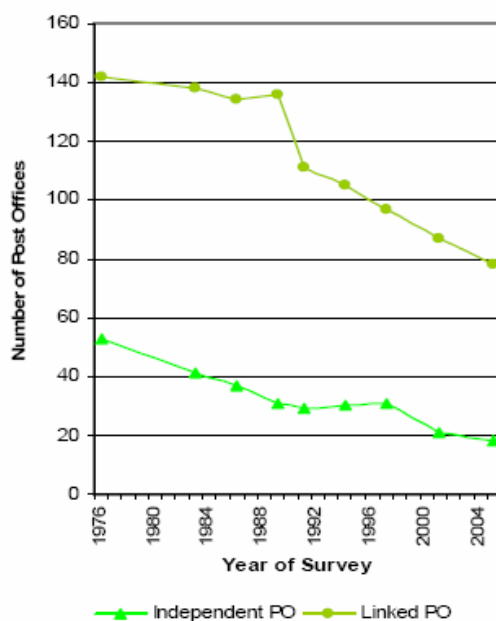
Petrol stations have seen a decline of some 74% from 130 in 1976 to just 34 by 2005 (Figure 17). However, from 1976 to 1986 they remained more or less constant and the major losses have occurred since then.



**Figure 17: Petrol filling stations in the county (Wiltshire County Council, 2005)**

### Post Offices

The number of rural post offices in the 250 settlements has seen a large decline from 195 to 96 in the period 1976 to 2005 (Figure 18). This accounts for a drop of some 66% of independent post offices and 45% of linked post offices. The decline of linked post offices appears to be very consistent, with between six and ten closures between each survey since 1991. If this continues, rural post offices would be a thing of the past within thirty years.



**Figure 18: Post offices in the county (Wiltshire County Council, 2005)**

The evidence presented above from national and regional guidance, local evidence and the Rural Facilities Survey (Wiltshire County Council, 2005) shows that local facilities and services, particularly the Post Office and local shops are a vital part of smaller settlements within the district. Despite this there has been a continued decline in the majority of these services and many continue to face closure, for example the Post Office. Overall, there has been a sharp decline in rural post offices and petrol filling stations, and a more gradual decline in libraries, health facilities and general stores (although mobile stores are increasing). Due to this there is a need to protect and encourage the development of rural services and facilities in the district to ensure that settlements can meet the needs of the people who live in them and become sustainable places. It must also be recognised that many local shops rely on the services of these other key facilities, for example, the Post Office for banking and postage, and therefore policies need to ensure these links are identified and protected.

It is considered that a policy ensuring that settlements remain sustainable by retaining their local services and facilities should be included in the Core Strategy. It will be an overarching policy, which covers the whole of the district, and any detailed policies linking to this main policy will be included in the more detailed development control policy document.

## **(g) The Importance of Public Houses**

### **National Context**

Fourteen pubs close for good every week - more than double previous estimates according to a shocking new survey by the Campaign for Real Ale (Camra, 2007). The Countryside Agency's survey, Rural services in 2000, shows that 52% of rural settlements have no pub and most rural community councils report a continuing decline in numbers of rural pubs (Countryside Agency, 2001).

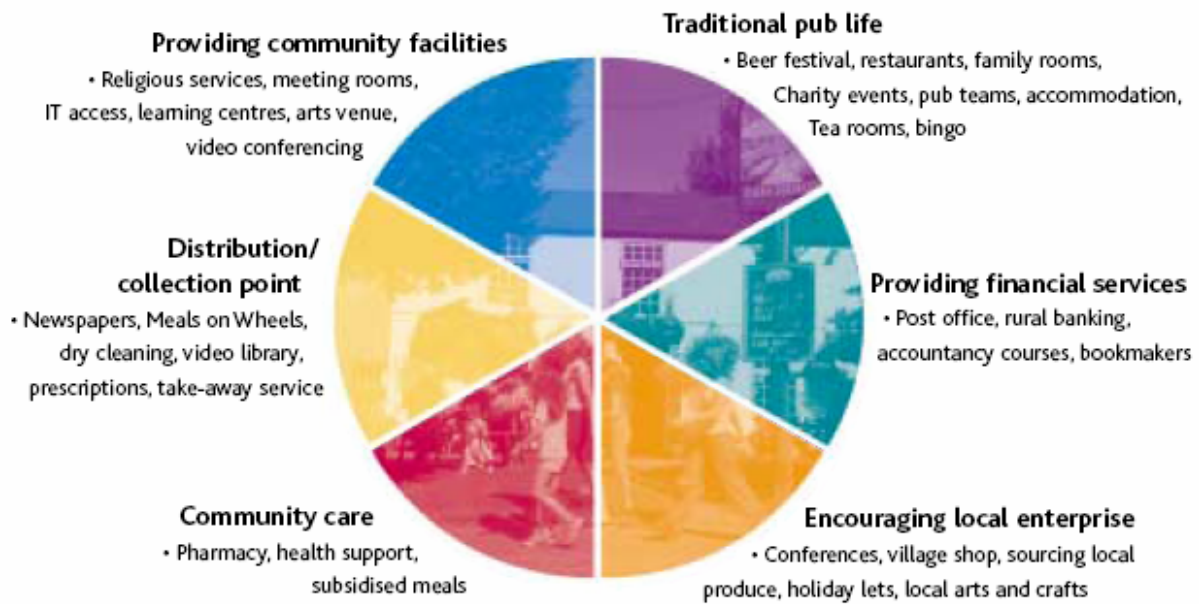
There is now a body of growing evidence that public houses are accepted as making a key cultural and social contribution to many communities, while at the same time they are under constant threat of closure and conversion into private dwellings. There are a number of key studies, which should inform our consideration of these issues. In particular the paper published by the Countryside Agency in December 2001, entitled, Pub is the Hub, highlighted the pressures which are leading to the loss of these facilities, especially in the rural areas where together with the church they are often the only venue for social interaction:

- A declining and ageing population;
- A decline in traditional rural occupations;
- Low incomes in rural areas;
- Changing social habits and lifestyles;
- Increasing customer expectations;
- Increasing regulatory demands, e.g. Disabled access and employment;
- Drink/drive legislation.

The threat to rural pubs and the need for them to diversify their business has been recognised by the Countryside Agency, working with a number of bodies including Business in the Community and in particular by its President, HRH The Prince of Wales, Post Office Limited, trade associations such as the British Beer and Pub Association (formerly the Brewers and Licensed Retailers Association) and many pub groups.

“Rural communities, and this country's rural way of life, are facing unprecedented challenges ... the country pub, which has been at the heart of village life for centuries, is disappearing in many areas. By providing new services from the pub, such as a post office or a shop, not only keeps an essential service in the village or brings a new one in.” - HRH Prince Charles (PITH, 2007).

The research emphasises that the role of the public house must be considered in a wider context, more than the place you just drop in for a pint and a chat. There are many case studies where innovative schemes mean that pubs have evolved to provide the following services to the community (Figure 19).



**Figure 19: Services public houses provide to the community (PITH, 2007)**

Link: [www.pubisthehub.org.uk](http://www.pubisthehub.org.uk)

Link: [www.camra.org.uk](http://www.camra.org.uk)

## Local Context

The national trend for closure of public houses is reflected in Salisbury. The evidence base to analyse this is the Rural Facilities Survey for Wiltshire (Wiltshire County Council, 2005) and applications received by the Local Planning Authority for a change of use from these key facilities to other uses, most predominately residential. The rural facilities survey shows there has been a fairly dramatic decline in the number of public houses in rural settlements from 304 in 1994 to 268 by 2005, which is a 12% decline in a relatively short time frame. Now some 35% of settlements have no pub and while this figure is above the national average, the trends do reflect a steady but inexorable decline.

There has been little evidence of the diversification into joint facilities as promoted nationally. Instead those remaining rural pubs have nearly all focussed on providing very high quality food and building a reputation locally. There are a small minority who are doing the same but based on the quality of their beer and traditional alehouse ambience.

The key issue to emerge both nationally and locally is that pubs are under threat and it seems inevitable that this trend will continue unless we can produce two fold measures based on firstly improving their viability by striving for truly sustainable communities, encouraging diversification and by taking a hard line on change of use applications. The district has received a number of applications within the past few years for a change of use of a public house to other uses, most commonly residential. The council and the current Local Plan (policies PS3, E16) realises the threat this poses to the districts facilities and therefore applicants are required to put forward a strong case for a change of use. The council has been successful at resisting the change of use of several applications on the grounds that they have not demonstrated that the use is no longer viable (See case studies below). Therefore policies need to continue to ensure that such facilities are protected.

### Case study 1

Application S/2006/2402 – Retrospective change of use from A3 (Public House) and C1 (Guest House) to C3 (Dwelling House)

Decision: Refusal for the following reasons:

“Insufficient evidence has been submitted to demonstrate that the current use is no longer viable. The proposal is therefore considered to be contrary to the requirements of Policy PS3 of the Adopted Local

Plan, which seeks to retain facilities that are central to the economic and social life of the village and policy G1 of the Adopted Local Plan, which seeks to promote the vitality and viability of local communities.”

### Case study 2

Application S/2007/0618 – Change of use from public house to dwelling

Decision: Refusal for the following reasons:

“The proposal seeks to change of the use of the former Black Horse Public House to full residential use. On the basis of an analysis of the evidence submitted, including the viability report by Sidney Phillips (13/3/07) and the letter from Humberts regarding marketing of the property (21/2/07), and comments received from third parties, it has not been proven to the satisfaction of the Local Planning Authority that the continued use of the building as a pub in Tilshead is no longer viable. The change of use is therefore contrary to Policy G1, PS3 and E16 of the adopted Salisbury District Local Plan, and the national guidance in PPS1 and PPS7. The Local Planning Authority has also referred to The Campaign for Real Ale Public House Viability Test document in reaching its conclusion on the viability assessment.”

## **(h) Cultural Activities**

### **National Context**

Again many may consider the issue of culture to be quite intangible and hence it is often relegated in importance as an issue that planning should address. The key national resources into the characteristic and needs of the cultural sector are to be found on the website of the Department of Culture, Media and Sport (DCMS) and of primary importance is the report entitled "Culture and Creativity in 2007 (DCMS, 2007) with a Foreword by the Prime Minister.

In short this paper highlights that over the past 10 years, the expectations we have of the cultural sector have changed along with everything else. Strategic public investment in culture has meant that our sectors have become more accessible. Free access to national museums, for example, has led to an 87 percent increase in visitor numbers to the previously charging museums (DCMS, 2007). Over the coming years, people will rightly have ever-higher expectations of the cultural and creative sectors. As new audiences continue to be built for every form of culture, so the expectation that high quality, challenging work will be available for all will rise too. To this extent, the cultural world has become a victim of its own success. The more it widens access to world-class work, the more expectations continue to rise. So in the future, parents will not only hope, but also expect, that their children will be able to take their creativity as far as their talent will take them.

There is a clear challenge for planning here to ensure that we are in tune with these nationally identified aspirations at a local level and to ensure that we adopt flexible policies which can help people meet their cultural goals.

A DCMS survey "Taking Part" in July 2006 found that during the last 12 months:

- 69 percent attended at least one type of historic environment site
- 66 percent attended at least one type of arts event
- 67 percent participated in at least one type of arts activity
- 48 percent attended a library at least once
- 42 percent attended a museum / gallery at least once

The challenge for planning is to help produce a cohesive community where there is an ever increasing demand for cultural activities and to frame policies which will both safeguard and allow new physical facilities such as libraries, galleries and theatres as the demand increases.

### **Local Context**

At local level Salisbury District Council has consulted the community on what they value most and what their future aspirations are for cultural activities. This research has led to the production of the Salisbury Cultural Strategy (Salisbury District Council, 2002 – 2007) (see <http://www.salisbury.gov.uk/cultural-strategy.pdf>), which sets out strategic objectives as a response to the consultation feedback.

As per the National framework set out above, it is clear that stakeholders have a wide understanding of "cultural activities" ranging from fishing on the local rivers, to religious worship and from pop music to conservation of our built heritage. Therefore there are certain principles that we should seek to address when framing planning policies, which address culture, these being:

- Making cultural events and places accessible to all
- Seeking contributions from planning obligations
- Planning for infrastructure that will support cultural activities
- Facilitating social inclusion
- Maintaining and enhancing built and natural heritage assets
- Ensuring new development is sympathetic to culturally valued environments
- Seeking public participation in decision-making.

It is fair to say that Salisbury has been pursuing these criteria through the planning system, but in quite a piecemeal fashion. It was at the Stonehenge Visitor Centre Inquiry in 2006, that the Council argued strongly to support the most accessible and pluralistic solution to this major cultural site.

The key consideration for the Council is to evaluate whether their needs to be explicit policy or policies related to delivering cultural activities or whether these issues will be adequately addressed elsewhere, for example through policies delivering sustainable communities, conservation, natural environment, accessibility and social inclusion.

Empirical research shows good satisfaction rates with key cultural facilities. The 2006-07 BVPI General Survey by CWA on behalf of Salisbury District Council, reveals the following response to questions based on the provision of cultural and recreational activities and venues:

- 65% of all users within the last 12 months are 'very' or 'fairly' satisfied with the sports and leisure facilities and events
- 86% of all users within the last 12 months are 'very' or 'fairly' satisfied with the libraries
- 74% of all users within the last 12 months are 'very' or 'fairly' satisfied with museums and galleries
- 76% of all users within the last 12 months are 'very' or 'fairly' satisfied with the theatres
- 82% of all users within the last 12 months are 'very' or 'fairly' satisfied with parks and open spaces.

This satisfaction level is high, but does relate to a selective number of cultural faculties. There is a need, as with all issues emerging from this Topic Paper, to cross-reference the figures with other trends and issues, which are apparent. There is clear evidence that while superficially Salisbury is a healthy, prosperous area with low levels of crime and good cultural facilities, that there are areas of social exclusion and marginalisation, which are masked by the overall rosy picture. We must ensure that the satisfaction of the majority of respondents in our empirical research does not mask those who feel most excluded or disadvantaged by our society. This is a clear planning challenge of safeguarding and enhancing the valued existing resources while trying to help address the minority who do not feel included.

## **(i) Transport and access to services**

### **National Context**

Key national guidance is to be found from the Department for Transport and contained within Planning Policy Guidance 13 (PPG13) – Transport, which was issued in 2001 (ODPM, 2001) to update the previous policy and guidance note produced in 1994. This section is also related to the topic paper titled 'Transport' and they should therefore be read in conjunction with each other.

Over the past 40 years, traffic growth in the UK has been considerable. More households own cars, travel further and travel more often. Between 1985 and 1995, the total distance travelled per person per year has increased by 23% (DETR, 1997). These trends have led to a worsening of air pollution in urban areas, an increase of the overall proportion of greenhouse gases from transport sources and a decline in use of more sustainable alternative modes of travel, such as public transport, walking and cycling. PPG13 formed the government policy response to tackle these adverse trends from a planning perspective.

PPG13 identifies three over-arching objectives:

- Promote more sustainable transport choices for both people and freight

- Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and,
- Reduce the need to travel, especially by car.

PPG13 identifies ways of achieving these objectives:

#### Planning policies

These include: Increasing the use of previously developed land; increasing housing densities; focusing more development in urban areas, towns and key service centres; focusing trip generating activities in urban areas and towns where there is a greater choice of transport modes, and increasing employment opportunities in rural areas in order to reduce the need for long-distance commuting to urban areas.

#### Managing travel demand

These include improving transport interchanges, the use of parking as a demand management tool, traffic management schemes to promote non-car modes and public transport, walking and cycling schemes.

PPG13 specifically mentions transport and accessibility and states, “a key planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking, and cycling. This is important for all, but especially for those who do not have regular use of a car, and to promote social inclusion. In preparing their development plans, local authorities should give particular emphasis to accessibility in identifying the preferred areas and sites where such land uses should be located, to ensure they will offer realistic, safe and easy access by a range of transport modes, and not exclusively by car.”

Link: [http://www.communities.gov.uk/pub/138/PlanningPolicyGuidance13Transport\\_id1507138.pdf](http://www.communities.gov.uk/pub/138/PlanningPolicyGuidance13Transport_id1507138.pdf)

The Department for Transport has a specific ‘Mobility and Inclusion Unit’, which promotes socially inclusive transport, examines the links between transport and social exclusion, analysis social inclusion issues and the transport needs of different social groups.

Research by the Social Exclusion Unit (2006, 2000) has found that there is a clear connection between transport and social inclusion. The research has found that people can be excluded from the activities they wish to undertake:

- Spatially, because they cannot get there at all,
- Temporally, because they cannot get there at the appropriate time,
- Financially, because they cannot afford to get there, and
- Personally, because they lack the mental or physical equipment to handle the available means of mobility.

Research has also found that affordability, availability and accessibility are all key issue in this and should be considered carefully by local authorities.

Link: <http://www.dft.gov.uk/pgr/inclusion/>

## **Local Context**

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues and trends:

- As evidenced by the scores on the ID 2004 Barriers to Housing and Services domain, difficulties accessing services is a key distinguishing feature of Salisbury district.
- ‘Accessibility can vary significantly between different areas, at different times and for different people. While much of this difference is likely to be dependent on people’s access to a car, it can also relate to those who have particular accessibility issues such as people on low incomes, older people, younger people, disabled people, women, people from ethnic communities etc’.
- Access issues can be very localised. For example, in a 2006 People’s Voice survey, almost 4 times the percentage of people in Salisbury say that they have easy access to a cultural or recreational facility than in Mere and almost 3 times more than in Tisbury. There is a pronounced difference between rural and urban access to healthcare as evidenced by only 53% of rural respondents saying they have easy access to a hospital compared to 83% of urban dwellers.

- People's Voice data also reveals that a bus service is considered the most important rural service in Salisbury district with 81% of respondents thinking it is important but only 72% can easily access public transport. 66% of respondents think the local bus service is inadequate for most people.
- To be genuinely accessible, transport needs to get people to the services they require reliably and safely; it needs to be affordable for the customer and physically accessible.
- While clearly connected, transport and access are not the same thing. Access difficulties include lack of information, services being provided in ways which exclude some people, not owning your own home, lack of access to opportunity etc.
- Particular groups can experience access problems more acutely. There are often language and cultural barriers that hinder BME and migrant workers accessing services and the increasing use of the Internet can exclude some people.

### **Further information on transport is contained within the Transportation Topic Paper**

Within the Transportation topic paper several key issues emerge which need to be tackled:

#### Transport and Traffic growth trends

##### **Road traffic and motor vehicle usage**

- The rate of increase of traffic has been slower in recent years than in the 1980s.
- Since 1996 the average number of trips taken by car has gradually decreased while the actual average distance travelled and time spent travelling have both increased.
- Adults in households with two or more cars travel on average over three times further than those in households without a car.

##### **Expenditure on Travel and transport**

- The cost of motoring has fallen in real terms since 2000, whereas the cost of public transport has risen, making it more challenging to persuade individuals to reduce car use. These trends are likely to continue.
- In 2005/06, households in the UK spent on average £75 per week on transport and travel.

##### **Car ownership levels**

- Are predicted to continue to increase, with a higher proportion of two car households, a lower proportion of households without access to a car, and about the same with access to one car.
- As car ownership increases, so does car dependency, reducing the number of trips people carry out on public transport, walking or cycling.
- In recent years the proportion of young adults with a driving licence has fallen, reflecting an increase in the student population, who may not be able to afford cars.

##### **Ageing population**

- Current generation of people in their 40s and 50s have gone through life dependent on the car for all their transport needs. When they are no longer able to drive this will result in a sense of loss of independence, unless they are helped to understand how to use public transport.
- This will mean that a greater proportion of public transport users will be over 60.

##### **Environmental impact of transport**

- Surface and air transport now account for 23 per cent of UK carbon dioxide emissions, and the share of overall emissions from transport sources is set to continue to grow

#### Transport and sustainable development

##### **- Heritage and built fabric**

Salisbury city centre with its traditional grid street pattern of narrow streets and historic buildings fronting directly onto the streets was developed before the era of the motor vehicle. The built heritage of Salisbury defines the city and should be preserved and enhanced. Balancing this with the need for efficient movement of private vehicles, buses, goods vehicles, cycles and pedestrians is a challenge for planners, engineers, businesses and the wider community. Pedestrian priority areas within the retail core have helped to reduce the dominance of traffic, however vehicles owned by residents of the district still use the city centre as a through route to get from one part of the city to the other. Further restrictions on vehicular

movement may be necessary to discourage through traffic movement and deliver the required improvements in air quality, rerouting such movements via Churchill Way.

With the level of new housing set to be developed within Salisbury, enhanced bus services and links to the cycle network need to be provided to support this expansion. This is necessary to avoid the worsening of traffic congestion within the city. Bus stop capacity in most city centre streets is now limited, and additional provision of kerbside space will be necessary to accommodate more buses.

#### **- HGV access to Churchfields**

At present, over height HGVs are routed to and from Churchfields via Exeter Street, New Street and Crane Street. The noise and vibration of these movements is damaging to adjacent buildings. Long term solutions to reduce the impact of these HGV movements, and ensure that this route is only being used by over high vehicles should be explored.

#### **- Air Quality**

There are five Air Quality Management Areas (AQMA) within the city centre, where air quality is monitored and ways of reducing pollution levels are being explored. Consideration is being given to establishment of a single city centre wide AQMA. Ensuring that the environmental quality of streets within the city centre does not worsen and where possible is improved will be a challenge, ensuring that a growing city population does not equate to growth in motor vehicle usage.

#### **- Trends in Service Delivery**

There is a continuing trend in the healthcare and education sectors for increased levels of user choice. The healthcare sector is also concentrating the delivery of hospital treatment services on fewer sites. These changes driven by efficiency considerations or central government policy can result in adverse transportation impacts. In a largely rural district such as Salisbury, the gradual centralisation of such services or increased opportunities to be treated or schooled at a location further a field from the user's place of residence results in an increased need to travel. For those without access to a car or with mobility difficulties, this trend presents a variety of problems. Closure of facilities within villages such as post offices and small convenience stores affects the quality of life and opportunities open to communities, particularly the young and over 60s.

Based on the above the Transportation paper proposes how the above issues can be addressed:

##### *1) Design and layout of development*

New developments need to have high levels of permeability, enabling pedestrians and cyclists to enter the site at various points and move in safety across the site without encountering barriers or having to go on detours. The development should link in where practical with existing walking and cycling routes around the site. To illustrate the importance of permeability, a cul-de-sac layout of residential development or a 'gated community' does not help cyclists who wish to travel through the development, who would otherwise need to detour around the site using busier roads. The use of such layouts precludes the penetration of a bus service into the development, and increases the distance required to walk to the closest bus stop.

New developments can ensure that buildings directly overlook street frontages, such as in Poundbury, near Dorchester in Dorset. This helps improve pedestrian safety, in that people feel reassured that they can be seen from both the road and the adjacent buildings. By providing pedestrian/ cycle crossings at road-level (rather than constructing over bridges or subways) this has the same effect. By paying sufficient attention to lighting and visibility, developments need to ensure that footpaths away from roads within the development are wide enough, with clear forward visibility, avoiding right angle bends and other bottlenecks, which would act to reduce personal security.

##### *2) Provision of local facilities within new developments*

The provision of facilities within or close to new developments should avoid the need for longer distance trips to facilities located further a field. So residential developments are likely to be more sustainable if there are shops, schools, GP surgeries, a community centre and open space provision on or near the site. However, the low marginal cost of car travel and the availability of choice of such facilities does mean that not everyone will use local facilities where provided. This would help to partially counteract centralizing pressures within the health and food retailing sectors.

### 3) Provision for bus routes and general traffic as part of new development

Developments can be designed so that no building is located more than a certain distance from a bus stop. For residential developments, if they can be designed to link into existing residential areas, then bus services, which currently serve these areas, can be extended by way of a loop from their current route. This avoids the need to operate two separate bus services serving adjacent areas, and would enable a more attractive higher frequency service to be offered. The use of bus only links into adjacent built up areas or bus priority measures can help to give bus passengers a time saving compared to the car, and improved service reliability.

### 4) Air Quality

There are currently five Air Quality Management Areas (AQMA) within the city centre, where air quality is monitored and ways of reducing pollution levels are being explored. Consideration is being given to establishment of a single city centre wide AQMA. Ensuring that the environmental quality of streets within the city centre does not worsen and where possible is improved will be a challenge, with a growing city population.

### 5) Tackling social exclusion

Policies need to consider the needs of those households without access to a car, the mobility impaired and those living in areas of deprivation. Access to services is recognised as an important issue by central government decision-makers. Accessibility planning is an approach developed for the second Local Transport Plan period and beyond, to encourage service providers work with statutory authorities to identify and meet needs in access to jobs, health, fresh food and services. Wiltshire County Council, with the support of District Councils and other bodies will take the lead role. The Wiltshire and Swindon Delivering Accessibility and Rural Transport (DART) Partnership will be tasked with developing innovative ways of meeting such needs.

## **(j) Crime and Safety**

### **National context**

Key national guidance is to be found on Government websites, especially DCLG and the Home Office.

Of particular relevance is the paper, "Improving Community Involvement in Community Safety" which was written by Sue Raike and John Hedge from Thames Valley Partnership, and Jean Chinery from the National Community Safety Network (DCLG, 2006).

See [http://www.communities.gov.uk/embedded\\_object.asp?id=1502557](http://www.communities.gov.uk/embedded_object.asp?id=1502557) for full report.

The report was commissioned by the Civil Renewal Unit as part of the Together We Can research programme. The study looks at the way police, local authorities and others that comprise the membership of Community Safety Partnerships (CSPs) work together to involve and engage their local communities in activities to reduce crime and disorder, improve publicly reassurance and promote safety. The report includes findings based on a survey of CSPs and draws out lessons from submitted case studies, interviews with key stakeholders and other evaluations. Recommendations to improve practice are suggested at a number of levels in the report and the reports also contains a resource list for practitioners and policy makers involved in community safety.

The findings of the report has some important advice for the local level, both related to Local Strategic Partnerships and neighbourhood renewal. These recommendations are as follows:

- Review local processes and frameworks for engaging local communities and look for opportunities to rationalise and improve co-ordination and performance management of this work (e.g. via Local Area Agreements).
- Agree with partners where to target resources most effectively.
- Audit the roles of staff involved in community development/capacity building locally and review training opportunities.

- Promote the involvement of local people in monitoring and setting targets.
- Ensure Local Strategic Partnership/Community Safety Partnership work is integrated with the findings of local neighbourhood, parish and area plans.
- Ensure there is a balance of enforcement versus preventative measures and a balance between short versus medium- and long-term measures.
- As part of any partnership review being undertaken, consider partnership governance and leadership arrangements, including the role of elected members in local partnership
- Arrangements.
- Challenge organisational barriers that are preventing the delivery of a better service.

Of particular relevance to the planning system is the paper Safer Places (ODPM, 2004b) will be of interest to anyone involved in the planning and design of new development. Its main audience is likely to be the officers and councillors in local authorities who guide and control development. But the guide will also be relevant to those who promote development and advise on it, including the Police.

See [http://www.communities.gov.uk/embedded\\_object.asp?id=1144724](http://www.communities.gov.uk/embedded_object.asp?id=1144724)

This is a primary source of guidance. However as we wish our Core Strategy to have a central and integral role to addressing societal challenges in a joined up way and hence the wider objectives of the community safety agenda have been included to place the policy considerations in proper context.

Safer Places (ODPM, 2004b) focuses on seven attributes of sustainability that are particularly relevant to crime prevention. The attributes are general and descriptive. They are not prescriptive. They are not a set of rules to be applied to all situations. Instead, they should be considered as prompts to thinking about crime prevention and promoting community safety through the planning system. This guidance sets out some important criteria that a Local Planning Authority should consider when drafting policies, as follows:

- Identify the crime risks present in specific locations;
- Identify likely consequences of those crimes for the community and for institutions, companies and individuals, including especially vulnerable individuals and groups;
- Assess or take advice on priorities for crime reduction and other considerations;
- Establish the likely causes of crime in a given area; and
- Work out how they may be ameliorated or reduced through changes to the environment through the planning process.

When considering how to address the identified Crime and Safety issues at a local level we need to assess how policies can make their best contribution. For example can one policy adequately cover the whole district or are there particular issues and topics which need to be handled separately. If a general policy is robust enough to apply to the full range of place and development types, it should not be necessary to have additional policies. There will be occasions, however, where it may be necessary to produce policies that require something specific and particular to prevent crime or tackle disorder. Much will depend on the characteristics of the local situation and the change envisaged, or being promoted, through the LDF. These more specific policies will include topic specific and site or area-specific policies.

## Local context

Generally Salisbury District does not appear to be particularly deprived on the crime domain compared to the national picture and national statistics on crime show that the Wiltshire Police area continued to have the second lowest rate of recorded crime in England and Wales, and the lowest in the South West.

Between April 2006 and March 2007 Salisbury have a lower recorded crime rate than the Wiltshire Average, although total crimes had increased from 10,492 in April 2005- March 2006 to 11,424 in April 2006 – March 2007 (Wiltshire Police, 2007).

Under crime, Salisbury is grouped into the South Wiltshire area and the district council has committed to the strategy "Staying Safe, Feeling Safe – a strategy for reducing crime and combating drug misuse in Wiltshire April 2005 - March 2008 (The Wiltshire Strategic Board, 2005).

Link: [http://www.wiltshire-pa.gov.uk/pub\\_Crime\\_Drugs\\_Strategy\\_2005-8\\_Final\\_Wilts.pdf](http://www.wiltshire-pa.gov.uk/pub_Crime_Drugs_Strategy_2005-8_Final_Wilts.pdf)

The table below shows the most up to date records for all crime for Salisbury from April 2005 to March 2006 and shows that Salisbury has a much lower rate of crime than the national average (Figure 20 and 21) (April 2006 - March 2007 statistics are not yet available) (Home Office, 2006).

The population of Salisbury is 116,140

Month	Total number of offences	Offences per 1000 population	Offences per 1000 England/Wales population
Apr-Jun 2005	1676	14.4	26.4
Jul-Sep 2005	1930	16.6	25.9
Oct-Dec 2005	1833	15.8	25.9
Jan-Mar 2006	1560	13.4	24.9

Figure 20: Crime rates in Salisbury from April 2005 to March 2006 (Home Office, 2006)

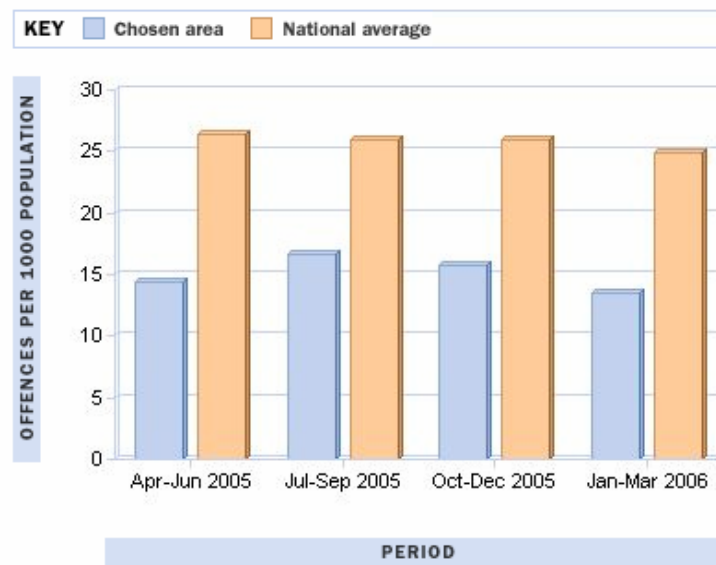


Figure 21: Offences per 1000 population in Salisbury from April 2005 to March 2006 (Home Office, 2006)

Link:

<http://www.crimestatistics.org.uk/tool/default.asp?region=1&force=31&cdrp=216&l1=0&l2=0&l3=0&sub=0&v=36>

However, the average crime figures for Salisbury district mask some much higher levels of crime in small areas, particular urban areas. St Martin & Milford had highest rate of criminal damage, theft and handling offences and violent crime and the second highest rate of vehicle crime in Wiltshire. In 2002/3 one of South Wiltshire's wards had the highest rate of total crime per 1000 resident population of any ward in Wiltshire.

National research found that crime is more likely to affect certain sections of the community. For example, unemployed people are three times as likely as average to be the victims of violent crime and lone parents are more than twice as likely as average to be burgled. Fear of crime is also greater for people with lower incomes.

People's Voice results (2005) show that in Wiltshire almost all residents feel safe walking alone, outside, and during the day but this figure drops to about three-quarters after dark. Surveys of young people show similar results but also indicate that those living in Salisbury feel significantly less safe after dark than the Wiltshire average.

A recent survey found that, overall in Wiltshire, parents not taking responsibility for their children is the biggest anti-social behaviour (ASB) related issue. This view is shared by all the Salisbury community areas other than Mere where people using drugs are considered the biggest issue.

Anti-social behaviour incident reports show that the 3 Salisbury District wards with the highest number of ASB offences per 1000 population were all in Salisbury city. Salisbury District has the 2 wards with the highest number of ASB fire incidents per 1,000 population in any Wiltshire ward (Bemerton and Laverstock) and the most abandoned vehicles of any of the four Wiltshire districts.

There is also a local issue of perception of how residents feel. Even though the crime rates in the majority of the District are below the national average, in the 2006-07 BVPI General Survey by CWA (on behalf of Salisbury District Council), of the 20 aspects of life that respondents were asked to prioritise, that of reducing crime came in second. Therefore there appears to be a gap between the reality and people's perceptions.

This research goes on to ask respondents the nature of their concern about crime and anti-social behaviour, which highlighted the following major concerns:

- 41.3% respondents saw parents not taking responsibility for their children as a 'very' or 'fairly' big problem
- 35% saw teenagers hanging around on the streets as a 'very' or 'fairly' big problem
- 34.6% saw people not treating other people with respect and consideration as a 'very' or 'fairly' big problem
- 31% saw vandalism, graffiti, and other deliberate damage to property or vehicles as a 'very' or 'fairly' big problem
- 30.1% saw people dealing drugs as a 'very' or 'fairly' big problem

So although the crime rates are lower than the national average, it is clear that significant numbers of our citizens are seriously concerned by crime. Furthermore the results above do indicate that these concerns are based most explicitly around areas of anti-social behaviour and overlap with the national RESPECT agenda (see <http://www.respect.gov.uk/default.aspx>). This represents a real challenge for the Planning System, as if for example burglary is major concern, design guidance can be used to ensure new developments employ physical measures to discourage the crime. This is more difficult with anti-social behaviour issues and creative solutions need to be sought which mean that the LDF responds positively to this locally distinctive set of issues.

South Wiltshire's overall crime reduction target for the period 2003/4 to 2007/8 is a 12.5% reduction (South Wiltshire Strategic Alliance, 2005). There are tangible measures that the LDF should be taking in order to help contribute to reducing the fear of crime and especially tackling issues of anti-social behaviour. These fall into two categories, which may be broadly called prevention and cure.

Preventative measures include ensuring that people are provided with dignity and have a real stake in community via:

- Providing all with a decent home
- Ensuring that there are local employment opportunities
- Ensuring that issues of social inclusion, especially barriers to social and cultural activities are addressed
- Planning for education
- Using planning gain to provide youth facilities
- Providing a range of accessible and high quality leisure activities
- Holding meetings ('face the people') with the community to discuss facilities the perpetrators would like to see.

Working with the communities and providing facilities that can give youth a focus for their energy seems a really positive measure that planners can pursue. Constructive activities can offer young people diversion from involvement in anti-social behaviour at an early stage. Positive Futures (2007) (a national social inclusion programme using sport and leisure activities to engage with disadvantaged and socially marginalised young adults) have reported that:

- 76% of local partner agencies suggested that anti-social behaviour rates had fallen
- 68% of agencies suggested a fall in crime.

Link: <http://www.drugs.gov.uk/young-people/positive-futures/>

The measures that may be considered where anti-social behaviour is a present and ongoing problem may include the following:

- Working in partnership to introduce physical measures to places such as gates and walls which will discourage their abuse
- Working in conjunction with partners to install and operate CCTV
- Using planning gain to provide devolved police offices
- Where necessary, facilitating the installation of alarms on properties including listed buildings
- Use of enforcement powers to require untidy sites and unsightly storage to be removed.
- Community policing issues – working with the police to identify any areas where planning can help to reduce crime and make the district safer.

At a local land use planning level Salisbury has attempted to make a contribution to reducing crime through the adoption of Creating Places (Salisbury District Council, 2006a), the district wide design guide which contains detailed advice on the principles of designing out crime and has been written in partnership with the Police Architectural Liaison Officer. See <http://www.salisbury.gov.uk/planning/forward-planning/supplementary-planning-guidance/creating-places-design-guide.htm>

## (k) Sports, Leisure and Recreation

### National context

Many of the issues, which emerge at a national level relating to the provision of sport and leisure facilities, emerge from many of the key research documents already quoted in this paper (Figure 22). However they are co-ordinated and presented particularly well in the Sport England publications, Planning for Sport (Sport England, 2007), Spatial Planning for Sport and Active Recreation: Guidance on Sport England's Aspirations and Experience (Sport England, 2005), Planning for Sport & Active Recreation: Objectives & Opportunities Interim Statement 2005 (Sport England, 2005a) and Local Delivery of Sport and Active Recreation: Making the Most of Spatial Planning (Sport England 2006). These publications set out an effective policy framework for providing facilities at the appropriate level.

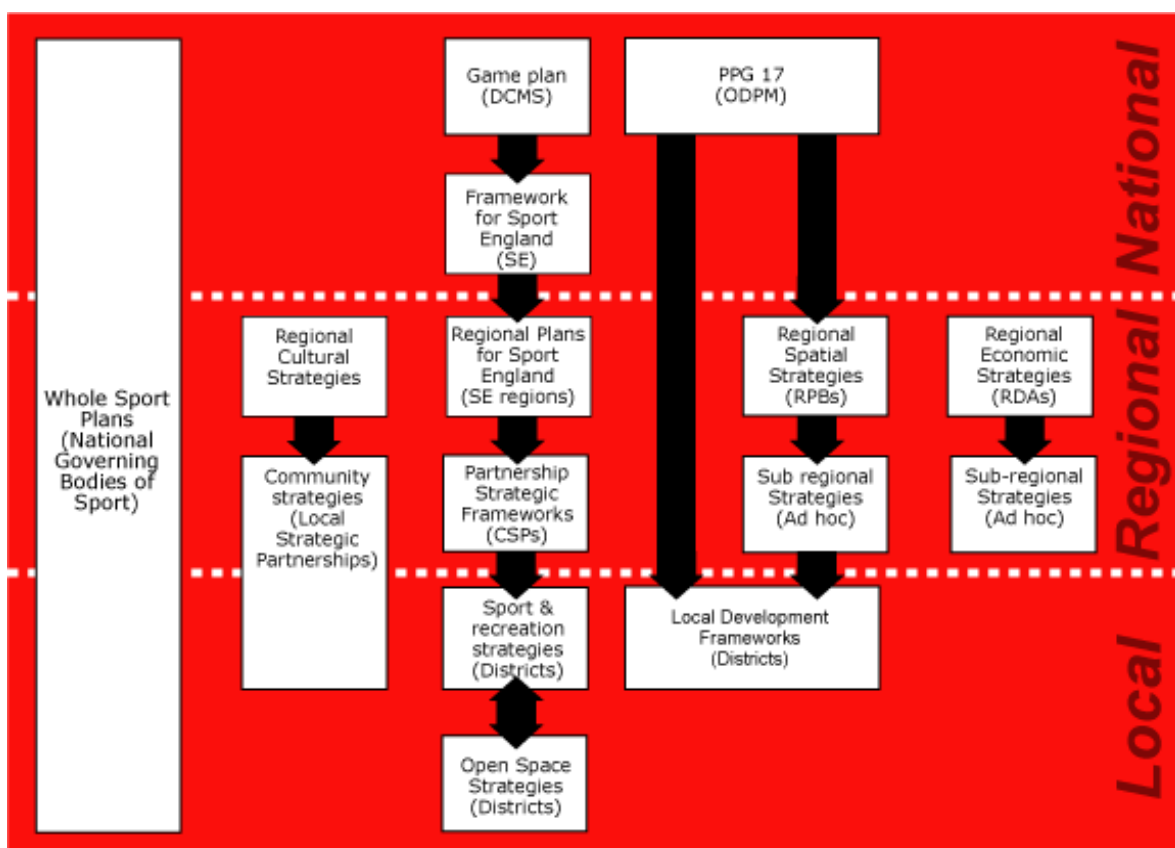


Figure 22: Development of Sport, leisure and recreation policies and strategies at a National, Regional and Local level (Sport England, 2007)

PPG17 states that local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sport and recreational facilities. These assessments should cover the distinctive needs of the population for open space and built sports and recreational facilities.

PPS9 emphasises how networks of natural habitats and provide important stepping-stones for the migration, dispersal and genetic exchange of species in the wider environment. Local authorities should aim to maintain networks by avoiding or repairing the fragmentation and isolation of natural habitats through policies in plans. Such networks should be protected from development, and, where possible, strengthened by or integrated within it. This may be done as part of a wider strategy for the protection and extension of open space and access routes such as canals and rivers, including those within urban areas.

The national guidance in essence sets out the following guidance for planning authorities regarding developing new areas of open space, sports and recreational facilities,

- Promote accessibility from walking, cycling and transport links
- Locate sites that will contribute to town centre viability and vitality
- Avoid loss of amenity to residents
- Improve the quality of the public realm through good design
- Look to produce areas of open spaces in industrial or commercial areas
- Improve the quality of existing facilities
- Consider the safety of the people using them, i.e. children
- Meet the regeneration needs of areas, therefore keeping greenfield sites untouched
- Consider the scope for using any surplus land for open space, sport or recreational use, weighing this against alternative uses
- Assess the impact of new facilities on social inclusion
- Consider the recreational needs of visitors and tourists.

Open spaces, sport and recreation all underpin people's quality of life. Well-designed and implemented planning policies for open space, sport and recreation are therefore fundamental to delivering broader Government objectives. These include:

- Supporting an urban renaissance
- Supporting a rural renewal
- Promotion of social inclusion and community
- Health and well being
- Promoting more sustainable development

Sport England sees the planning system as an opportunity to deliver its own aspirations in sport and recreation, whilst contributing to the goals of partners in public, private and voluntary sectors. It is seeking a planned approach towards the provision of facilities to reach sustainable development goals. These are:

- Taking a broader view of the role of spatial planning as an enabling function which goes beyond the setting and delivery of land-use policy
- Identifying opportunities for delivering an enhanced quality of life for communities, in the short, medium and long term
- recognizing and taking full advantage of the unique ability of sport and active recreation to contribute to a wide array of policy and community aspirations
- The development of partnership working stimulated by, and perhaps centered on, sport and active recreation as a common interest
- Using sport and recreation as one of the building blocks of planning and delivery of sustainable communities.

## **Local context**

This is a broad topic area which ranges from formal sports pitches through to informal use of the countryside and includes allotments, public open space and sports clubs. In line with government policy, the council have commissioned an Open Space Survey of the district (Salisbury District Council, 2006d). The study includes natural and semi natural green space, amenity green space, sports pitches, green corridors and allotments. On the whole, the study shows that there is a shortfall in all of the sectors. Key headline findings of the study set the following action areas:

- Although residents are generally content with the quality of existing parks and gardens, there is a challenge to provide the same level of access to them for all residents, especially those in urban areas.
- The District is well provided for natural and semi-natural green space but there are a few areas without access to a site within 15 minutes. Therefore the Council should concentrate upon improving existing sites in both quality and accessibility.
- There are some gaps in providing amenity greenspace (those green areas in and around housing which provide informal space for recreation and leisure), and there is a need to provide access to such a space for all urban areas.
- Particularly outside of the main urban areas there are a shortage of play facilities for young people.
- While the vast majority of residents are within the recommended catchment area for an outdoor sports facility, many of these are actually schools with limited access. The Council needs to concentrate on qualitative and accessibility issues.
- There is a lack of allotments in the more rural settlements and Parish Councils should identify to the Council where there are waiting lists for plots so that provision can be led by demand at the local level.
- The District has a wealth of footpaths and this existing footpaths and this network should be developed to further enhance accessibility of the countryside to residential areas. There are key opportunities to develop pathways along routes of the rivers as well as extending the cycle route network.

The open space study has identified a key need to have standards and potentially developer contributions specific to this district for

- Parks and gardens
- Natural and semi natural green space
- Amenity green space
- Children and young people
- Outdoor sports facilities
- Allotments
- Indoor sports (as identified by parish councils)

The suggested standards emerging from this local research are as displayed in table 6.

Type	Quality standard	Quantity standard	Accessibility standard
Parks and gardens	"A welcoming, safe, formal and well-maintained site that is clean and where litter and vandalism are kept to a minimum. Sites should have varied and well-kept vegetation, as well as ancillary facilities including benches, litter bins and, where appropriate, toilets."	Urban: 2.76ha per 1000 population Rural: 13.27ha per 1000 population	15 minute walktime (1.2km distance)
Natural and semi-natural green space	A publicly accessible, clean and litter-free site with clear pathways for dog walking and natural features that encourage wildlife conservation and biodiversity. Sites should provide bins for litter and dog fouling, and maintenance should continue to protect and enhance the biodiversity of the site.	Urban – 6.30ha per 1,000 population Rural – 50.94ha per 1,000 population	15 minute walktime (1.2km distance)
Amenity green space	A clean, litter-free and well-maintained greenspace site with well-kept grass and varied vegetation, and large enough to accommodate informal play. Where appropriate, sites should also have suitable ancillary facilities such as litterbins.	1.61ha per 1000 population	10 minute walktime (800m distance)
Children and young people	'The site should be easily accessible with a variety of play equipment to suit children and young people of relevant age groups and appropriate provision of seating and litter bins for the size of the site.'	Children – 0.1ha per 1000 population Young people – 0.2ha per 1000 population (District-wide)	Children – 10 minute walktime Young people – 15 minute walktime (District-wide)
Outdoor sports facilities	'Sites should provide good quality surfaces and ancillary facilities, where appropriate, including changing accommodation, toilets, car parking and facilities for a range of age groups. The maintenance and management of sites should continue to ensure safety and effective usage.'	Urban – 4.9ha per 1,000 population Rural – 2.4ha per 1,000 population	Salisbury City: 20 minute walktime Rest of district: 20 minute drivetime

Type	Quality standard	Quantity standard	Accessibility standard
Allotments	'A clean, fertile, well-kept and secure site that encourages sustainable communities, biodiversity and healthy living. The site should have appropriate ancillary facilities to meet local needs, and be easily accessible'.	Urban – 0.55ha per 1,000 population Rural – 0.38ha per 1,000 population	15 minute walktime
Green corridors	'Well-maintained routes with clear, level paths, which are provided by the protection and reinforcement of existing vegetation. The green corridor should provide links to and between open spaces, urban areas and community facilities. Where appropriate, sites should provide ancillary accommodation such as seating and toilets'.	No local standard set	

**Table 6: Standards by type of open space (Salisbury District Council, 2006d)**

### **3. THE NATIONAL AND REGIONAL POLICY FRAMEWORK ON THE NEED TO DEVELOP POLICIES ON THE PROVISION OF SUPPORTING COMMUNITIES**

The need for this topic to be included within the emerging Local Development Framework has emerged clearly from an analysis of national and regional planning policy and an appraisal of the growing body of specialist literature and guidance given to local planning authorities. Furthermore original work that has formed part of the base of evidence which will inform the Local Development Framework process has highlighted that there is a need for a new and effective set of policies to help meet our objectives.

#### **Relevant International, National and Regional Policy**

The need to achieve sustainable development is a cornerstone of the whole planning system and the following policies are of particular relevance to delivering community and cultural opportunities.

#### Planning Policy Statement 1: Delivering Sustainable Development (ODPM, 2005a)

PPS1 contains a specific section relating to **Social Cohesion and Inclusion**. It states that the Government is committed to developing strong, vibrant and sustainable communities and to promoting community cohesion in both urban and rural areas. This means meeting the diverse needs of all people in existing and future communities, promoting personal well being, social cohesion and inclusion and creating equal opportunity for all citizens. Regeneration of the built environment alone cannot deal with poverty, inequality and social exclusion. These issues can only be addressed through the better integration of all strategies and programmes, partnership working and effective community involvement. Development plans should promote development that creates socially inclusive communities, including suitable mixes of housing. Plan policies should:

- Ensure that the impact of development on the social fabric of communities is considered and taken into account;
- Seek to reduce social inequalities;
- Address accessibility (both in terms of location and physical access) for all members of the community to jobs, health, housing, education, shops, leisure and community facilities;
- Take into account the needs of all the community, including particular requirements relating to age, sex, ethnic background, religion, disability or income;
- Deliver safe, healthy and attractive places to live; and,
- Support the promotion of health and well being by making provision for physical activity.

#### Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM, 2004a)

PPS7 contains specific guidance relating to **community services and facilities** in rural areas. It states that people who live or work in rural areas should have reasonable access to a range of services and facilities. Local planning authorities should:

1. Through their LDDs, facilitate and plan for accessible new services and facilities, particularly where:
  - Planning permission is granted for new developments in country towns or other local service centres; or
  - Settlements, or the population of their rural catchments, are expanding; or

- There is an identified need for new or expanded services to strengthen the role of a particular local service centre.
2. Where possible, ensure that new development in identified service centres is supported through improvements to public transport, and to walking and cycling facilities, provided in partnership with the developer where appropriate;
  3. Identify suitable buildings and development sites for community services and facilities to meet the needs of the whole community, including disabled users;
  4. Support mixed and multi-purpose uses that maintain community vitality; and
  5. Support the provision of small-scale, local facilities (e.g. childcare facilities) to meet community needs outside identified local service centres, particularly where they would benefit those rural residents who would find it difficult to use more distant service centres. These local facilities should be located within or adjacent to existing villages and settlements where access can be gained by walking, cycling and (where available) public transport.

Planning authorities should adopt a positive approach to planning proposals designed to improve the viability, accessibility or community value of existing services and facilities, e.g. village shops and post offices, rural petrol stations, village and church halls and rural public houses, that play an important role in sustaining village communities. Planning authorities should support the retention of these local facilities and should set out in LDDs the criteria they will apply in considering planning applications that will result in the loss of important village services (e.g. as a result of conversion to residential use).

#### Planning Policy Guidance 13: Transport (ODPM, 2001)

PPG13 contains specific guidance related to **accessibility**. It states that a key planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking, and cycling. This is important for all, but especially for those who do not have regular use of a car, and to promote social inclusion. In preparing their development plans, local authorities should give particular emphasis to accessibility in identifying the preferred areas and sites where such land uses should be located, to ensure they will offer realistic, safe and easy access by a range of transport modes, and not exclusively by car.

#### Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (ODPM, 2002)

PPG17 realises the importance of recreation and open space for a number of reasons and these should be taken into account when formulating policies.

Open spaces, sport and recreation all underpin people's quality of life. Well designed and implemented planning policies for open space, sport and recreation are therefore fundamental to delivering broader Government objectives. These include:

- supporting an urban renaissance** - local networks of high quality and well managed and maintained open spaces, sports and recreational facilities help create urban environments that are attractive, clean and safe. Green spaces in urban areas perform vital functions as areas for nature conservation and biodiversity and by acting as 'green lungs' can assist in meeting objectives to improve air quality.
- supporting a rural renewal** - the countryside can provide opportunities for recreation and visitors can play an important role in the regeneration of the economies of rural areas. Open spaces within rural settlements and accessibility to local sports and recreational facilities contribute to the quality of life and well being of people who live in rural areas.
- promotion of social inclusion and community cohesion** - well planned and maintained open spaces and good quality sports and recreational facilities can play a major part in improving people's sense of well being in the place they live. As a focal point for community activities, they can bring together members of deprived communities and provide opportunities for people for social interaction.
- health and well being** - open spaces, sports and recreational facilities have a vital role to play in promoting healthy living and preventing illness, and in the social development of children of all ages through play, sporting activities and interaction with others.
- promoting more sustainable development** - by ensuring that open space, sports and recreational facilities (particularly in urban areas) are easily accessible by walking and cycling and that more heavily used or intensive sports and recreational facilities are planned for locations well served by public transport.

Draft South West Regional Spatial Strategy 2006 – 2026 (South West Regional Assembly, 2006)

Policy SD4 of the South West Regional Spatial Strategy relates specifically to sustainable communities.

**SD4 Sustainable Communities**

Growth and development will be planned for and managed positively to create and maintain Sustainable Communities throughout the region by:

- Realising the economic prosperity of the South West and reducing disparity
- Setting a clear vision and strategy to meet the diverse needs of all people in existing and future communities, based on the role and function of cities, towns and villages and their local character and distinctiveness
- Linking the provision of homes, jobs and services based on role and function so that cities, towns and villages and groups of places have the potential to become more self contained and the need to travel is reduced
- Promoting a step change in public transport, taking steps to manage demand for travel, and promoting public transport 'hubs' and access to them
- Encouraging business activity and particularly small businesses and their contribution to the region's prosperity, including through promoting regional sourcing
- Making adequate and affordable housing available for all residents, including the provision of a range and mixture of different housing types to accommodate the requirements of local communities
- Making the best use of existing infrastructure and ensuring that supporting infrastructure is delivered in step with development
- Investing in and upgrading cultural facilities, including their marketing and management
- Creating healthy, safe and secure places to live, for example by following Lifetime Homes and Secure by Design principles
- Providing homes which are adaptable to the changing needs of individuals and provide an opportunity for live/work space
- Delivering a step change in the quality of urban living
- Providing networks of accessible green space for people to enjoy
- Supporting social and economic progress by enhancing education, skills development and training

**Other Sources of Guidance**

- *Strong and Prosperous Communities* - The Local Government White Paper, Date published: 26 October 2006
- *Planning Together* - Local Strategic Partnerships (LSPs) and Spatial Planning: a practical guide, January 2007, Department for Communities and Local Government
- *Preparing community strategies: government guidance to local authorities*, DCLG, 2006
- *Cultural Strategy*, Salisbury District Council, 2002 - 2007.
- *Community Development Policy (Building Strong Communities)* Salisbury District Council
- *Making a Difference Together* - Community Strategy for Salisbury and South Wiltshire 2005-2009
- *Supporting People Strategy*, Wiltshire & Swindon Supporting People Team
- *Salisbury District Council Children and Young People's Strategy 2005 to 2008*
- *The Wiltshire Compact*.
- *Community Plans* - Developed on a five area basis by Salisbury District Council
- *By Design*. DETR & CABE (2000)
- *Planning tomorrow's countryside*. The Countryside Agency (2000) ISBN 0 86170 648 X
- *Power of Place; The future of the historic environment*. English Heritage (2000)
- *Urban Design Compendium*. Ep & Housing Corporation (2000)
- *Design Review* - CABE (2002)
- *Better Civic Buildings and Spaces* - CABE (2002)
- *Better public Buildings* - CABE (2001)
- *Building in Context* - CABE & English Heritage (2002)
- [www.socialexclusion.gov.uk](http://www.socialexclusion.gov.uk)
- [www.respect.gov.uk](http://www.respect.gov.uk)
- *Place Matters*, DCLG, 31 January 2007
- Green Flag award, "The Guidance Manual"
- South West Biodiversity Action Plan<sup>i</sup>
- State of the environment in the South West<sup>ii</sup>
- AONB Management Plan
- Association of Local Government Ecologists: "Framework for Biodiversity"<sup>iii</sup>

## **4. Main Themes emerging in Relation to this Topic Paper - What can be done to promote welfare, social cohesion and quality of life?**

National and Regional Policy has been scrutinised together with the source documents which also comprise the evidence base and the following main themes have emerged. There are a number of ways in which the Local Development Framework can be used to help both deliver new opportunities and safeguard existing facilities. In particular the following areas should be considered at the outset of designing any new development:

### **(a) Addressing Diversity and Equality**

A core theme of this topic paper will be to highlight the need to address social inequalities, consider the needs and problems of the communities and how they relate to land use and development. It will identify the requirement to recognise the needs and broader interests of the community to secure a better quality of life for the community as a whole. It will promote communities, which are inclusive and provide a range of community facilities and cultural opportunities tailored to the special needs of particular sectors of the community. This is particularly pertinent to the provision of community and cultural facilities, as one must take care to either base policies on assumptions or indeed a broad consensus, as this runs the risk of ignoring the specific cultural needs of minority groups.

### **(b) Defining the scope of Welfare, Quality of Life and Social Inclusion**

It is important that the LDF is explicit in defining what is meant by a community and cultural facility. This may range from large facilities such as the City Hall and Arts Centre in Salisbury, to smaller but equally important facilities in rural areas such as mobile library services.

However, it would be a mistake to confine the scope of such facilities to those run by public bodies, as there are many small businesses, which while supported by the market economy perform an invaluable community and cultural function within settlements. The village shop and public houses are such examples, which are at the heart of much community and cultural activity within our settlements. Policies should properly seek their ongoing contribution wherever possible.

Community and cultural facilities may be categorized as:

- Health - promoting health and reducing health inequalities
- Community Safety - providing a safe community
- Access for all.
- Social cohesion - affording all participants a stake and opportunities within their community
- Providing decent homes for all
- Education - to provide access for all to high quality learning
- Play - to provide access to arts, sports, play and leisure activities.
- Community planning - letting all have a say in the decisions which affect them

### **(c) Providing Access to and safeguarding Services**

We should endeavour to provide improved access for all to welfare, quality of life and social inclusion, by ensuring that new development is located where everyone can access services or facilities on foot, bicycle, wheelchair or public transport, rather than car, while recognising that this may be more difficult in rural areas

Our policies should contain clear, comprehensive and inclusive access policies in terms of both location and external physical access to community and cultural facilities. They should break down unnecessary barriers. In the rural areas there may be a need to locate new facilities in sub-regional centres, which serve a local hinterland, so that at the very least there is access to a range of facilities for all of the community within reasonable reach.

### **(d) Providing high quality of Welfare, Quality of Life and Social Inclusion - Fighting Rural Marginalisation**

To promote a healthy and inclusive living environment, good quality, carefully sited accessible development within existing towns and villages should be allowed where it benefits the local economy and/or community; maintains or enhances the local environment and does not conflict with other planning policies. To ensure

that sectors of our population do not become marginalised there will need to be policies which will allow some limited growth in the more remote rural areas where the benefit to the populations quality of life can be clearly seen.

To build on this principle, the site-specific allocations document will contain policies for allowing some limited development in, or next to, rural settlements that are not designated as local service centres, in order to meet community and cultural needs and to maintain the vitality of these communities. In particular authorities should be supportive of small-scale development of this nature where it provides the most sustainable option in villages that are remote from and have poor public transport links with, service centres.

We believe that people who live or work in the District should have reasonable access to a range of community and cultural facilities. Hence we will:

- (i) Facilitate and plan for accessible new community facilities, particularly where; - planning permission is granted for new developments in country towns or other local service centres; or – settlements, or the population of their rural catchments, are expanding; or - there is an identified need for new expanded facilities to strengthen the role of a particular local service centre.
- (ii) Where possible, ensure that new development in identified service centres is supported through improvements to community and cultural facilities, provided in partnership with the developer where appropriate;
- (iii) Identify suitable buildings and development sites for community services and facilities to meet the needs of the whole community, including disabled users and hard to reach groups
- (iv) Support mixed and multi-purpose uses, incorporating community and cultural opportunities, that maintain community vitality, welfare and quality of life; and
- (v) Support the provision of small-scale, local facilities (e.g. childcare facilities) to meet community needs outside identified local service centres, particularly where they would benefit those rural residents who would find it difficult to use more distant service centres.
- (vi) Seek measures to support businesses, which make a vital contribution to local community and cultural life such as public houses and village shops, by encouraging viable sustainable communities and resisting change of use where the case for the non-viability of the business has not been proven.

These local facilities should be located within or adjacent to existing villages and settlements where access can be gained by walking, cycling and (where available) public transport.

### **(e) Providing high quality of Welfare, Quality of Life and Social Inclusion in Urban Areas**

We will frame planning policies, which seek to provide a diverse, and enriching range of community and cultural activities within our major settlements, as well as protecting existing facilities.

As with the rural areas this will take the form of working with the community to identify need, including that of minority and hard to reach groups and facilitating delivery through the controlled growth and use of planning obligations. This will include working with private, for-profit enterprises such as the Playhouse and Cinema in Salisbury, which make a contribution to the quality of life. Such uses will be protected from a change of use and fostered through the allocation of new housing contributing to their economic viability.

### **(f) Promoting High Quality Community Health and Welfare**

We will continue to work with the providers of primary and secondary healthcare, to plan for the future and to meet their future land use requirements. This is typified by the adoption of a master plan and planning brief for Salisbury Hospital, which sets a template for its future growth for the next 20 years.

Where a shortfall of health care facilities are identified, we will endeavor to fill the gap through the sensitive introduction of new development, with provision the health facilities as one of the requirements of building. That is we will incentives the market to deliver these facilities where there is clearly a justification.

### **(g) Social Inclusion**

We will seek to make a significant contribution to delivering cohesive communities, which may be characterised as one where:

- There is a common vision and a sense of belonging for all communities
- The diversity of people's different backgrounds and circumstances is appreciated and positively value
- Those from different backgrounds have similar life opportunities
- Strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighborhoods.

The options for helping deliver this objectives will be fully explored with partner agencies such as the Strategic Partnership and of course the communities themselves, but initial opportunities would include working with communities in planning for real exercises, reaching out to minority groups to establish their aspirations for new facilities and the prudent use of planning gain to deliver the requirements identified.

### **(h) Quality of Life**

The quality of life is not a topic, which can be addressed discreetly within a single topic paper; it underpins all the Local Development Framework is seeking to achieve. It of course go far beyond the realms of a single local planning document. However, what must be considered is how the planning process can make a contribution. Quality of life can also be defined in many ways, but is perhaps best expressed a combination of the following factors:

- Active, inclusive and safe – fair, tolerant and cohesive with a strong local culture and shared community activities
- Well run – with effective and inclusive participation, representation and leadership
- Environmentally sensitive – providing places for people to live that are considerate environment
- Well designed and built – featuring a quality built and natural environment
- Well connected – with good transport services and communication linking people schools, health and other services
- Thriving – with a flourishing and diverse local economy
- Well served – with public, private, community and voluntary services that are appropriate people's needs and accessible to all
- Fair for everyone – including those in other communities, now and in the future.

### **(i) Safeguarding of Existing Facilities**

We will develop policies and SPD, which seek to protect existing facilities, which make a contribution to welfare, social inclusion and quality of life throughout the District.

### **(j) Developer Contributions**

This document and an associated SPD will set out the Authorities requirement for developers to make a contribution towards social infrastructure required as a result of their development. This will be based on demonstrable areas of need and be applied in a fair and reasonable manner. However the underpinning principle is that developers will be expected to make a contribution to compensate for the social impacts of their proposed scheme.

### **(k) Designing for the future re-use of the building**

Simply designing a new building that will need to be demolished at the end of its functional life and then replaced by a new one is not a sustainable solution. Community faculties should be designed to be flexible and capable of different uses. Historic building may be successfully converted to a community use such as from a church to Arts Centre in Salisbury. This can represent a sustainable and attractive means of providing new community and cultural space.

The following areas should be considered when designing a new community building:

- Use of non-load bearing partitions to allow for easier internal adaptation in the future

- Ceiling heights that are sufficient to incorporate changes in room use
- Redundant buildings should be considered as a valuable resource and should be re-used where possible.

## (l) The Night-time Economy

We will prepare policies to help manage the evening and night time economy in appropriate centres. These policies will encourage a range of complementary evening and night time economy uses which appeal to a wide range of age and social groups. These are seen as an important part of the community and cultural offer of the district and are the subject of a separate LDF topic paper.

## (m) Monitoring, Assessment and Review

There is a local need to put into place SMART targets and a monitoring regime to allow an accurate assessment to be made in relation to how successful emerging policies are making a positive contribution to peoples welfare, quality of life and inclusion with society.

## 5. LINKING IT TOGETHER – WHAT DO OTHER LOCAL STRATEGIES SAY?














There are a number of important strategies which have been adopted at a local level which are all, from there own specific angle, aimed at supporting communities. There has been a barrier between some of the strategies based on traditional service area demarcation. This cannot be allowed to stand in the way of putting communities first and the new planning system is one of the key mechanisms that will be able to bring the shared goals of many service areas and partner organisations together in a seamless fashion

The key messages emerging from all of the strategies are simple and consistent. What emerges is the following common shared underpinning objectives of delivering sustainable settlements that are:

- Active, inclusive and safe
- Environmentally sensitive
- Well connected
- Well served
- Well run
- Well designed and built
- Thriving
- Fair for everyone

The key reference documents, which have supplied the evidence, which has informed the conclusions in this topic paper (that is they form the audit trail), are the following:

-  [Cultural Strategy<sup>21</sup>](#) (5MB)
-  [Public Arts Policy<sup>22</sup>](#)
-  [Economic Development Strategy<sup>23</sup>](#)
-  [Community Development Policy \(Building Strong Communities\)<sup>29</sup>](#) (28KB)
-  [Community Strategy<sup>30</sup>](#) (347KB)
-  [Anti-Social Behaviour<sup>31</sup>](#) (144KB)
-  [Child Protection Policy<sup>33</sup>](#) (289KB)
-  [Community Safety Strategy 2005-2008<sup>34</sup>](#) (320KB)
-  [Comprehensive Equalities Policy<sup>35</sup>](#) (148KB)
-  [Race Equality Scheme<sup>36</sup>](#) (251KB)
-  [Social Inclusion Policy<sup>37</sup>](#) (68KB)
-  [Supporting People Strategy<sup>38</sup>](#) (794KB)
-  [Youth Strategy<sup>39</sup>](#) (912KB)
-  [Wiltshire Compact<sup>40</sup>](#) (280KB)
-  [Wiltshire Compact: Code of Practice on Communication and Consultation<sup>41</sup>](#) (2.46MB)
-  [Wiltshire Compact: Code of Practice on Equality and Diversity<sup>42</sup>](#) (951KB)
-  [Wiltshire Compact: Code of Practice on Funding and Procurement<sup>43</sup>](#) (2.62MB)
-  [Wiltshire Compact: Code of Practice on Volunteering<sup>44</sup>](#)
-  [Four Rivers Community Plan<sup>45</sup>](#) (614KB)
-  [Mere and District Community Plan<sup>46</sup>](#) (501KB)

-  <sup>2047</sup> **Nadder Valley Community Plan**<sup>47</sup> (178KB)
-  <sup>2048</sup> **Salisbury Community Plan**<sup>48</sup> (371KB)
-  <sup>2049</sup> **Southern Area Community Plan**<sup>49</sup> (476KB)
-  <sup>2050</sup> **Stonehenge Community Plan**<sup>50</sup>
-  <sup>2054</sup> **Access to Council Services**<sup>54</sup> (606KB)
-  <sup>2055</sup> **Action for Customer Excellence**<sup>55</sup> (212KB)
-  <sup>2056</sup> **Customer Access Strategy**<sup>56</sup> (308KB)
-  <sup>2057</sup> **Customer Care Charter**<sup>57</sup>
-  <sup>2079</sup> **Homelessness Strategy**<sup>79</sup> (512KB)
-  <sup>2080</sup> **Housing Allocation Policy**<sup>80</sup>
-  <sup>2038</sup> **Supporting People Strategy**<sup>38</sup>
-  <sup>20109</sup> **Sports, Recreation and Physical Activity policy**<sup>109</sup> (960KB)
-  <sup>20110</sup> **Sports Strategy 2002-2006**<sup>110</sup>

#### Salisbury District Council's Environment Policy – Sustaining Our Future

The Environmental Policy is linked to Local Agenda 21 as the health and well-being of the environment is crucial to providing a good quality of life today and for years to come. The environmental policy states the overall aim as *'to continually improve our environmental performance in everything that we do, and wherever possible, to go beyond the requirements of all relevant environmental legislation'*.

The key environmental issues specifically related to this study are:

- Conserve and enhance the built environment to make sure it is diverse, pleasant and safe
- Protect and improve the environment for the benefit of the health of the people of South Wiltshire
- Protect and enhance the variety of wildlife in South Wiltshire.

#### Salisbury District Council Cultural Strategy 2002 – 2007

The Cultural Strategy provides a framework for the way in which present and future generations of people in South Wiltshire will live their lives. The key elements of a quality of life that is unique to South Wiltshire are made up of a vibrant community and cultural life in a setting of great natural beauty and historic Architecture.

The Council's areas of focus are:

- Young people
- Sustainable and active communities
- Performance and excellence
- Education and lifelong learning
- Healthy living and social inclusion
- Regeneration of facilities and economy
- Sports infrastructure and services
- Partnerships
- Quality and excellence
- Community consultation.

A key strategic objective relevant to this study is *'to preserve, enhance and maintain the local built and natural environment, especially areas of special interest.'*

#### Salisbury District Council Children and Young People's Strategy 2005 – 2008

This strategy considers what the Council is currently doing and will do in the future. The need for partnership working between County Council, government departments agencies and organisations, and the voluntary and community sector is highlighted, in order to:

- Create more positive images of young people
- Promote activities that will expand their horizons
- Support education and future careers
- Give them a say in issues that affect their lives
- Help them stay safe and healthy
- Give them a place they call home.

On your marks: A strategy for sport and recreation in Salisbury and South Wiltshire (2002-2006)

The vision for sport and recreation in the district is *'to provide a framework that will encourage and create a broad range of quality opportunities in order to enable participation in sport and active recreation by the whole community, including visitors to the area. To secure the provision of safe and suitable activities and facilities both directly and indirectly by establishing partnerships with or supporting organisations, clubs and individuals as appropriate'*.

The vision will help in providing a district in which people of all ages and abilities have equal access to high-quality, enjoyable opportunities to stay involved in sport and recreation throughout their lives. The key objectives in achieving the vision, of relevance to this study, are:

- Creating equality of access and opportunity for all sectors of the community in both rural and city areas
- Encouraging health related and other associated benefits of sport and recreation
- Working in partnership to enhance provision

## 6. PRIORITIES AT COMMUNITY LEVEL

### 2005-2009 Community Strategy (South Wiltshire Strategic Alliance, 2005)

The Community Plans for the five areas within Salisbury District are an excellent way of gauging what the communities see as their highest priorities through to 2009. Mere and District, Nadder Valley, Southern Area and Stonehenge areas have all cited access related to community support as a top priority. Issues such as affordable housing, local schools, activities for teenagers, protecting local facilities, access to better healthcare, and reduction of crime all fall within this broad remit. In specific terms the priorities highlighted by each of our defined community areas was as follows:

#### **Five Rivers Community Priorities**

- 1 Looking after the Roads
- 2 Housing Local People can afford
- 3 Public Transport
- 4 Reducing Crime
- 5 Looking after the Environment
- 6 Cleanliness of roads, streets and open spaces

#### **Mere and District**

1. Looking after the roads
2. Protecting local facilities
3. Housing that local people can afford
4. Local schools
5. Reducing crime
6. Activities & facilities for teenagers.
7. Looking after the environment

#### **Nadder Valley**

1. Looking after the roads
2. Houses local people can afford
3. Looking after the environment
4. Public transport
5. Reducing crime
6. Protecting local facilities

#### **Salisbury**

1. Vandalism & Anti-Social Behaviour
2. Reducing Crime
3. Traffic Congestion
4. Cleanliness of Roads, Streets & Open Spaces
5. Better Health Care
6. Looking after the Roads
7. Housing Local People can Afford
8. The Environment

#### **Southern**

1. Looking after the Roads
2. Vandalism & Anti-Social Behaviour
3. Reducing Crime
4. Looking after the Environment
5. Cleanliness of Roads, Streets & Open Spaces
6. Housing Local People can afford

#### **Stonehenge**

1. Looking after the Roads
2. Vandalism & Anti-Social Behaviour
3. Reducing Crime
4. Cleanliness of Roads, Streets & Open Spaces
5. Activities and Facilities for Teenagers
6. Housing Local People can afford

Link: [http://www.salisbury.gov.uk/community\\_strategy.pdf](http://www.salisbury.gov.uk/community_strategy.pdf)

## 7. LEARNING FROM EXPERIENCE

### a) How do our existing policies perform?

The following policies from within the existing Local Plan address a wide range of issues related to community and cultural activities. While many have proved effective, they will need to be thoroughly reviewed as part of the LDF process. They should be saved until an appropriate point with the review.

G1 (promotion of vitality and conservation of cultural heritage)  
D8 (public art)

Housing policies related to major designated sites include provision for community facility contributions. Sites yet to be fully delivered include:

H2D - Land at Old Sarum  
H3 - Old Manor Hospital  
H5 - Salt Lane Car Park  
H6 - Brown Street Car Park  
H9 - Land south of Boscombe Road  
H10 Dinton  
H14 - Tisbury  
S9 (local shops)  
S11 (farm shops)  
R4 (indoor community provision)  
R6 (urban parks)  
R7 (dual use of education facilities)  
R20 (allotments)  
PS1 (provision of new community facilities)  
PS2 (rest or nursing homes)  
PS3 (protection of village shops and pubs)  
PS4 (land allocated for new schools)  
PS5 (provision of new education facilities)  
PS6 (playgroups, day nurseries and childminding facilities)  
PS9, PS10 (land for new cemetery)  
C1, C2, C3 (The Rural Environment)  
C4, C5, C6, C7, C8, C9 (landscape Conservation)  
C10, C11, C12, C13, C14, C15, C16 (Nature conservation)  
C17, C18 (Rivers and river valleys)  
C19, C20 (Agriculture)  
C21 (Farm diversification)  
R1 A, B, C (General)  
R2, R3 (Open Space Provision)  
R4(Indoor Community & Leisure Provision)  
R5 (Protection of Existing Outdoor Facilities)  
R6 (Urban Parks)  
R7 (Dual use of education facilities)  
R8, R9, R10, R11, R12, R13 (New Sports and Recreation Provision)  
R14 (New Leisure Provision)  
R15 (Golf Courses)  
R16(Developments With River Frontages)  
R19(Avon Valley Project)  
R20 (Allotments)

The trends identified from both the national and local evidence base do suggest that the following concerns continue and that there will be the need for a far more sophisticated suite of policies required to address the challenges ahead:

- Overall wealth masking rural marginalisation
- Ongoing barriers to housing and services
- The decline of rural facilities such as pubs and shops
- The need to fight hidden social exclusion

- Defining what is meant by reasonable access to services
- Provision of public transport

In view of the generally positive outcomes of the PPG17 study, there has clearly been some success with the above policies, particularly delivering planning gain through R2 with over £860,000 collected in the last 3 years alone. However a more proactive and detailed policy approach can be adopted in light of the various typologies and provision levels, and recommended local quality and quantity standards in the open space study.

Feedback on policy R2 from parish and town councils has been that although the policy is successful, that it is narrow in its interpretation, as it is only for formal outdoor recreation. They would like to see the policy widened to include indoor sports and less formal recreation such as footpaths so that the sums collected could be spent on these uses too. Given the results from the open space survey, that there is a deficiency in allotments, there may also be scope to collect contributions for their provision.

## **b) What are others doing to tackle similar problems?**

There are a diverse range of approaches to addressing the key social and community support issues that this topic paper attempts to pull together. At one end of the spectrum the issues are being completely dispersed throughout the Core Strategy Issues paper and incorporated where appropriate under more traditionally land use planning focussed themes, such as housing, flooding, recreation, employment and so on. Therefore while the issues are addressed, they are done so in a manner, which seems to limit their prominence and importance.

At the other end of the spectrum some authorities such as Suffolk Coastal have produced a separate Core Strategy topic paper solely on the subject of Community Wellbeing. This clearly marks out such issues as being considered of key importance in that particular area. However such an approach does run the risk of separating the issues from its context and perhaps missing opportunities for joined up consideration and problem solving.

The majority of Authorities have chosen something of a halfway-house between the two above-mentioned extremes, where the issues are given a discreet section or sections within an overall Core Strategy Issues and Options paper and cross-referenced to other emerging policy areas. Recommended case studies include Bristol, Chichester, Halton and Plymouth, who all make good use of this approach.

With regard to the outputs from these pieces of work, they are very much consistent with the analysis of national guidance emerging from this topic paper. All to a greater and lesser extent have strategic spatial objectives, which seek to deliver communities, which have the following characteristics:

- Healthy and socially inclusive
- Safe and secure environments
- Deprivation to be tackled
- Accessible and inclusive health and social care services
- High quality leisure, sport and recreation facilities
- High quality and accessible parks, green and open space and recreation opportunities
- Attractive and well-managed environments
- Jobs, services and facilities within a reasonable walking/cycling distance
- Safeguard and enhance cultural assets and opportunities
- Encourage local governance

There are a number of risks to be identified by benchmarking with the work of other authorities. In particular many do seem to be repeating nationally identified issues and trends, without applying them to the local situation on the ground. It is not productive to, for example, seek the strategic goal of addressing social exclusion if the situation in the local area has not been identified. This runs the risk of the fine strategic goals becoming mere platitudes with no local action or purpose behind them. In particular the benchmarking teaches us that when considering planning policies to address these issues we must ask ourselves the following questions:

1. Does the policy reflect not duplicate national guidance?

2. Is the policy applicable to all development proposals, or should the policy specify possible solutions to particular problems and consider different land uses?
3. Should the policy highlight conflicting priorities that planning for community support might encounter, and encourage alternative responses?
4. Does the policy contribute to wider objectives of good urban design?
5. Does the policy specify whether certain community support measures should only be considered on certain types/sizes of development?

## 8. KEY ISSUES AND SPATIAL PATTERNS

There are a series of key messages that emerge from an analysis of local issues within the framework of the local and national evidence base. These are as follows:

### **Masked Pockets of Deprivation**

While, superficially South Wiltshire is a well-off and prosperous area, this masks areas of real concern, especially based around areas of social inclusion and access to services. There are pockets of marginalisation and social exclusion both in our rural and urban areas. These are clear issues that the LDF should be seeking to help address.

### **Areas of Social Exclusion**

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues which reflect the nationally identified trends:

- Much of the data in this report indicates that in general Salisbury is not a deprived area of the country and social exclusion on a large scale is not an issue. The main exceptions to this are affordable housing and access to services (especially in rural areas).
- However, the data also shows that there are smaller pockets of quite severe deprivation, often existing side by side with more affluent neighbourhoods. The data also shows that, similar to England as a whole, there are groups of people who are excluded because of their background, education, income, health or other factors.
- The geography of Salisbury district, where Salisbury city is by far the biggest centre of population along with large very rural, sparsely populated areas often means that social exclusion problems are not common to the whole of the district and are often either urban or rural in nature and extent.
- This report provides information on the different ways people can be, or feel, excluded from full participation in society and provides examples of how this exclusion can manifest itself in different sections of the community.

### **Welfare Issues**

A key issue to emerge under welfare is that the district does indeed have better than average statistics. However when the data is looked at in detail, including issues raised on deprivation and social inclusion, it emerges that the statistics may well be masking some pockets of real welfare concern, especially in some of the more remote rural areas where access to services are difficult. This is backed up by local research and consultation which indicates the following:

- Local Wiltshire studies on rural material deprivation indicate that there are small geographical pockets of deprivation, both within Salisbury City and in rural areas.
- Transportation issues are a problem for many people in rural areas when they wish to access health services.

- Over 6,000 people in Salisbury district claim health related benefits which indicates that there is a large population with a range of health problems and other disabilities that effect their ability to take care of themselves and participate in the job market.
- Access to General Practitioners and particularly dentists is a national issue but can disproportionately affect certain groups of the community who have low incomes, mobility issues or transport related problems. People's Voice data indicates that in the rural community area of Tisbury only around a third of people use an NHS dentist and only slightly more know how to access one.
- Many of the deprivation issues relate to specific health issues concerning groups such as older people, travellers and teenage parents.

### **Providing Access to Services**

Key findings relate to the spatial distribution of key services and how these are provided. It is clear that in some cases, such as the banking industry that technology may well provide solutions to these problems. However with regard to access to key services such as shops, pubs, halls and schools there is a clear and apparently inexorable trend towards agglomeration in the larger settlements to provide for wider catchments. The days of every small village having such facilities seem long gone. It is a changing world and planning policies must respond.

### **Safeguarding Local Facilities including shops and post offices**

A key issue to emerge is that there is a need to protect local shops and services including post offices and public houses from closure or change of use. It is recognised that local facilities are vital to smaller and more rural settlements and therefore policies to promote and protect these facilities must be created.

#### **- Public Houses**

The national trend for closure of public houses is reflected in Salisbury. The key issue to emerge both nationally and locally is that pubs are under threat and it seems inevitable that this trend will continue unless we can produce two fold measures based on firstly improving their viability by striving for truly sustainable communities, encouraging diversification and by taking a hard line on change of use applications. However the latter will not work without the former.

#### **- Post Office and Village Shops**

There has been a sharp decline in rural post offices in the district and it has been announced that nationally 2,500 Post Offices are to be closed by 2009. There is an inextricable link between Post Office closures and the closure of village shops as the Post Office creates footfall and business for these shops. The impact of such closures are not just the social reliance of the most vulnerable in the community but also will be felt by other village based businesses that rely upon the PO for banking, postage etc.

### **Safeguarding and enhancing the Cultural Offer**

As per the National framework set out above, it is clear that stakeholders have a wide understanding of "cultural activities" ranging from fishing on the local rivers, to religious worship and from pop music to conservation of our built heritage. Therefore there are certain principles that we should seek to address when framing planning policies, which address culture, these being:

- Making cultural events and places accessible to all
- Seeking contributions from planning obligations
- Planning for infrastructure that will support cultural activities
- Facilitating social inclusion
- Maintaining and enhancing built and natural heritage assets
- Ensuring new development is sympathetic to culturally valued environments
- Seeking public participation in decision-making.

## Transport and access to services

Specific local research in the form of the Social Inclusion Review for the Salisbury District Area (SWSA, 2007) ([www.salisbury.gov.uk/social-inclusion.pdf](http://www.salisbury.gov.uk/social-inclusion.pdf)) has identified the following key issues and trends:

- As evidenced by the scores on the ID 2004 Barriers to Housing and Services domain, difficulties accessing services is a key distinguishing feature of Salisbury district.
- 'Accessibility can vary significantly between different areas, at different times and for different people. While much of this difference is likely to be dependent on people's access to a car, it can also relate to those who have particular accessibility issues such as people on low incomes, older people, younger people, disabled people, women, people from ethnic communities etc'.
- Access issues can be very localised. For example, in a 2006 People's Voice survey, almost 4 times the percentage of people in Salisbury say that they have easy access to a cultural or recreational facility than in Mere and almost 3 times more than in Tisbury. There is a pronounced difference between rural and urban access to healthcare as evidenced by only 53% of rural respondents saying they have easy access to a hospital compared to 83% of urban dwellers.
- People's Voice data also reveals that a bus service is considered the most important rural service in Salisbury district with 81% of respondents thinking it is important but only 72% can easily access public transport. 66% of respondents think the local bus service is inadequate for most people.
- To be genuinely accessible, transport needs to get people to the services they require reliably and safely; it needs to be affordable for the customer and physically accessible.
- While clearly connected, transport and access are not the same thing. Access difficulties include lack of information, services being provided in ways which exclude some people, not owning your own home, lack of access to opportunity etc.
- Particular groups can experience access problems more acutely. There are often language and cultural barriers that hinder BME and migrant workers accessing services and the increasing use of the Internet can exclude some people.

## Crime and Safety

Analysis shows that while overall all crime is the second lowest in England and Wales that again this masks some of the local issues. In particular there are the following issues, which have emerged from a detailed look at the local evidence.

- Reducing crime is a priority emerging in all of the area Community Plans. Although crime rates are relatively low, the community clearly perceive that their places should be safer
- There are pockets of anti-social behaviour, which are the worst in the County.
- Salisbury feels less safe after dark.
- There are pockets where criminal damage, theft and handling offences and violent crime are the highest in Wiltshire.

## Sports, Leisure and Recreation

This is a broad topic area which ranges from formal sports pitches through to informal use of the countryside and includes allotments, public open space and sports clubs. In line with government policy, the council have commissioned an open space survey of the district. The study includes natural and semi natural green space, amenity green space, sports pitches, green corridors and allotments. On the whole, the study shows that there is a shortfall in all of the sectors. Key headline findings of the study set the following action areas:

- Although residents are generally content with the quality of existing parks and gardens, there is a challenge to provide the same level of access to them for all residents, especially those in urban areas.
- The District is well provided for natural and semi-natural green space but there are a few areas without access to a site within 15 minutes. Therefore the Council should concentrate upon improving existing sites in both quality and accessibility.
- There are some gaps in providing amenity greenspace (those green areas in and around housing which provide informal space for recreation and leisure), and there is a need to provide access to such a space for all urban areas.
- Particularly outside of the main urban areas there are a shortage of play facilities for young people.

- While the vast majority of residents are within the recommended catchment area for an outdoor sports facility, many of these are actually schools with limited access. The Council needs to concentrate on qualitative and accessibility issues.
- There is a lack of allotments in the more rural settlements and Parish Councils should identify to the Council where there are waiting lists for plots so that provision can be led by demand at the local level.
- The District has a wealth of footpaths and this existing footpaths and this network should be developed to further enhance accessibility of the countryside to residential areas. There are key opportunities to develop pathways along routes of the rivers as well as extending the cycle route network.

## 9. OPTIONS

Based on the issues identified and the policy framework in place, this section draws together options. The tables below represent a long list of options from which the most realistic are identified in the final row. The impacts identified are compared against the sustainability criteria in the Appendix of this topic paper

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>1. Masked Pockets of Deprivation</b>	Working with the South Wiltshire Strategic Alliance and other relevant bodies to ensure any funding achieved from commuted payments is directed, where applicable, to addressing localised areas of deprivation especially in providing access to services social activities.	There are pockets of marginalization and social exclusion both in our rural and urban areas.	Is a means of raising money to help to marginalised in our society. Can harness private sector finance therefore need not impact on the public finances. Can be focussed on tangible measures such as providing social and cultural infrastructure.	May be difficult to match the spatial occurrence of deprivation with new development pressures, making requests for developer contributions difficult.	Excellent. New development should be making a meaningful contribution to the social and cultural wellbeing of the communities it affects.	Deprivation Indices and Community Plan survey work.	As a strategic aspiration within the Core Strategy and buttressed by a tangible policy within the Planning Obligations SPD.
<b>2. Masked Pockets of Deprivation</b>	Promote locational and criteria based policies to ensure geographically Equal provision of community facilities for all Salisbury residents, with good transport links. Nurture through land allocations a central place theory based around community hubs.	As above	Would reflect national and regional guidance in reinforcing the sustainability of key local service centres which provide vital services to their rural catchment	There may be a concern within the service centres that the settlements do not need or want further growth to support service provision.  The provision of service centres is reliant on providing adequate transport links for all, not just car owners.	Excellent. Accords with all tiers of policy and continues the focus of the existing Local Plan	Deprivation Indices, Rural Facilities Survey, Annual Monitoring Report and Community Plan survey work.	As a strategic objective within the Core Strategy and implemented through policies within the Site Specific Allocations DPD and SWAAP.

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>3. Masked Pockets of Deprivation</b>	Accept that the key indicators suggest that this is a thriving area, and accept that some isolation is inevitable in such a large rural district.	As above	Would benefit the majority	Would ignore the greatest areas of need in the District. Would take no account of areas of real problems which are masked by the overall health and wealth of the area	None We would not be meeting our obligations to our most deserving citizens	N/A	It is not
<b>4. Areas of Social Exclusion</b>	To promote key settlements as main service providers and focus new development upon them in a sustainable manner To ensure the service centres chosen give all reasonable access to a range of important services within a relatively short trip.	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion masked by the overall healthy picture of the District	Would support existing market towns and large villages and their role as service providers. The spatial distribution would afford all a range of services within a relatively short trip. Would represent the most sustainable course of action	There may be a concern within the service centres that the settlements do not need or want further growth to support service provision.  The provision of service centres is reliant on providing adequate transport links for all, not just car owners.	Excellent. Accords with all tiers of policy and continues the focus of the existing Local Plan	Deprivation Indices and next Social Inclusion Reviews	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD
<b>5. Areas of Social Exclusion</b>	Identify spatially those most deprived areas and focus redevelopment proposals and planning gain on them as a priority	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion masked by the overall healthy picture of the District	By identifying these areas we can focus new development or the planning gain from it on seeking to improve the situation of the minority	The location, especially in some isolated rural areas do not lend themselves to sustainable development and make it difficult to justify the use of planning gain remote from the development centres.	Should be considered where possible. Especially the use of planning gain to provide new social facilities or to improve access to them	Deprivation Indices and next Social Inclusion Reviews	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>6. Areas of Social Exclusion</b>	Attempt to provide vital community facilities within each settlement, irrespective of size by allocating new mixed use developments.	As above	Would provide the best access to all by providing truly local facilities	<p>The level of development required to deliver the requisite community facilities would swamp many villages and destroy their character.</p> <p>Extremely doubtful if the market would deliver on this scale. It would not represent sustainable pattern of developmental and would not accord with national and regional policy</p>	Poor. It would be all but impossible to justify as it is at odds with national and regional government. It would be unlikely to be viable and would destroy the special character of many of our villages	N/A	It is not
<b>7. Areas of Social Exclusion</b>	Planning for new developments needs to demonstrate how they have taken account of those with characteristics which may inhibit their ability to fully partake in society such as the mobility impaired, hard of hearing, visually impaired, immigrants with limited English, stroke victims and so on.	Access to services should not be confined the physical location of services and provision of good transport linkages, it should encompass all barriers to social inclusion such as ability to communicate or understand.	This would help address social inclusion and accessibility in a comprehensive fashion and would help tackle the root causes of social isolation	We must be sure that such issues can be legitimately pursued through the planning system.	Very good. There is a need for developers to prove that their new building is accessible in the widest sense of the word.	Customer feedback and social exclusion studies.	Through the Core Strategy with detailed guidance within the General Development DPD

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>8. Welfare Issues</b>	Should health facilities be concentrated in accessible locations where a number of health facilities are provided together in one location?	Our evidence shows there are problems with access to services so we have to strike a balance between dispersing healthcare provision and ensuring it is an appropriate, sustainable location.	To deliver the appropriate facilities at the most appropriate level.	There may need to be some rationalisation of existing services in order to consolidate provision in key settlements.	Excellent. Accords with all tiers of policy and continues the focus of the existing Local Plan	Health and welfare indicators including members drawing disability benefits, Rural Facilities Studies, Social Exclusion Study, Census, customer feedback surveys.	Through the Core Strategy
<b>9. Welfare Issues</b>	Should new development be expected to make a contribution towards the provision of healthcare facilities, for which they are adding to the demand?	Some forms of new development create the need for extra facilities including healthcare facilities	Facilities are provided to the community to meet their needs	Developer contributions is a complicated subject and needs to be considered carefully	Fair- a clear understanding of the extent that developer contributions can be collected needs to be gained to formulate policies.	The amount of developer contributions collected from development for healthcare facilities.	Through the Core Strategy
<b>10. Welfare Issues</b>	Should the Local Development Framework take account of the ageing population by enabling the provision of new large-scale residential care facilities in the District or should the emphasis be on smaller scale provision for local needs dispersed around the District?	The need to provide healthcare to the ageing population.	Meet the needs for healthcare facilities. Provide facilities in several locations around the district.	Large scale – dominant forms of development, not dispersed around the district  Small scale – Development in smaller centres around the district.	Fair – there is a choice – either one will meet the identified need in the district.	The number of residential care facilities in the district to meet the identified need	Through the Core Strategy
<b>11. Welfare Issues</b>	Should all new development take account of use by those with disabilities or barriers to inclusion?	The need to produce inclusive development	Meeting the needs of all people and allowing access for all	None identified	Good – this option is supported by government aims and inclusive policies.	The number of developments providing access to those with disabilities and barriers to inclusion	Through the Core Strategy

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>12. Access to Services</b>	Should we promote key settlements as main service providers and focus new development upon them in a sustainable manner, to ensure the service centres chosen give all reasonable access to a range of important services within a relatively short trip?	Evidence shows that there is a continued need for access to services to meet the needs of a variety of people throughout the district.	Access to key services and facilities in larger centres providing more sustainable centres and improved links to areas of the district.	Some smaller centres will receive limited development, although they will be well connected to larger service areas.	Good. Accords will all tiers of planning policy and the aims of sustainable development.	The level of access to services within the district and trip time to reach key services.	Through the Core Strategy
<b>13. Access to Services</b>	Attempt to provide vital community facilities within each settlement, irrespective of size by allocating new mixed use developments.	As above	Would provide the best access to all by providing truly local facilities	<p>The level of development required to deliver the requisite community facilities would swamp many villages and destroy their character.</p> <p>Extremely doubtful if the market would deliver on this scale. It would not represent sustainable pattern of developmental and would not accord with national and regional policy</p>	Poor. It would be all but impossible to justify as it is at odds with national and regional government. It would be unlikely to be viable and would destroy the special character of many of our villages	N/A	It is not

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>14. Protecting local shops, pubs and post offices</b>	Should the Local Development Framework aim to support vulnerable village shops, post offices and public houses?	The evidence base shows that these facilities are highly valued by the community and that they are under pressure of closure.	Would seek to ensure best possible access to services and break down barriers to social inclusion, which in Salisbury explicitly include access to facilities.	None perceived	Excellent and essential to safeguard important facilities throughout the district.	Rural facilities survey.	Core Strategy vision and implemented through General Development DPD and may be dedicated SPD
<b>15. Protecting local shops, pubs and post offices</b>	Should we seek policies, which prevent change of use unless it has been convincingly proved that they are no longer viable as businesses?	As above	As above	None	As above	As above	Detailed criteria based policy within the General development DPD
<b>16. Protecting local shops, pubs and post offices</b>	Distribution of what are basically commercial operations should be left unfettered to the free market to determine.	Interventionist policies and social engineering were discredited in the 1960's. The principal of 'use it or lose it' is a fair one.	Distribution of commercially driven services would follow consumer demand.	Although market forces would deliver a pattern of viable services, there are areas of need, especially in the more remote rural areas where such facilities are a lifeline, but have smaller margins. This in turn may mean that the residential value of the property is more attractive to the owner than the commercial operation	All tiers of guidance and analysis of the evidence base make it explicit that these facilities perform a vital function, especially in the rural areas and hence local planning policies should seek to retain them. Hence doing nothing is not a viable option.	Rural facilities survey.	It is not

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>17. Safeguarding and enhancing cultural activities.</b>	Should the Local Development Framework aim to promote cultural facilities in key settlements as main service centres to ensure that all have reasonable access to a range of such facilities?	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion from cultural masked by the overall healthy picture of the District	Would support existing market towns and large villages and their role as service providers. The spatial distribution would afford all a range of cultural opportunities within a relatively short trip. Would represent the most sustainable course of action	There may be a concern within the service centres that the settlements do not need or want further growth to support service provision.  The provision of service centres is reliant on providing adequate transport links for all, not just car owners.	Excellent. Accords with all tiers of policy and continues the focus of the existing Local Plan	Social Inclusion Reviews, Best Value Household Survey, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD
<b>18. Safeguarding and enhancing cultural activities.</b>	Are there any cultural facilities we lack?	The evidence base is a little sketchy on the qualitative and range of cultural; activities, which can be very broad. Hence there is a need to ask the communities themselves	Can use the LDF issues and options to assess shortfall and if needs be promote new facilities as appropriate	There is a risk of respondents being over-ambitious in their requests.	Excellent. It is an opportunity to refine the evidence base and to involve the community in shaping the cultural facilities they would like to see.	Social Inclusion Reviews, Best Value Household Survey, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD
<b>19. Safeguarding and enhancing cultural activities.</b>	Developers should be expected to make contribution to providing cultural opportunities for which their building will help create a demand?	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion. There is a need to ensure that major new development makes a contribution to the social infrastructure for which it is creating additional demand	Carefully located new development can make a meaningful contribution to the cultural offer of the district and can help tackle pockets of social exclusion	There may be a concern within the service centres that the settlements do not need or want further growth to support service provision.  The provision of service centres is reliant on providing adequate transport links for all, not just car owners.	Excellent. New developments should be expected to make a contribution to the social infrastructure on which they are placing an additional burden	Social Inclusion Reviews, Best Value Household Survey, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>20. Transport and access to services</b>	In order to help fight social exclusion and to reduce the need to travel by car, should the Local Development Framework direct future development to locations accessible by public transport?	National and regional policy are focussed on attempt to provide a vital community facilities service centres which are main towns and villages which can serve their hinterland	Would support existing market towns and large villages and their role as service providers. The spatial distribution would afford all a range of cultural opportunities within a relatively short trip.	Evidence shows the main areas of social exclusion are based around access the services. In the rural area, travel to main service centres is often reliant on the private motorcar.	Excellent, but the issues of public transport within the rural areas must be addressed	Social Inclusion Reviews, Best Value Household Survey, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD
<b>21. Transport and access to services</b>	Do you agree that the Local Development Framework should seek to encourage the use of public transport, walking and cycling as alternatives to car travel where practical?	Sustainability	Providing meaningful choices can help reduce reliance on the private motorcar	In a large rural area it is difficult to offer meaningful alternatives in every case	Excellent, underpinning principle of national, regional and local policy	Social Inclusion Reviews, Best Value Household Survey, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD
<b>22. Transport and access to services</b>	Do you agree that the LDF should include policies which try and help breakdown access barriers to services by requiring major developments to include access plans which include providing adequate public transport choices and cater for physical, language and cultural issues some of our citizens may have?	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion.	Would seek to ensure best possible access to services and break down barriers to social inclusion, which in Salisbury explicitly include access to facilities.	In a large rural area it is difficult to offer meaningful alternatives in every case	Excellent, underpinning principle of national, regional and local policy and is a cross cutting objective	Social Inclusion Reviews, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>23. Transport and access to services</b>	Do you think we should have a policy require developers to pay towards public and community transport, walking and cycling improvements	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion.	Would seek to ensure best possible access to services and break down barriers to social inclusion, which in Salisbury explicitly include access to facilities.	The legitimacy of this approach would have to be tested	Good if legitimacy is confirmed	Social Inclusion Reviews, Community Plans and Rural Facilities Survey	Through a strategic objective within the core strategy and then through the Site Specific Allocations DPD and Planning Obligations SPD
<b>24. Crime and Community Safety</b>	Do you agree that using appropriate design measures ("designing out crime") will be effective in reducing crime and the fear of crime?	The community plans clearly show that the fear of crime is a major priority across our entire District.	Careful planning of new development can greatly reduce the opportunities for crime	It is difficult to retrofit to existing communities	Excellent	Crime statistics and Community Planning surveys	Strategic objective in Core Strategy and then Creating Places SPD
<b>25. Crime and Community Safety</b>	Do you agree that the LDF should allow planning gain money to be put towards preventative measures as prioritized in partnership with the police, such as CCTV, lighting and community policing?	The community plans clearly show that the fear of crime is a major priority across our entire District.	Can be used to contribute solutions to existing communities.	Legitimacy of the approach needs to be tested.	Good	Crime statistics and Community Planning surveys	Strategic objective in Core Strategy and then Creating Places SPD
<b>26. Crime and Community Safety</b>	We should accept that crime rates are below the national average and prioritise on other issues accordingly. This issue needs to be placed into perspective	The community plans show that crime is a top priority for the community and hence there is no room for complacency is trying to address their concerns	Would allow diversion of resources onto other priorities	Would not address a key message we are receiving from our communities.	Poor.	As above	It should not

Option No.	Nature of the Option	Key Drivers	Positive Impacts	Negative Impacts	Viability of proceeding with the option?	How will success be measured	Where is the option best pursued?
<b>27. Sports, Leisure and Recreation</b>	Should new development be expected to make a contribution towards the provision of sport, leisure and open space facilities, for which they are adding to the demand and should this also include commercial development likely to attract people to the District?	The evidence base shows a general shortfall of facilities, both qualitative and quantitative across the district.	Would allow the shortfalls to be addressed	None	Excellent	Facilities Survey and Open Space Survey	Core Strategy and planning obligation SPD
<b>28. Sports, Leisure and Recreation</b>	The identified shortfall and opportunities to enhance sports, leisure and open spaces, should be reflected through the policies of the LDF?	The evidence base shows a general shortfall of facilities, both qualitative and quantitative across the district.	Would allow the shortfalls to be addressed	None	Excellent	Facilities Survey and Open Space Survey	Core Strategy and planning obligation SPD
<b>29. Sports, Leisure and Recreation</b>	Should the LDF promote greater accessibility to dual use facilities such as school playing fields?	The Social Inclusion Review for Salisbury District Area has revealed pockets of social exclusion based particularly around barriers to services and facilities	Would seek to ensure best possible access to services and break down barriers to social inclusion, which in Salisbury explicitly include access to facilities.	Could a conflict of demand be generated and could school security be compromised	Good, but logistics need to be addressed in partnership with the schools.	Open Space Survey and rural facilities study	Core Strategy and General Development DPD



## **10. INITIAL CONSULTATION**

South Wiltshire Strategic Alliance

Sport England

Police

South West Regional Development Agency

Regional Development Agency

Pub is the hub

Joint transportation Unit

Wiltshire Primary Care Trust

Wiltshire County Council (Social Care, Community Safety and Community Planning)

Salisbury District Council (Transportation, Economic Development, Community Initiatives)

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<sup>ii</sup> [http://www.swenvo.org.uk/publications/SOE\\_2006\\_FINAL.pdf](http://www.swenvo.org.uk/publications/SOE_2006_FINAL.pdf)

<sup>iii</sup> <http://www.alge.org.uk/publications/files/index.php>





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