



South Wiltshire Core Strategy

Matter 3

Core policy 2

Distribution of Development – Strategic Allocations

Ref: DJM/SWCS/M3

January 2010

Contents

Issues and Matters to be Considered	Page No.
<p>Question 3.1, Strategic Allocations – Why Strategic? Core Policy 2 identifies nine Strategic Allocations which would provide a significant proportion of the housing land to be found in south Wiltshire and much of the employment land. These are Fugglestone Red, Hampton Park, Longhedge (Old Sarum), Churchfields & Engine Sheds, UKLF, South of Netherhampton Road, Central Car Park, Kings Gate Amesbury and the former Imerys Quarry. Are all of these sites truly strategic in the sense that they central to the achievement of the strategy (PPS12 paragraph 4.6)?</p>	5
<p>Question 3.2, Strategic Allocations –How and Why Selected? What criteria were used in selecting the Strategic Allocations? Why were they selected and alternatives rejected? Are these sites in the most sustainable locations; do they respect local character and the local environment; do they have the best access to local services and employment; and are they otherwise suitable when judged against the criteria used for site selection in the CS?</p>	6
<p>Question 3.3, Mixed Use and Self Containment. For the most part the Strategic Allocations would be mixed use sites. What evidence is there that this would reduce the number of trips by car, promote self containment?</p>	7

Question 3.1... Strategic Allocations – Why Strategic? Core Policy 2 identifies nine Strategic Allocations which would provide a significant proportion of the housing land to be found in south Wiltshire and much of the employment land. These are Fugglestone Red, Hampton Park, Longhedge (Old Sarum), Churchfields & Engine Sheds, UKLF, South of Netherhampton Road, Central Car Park, Kings Gate Amesbury and the former Imerys Quarry. Are all of these sites truly strategic in the sense that they central to the achievement of the strategy (PPS12 paragraph 4.6)?

- 1.0 The Core Strategy follows national guidance as set out in PPS12 (paragraph 4.6 and 4.7) in that sites are considered 'strategic' where they are considered central to the achievement of the strategy.
- 1.1 All of the strategic sites identified in Core Policy 2 (page 49) are central to delivery of the South Wiltshire Core Strategy¹ and especially the need to address local housing need which has been exacerbated by the historic slow delivery rates in South Wiltshire (illustrated in Topic Paper 2: Housing, section 1.6). As set out in paragraph 3.3 of the Core Strategy with associated evidence sources (e.g. the Local Housing Needs and Market Survey (2006, DCA), sections 9 and 10), the challenges of overcoming the pressures leading to local housing needs has been a major driver for the production of the frontloaded strategy proposed. Ensuring that there is enough development land being brought forward during the early years of the plan period is critical to resolving these issues, and central to the delivery of the Core Strategy vision and strategic objectives.
- 1.2 The sites are strategically important to address the long term role of Salisbury. The evidence identified to support paragraph 3.3 of the Core Strategy (see footnotes on pages 19 and 20 of the Core Strategy document²), indicates that without delivering a step change in housing delivery, the character of Salisbury will slide into the role of a dormitory settlement with an ageing population, lack of viable workforce, anti-competitive investment environment, declining retail sector and consequential environmentally harmful out-commuting. The business community in particular has highlighted the lack of affordable housing as a major barrier to attracting a viable workforce to the area. The consultation process has clearly identified that a increased dormitory role is not one the community aspire to with 80% of respondents agreeing with the aims of Salisbury Vision to address the causes of decline (see Salisbury Vision document page 11, pages 11-12 on options and consultation and Our Place in the Future Consultation Methodology and Output Report, page 44). To allow the decline of Salisbury into a dormitory function would be contrary to national policy in PPS4 (paragraph 9) and does not conform with the achievement of better balanced growth of SSCT's as set out in paragraph 3.3, page 39 of the RSS, or the greater levels of self

¹ As indicated in paragraph 5.19 of the South Wiltshire core Strategy

² Topic Paper 2: Housing (paragraphs 1.2 and 1.3, pages 13 -21)

Local Housing Needs and Market Survey (2006, DCA) (section 9, page 66)

Affordable Housing Economic Viability Study (2009, Adams Integra)

Topic Paper 4: Supporting Communities (page 12, Fig 2, 'Age Structure)

Draft Regional Spatial Strategy for the South West (pages 24 to 26)

South Wiltshire Economic Partnership Economic Strategy 2009-2014 (page 4, SWOT analysis)

Topic Paper 2: Housing: Second Addendum; Topic Paper 17: Infrastructure; Appendix A (Development Templates)

Gypsy and Traveller Accommodation Needs Assessment (2006, DCA)

Topic Paper 9: Economy and First and Second Addenda

containment sought in paragraph 4.1.78, page 116. Therefore to address this challenge the delivery of local housing, including a step change in affordable housing levels, is central to achieving a more sustainable, resilient, self-contained community.

- 1.3 All of the sites set out are strategically important to meet the national strategic housing policy as required by paragraph 9 of PPS3 and the obligation it places on Wiltshire Council to deliver a flexible supply of land for housing, including a five year rolling supply of deliverable sites. The frontloaded strategy is therefore essential to address the challenges produced by historic undersupply and the outcomes of decline that is in danger of being perpetuated should the situation not be proactively addressed. A series of sites, encouraged from the outset, will also introduce competition into the market, the lack of which has contributed to the historically slow delivery rates.
- 1.4 It is important to emphasise that the strategy is seen as fundamental to the economic future of Salisbury and not solely focussed on housing delivery. The majority of the sites around Salisbury are to be mixed-use. Given the employment needs as highlighted in Policy HMA11, page 110 of the SW RSS, in the context of the constrained nature of the environment around Salisbury and the need to provide a range of choices for investors and regeneration imperatives highlighted through the Salisbury Vision, such an approach is the only deliverable strategy possible. The strategic importance of the sites is also underlined as they are essential to deliver the Salisbury Vision which has the economic and social regeneration of Salisbury at its heart. In particular there are interdependencies between the strategic sites which not only deliver housing but also enough employment to meet projected future needs as set out in the RSS, and also allow existing businesses the opportunity to decant from Churchfields. It is a joined up strategy that seeks to deliver wider strategic benefits related to the Salisbury Vision. See Salisbury Vision document (page 8).

Question 3.2. Strategic Allocations –How and Why Selected? What criteria were used in selecting the Strategic Allocations? Why were they selected and alternatives rejected? Are these sites in the most sustainable locations; do they respect local character and the local environment; do they have the best access to local services and employment; and are they otherwise suitable when judged against the criteria used for site selection in the CS?

- 2.0 Topic Paper 19, Parts 1 and 2 set out the detailed methodology for how strategic sites have been selected. This was based on a systematic search for the most unconstrained land in the most sustainable locations³, underpinned by the national policy objectives set out in paragraph 5 of PPS1. The site selection process comprised the following:
- Constraints mapping of the area whereby highly constrained areas are rejected.
 - Broad consideration and comparison of the less constrained areas in terms of access to jobs, infrastructure/communications and public transport accessibility in accordance with the identified settlement strategy and rejection of some areas on this basis⁴.

³ As established through Sustainability Appraisal

⁴ Topic Paper 19, Part 1, pp 20-21

- Assessment of potential areas against criteria in Sustainability Appraisal (see final SA Appendix 5 for detailed appraisal of areas of strategic search), resulting in identification of most suitable broad areas for strategic growth.
- An access study 'Delivering Strategies, Salisbury Core Strategy Transport Assessment' by MVA, which assessed the accessibility of areas of search in relation to access to jobs and services.
- Consideration of areas put forward during consultation, including through the Strategic Housing Land Availability Assessment, Salisbury Housing Summit and Salisbury Vision to assess them in relation to the constraints mapping, and sustainability appraisal criteria.
- Finer grain assessment to identify discrete parcels of land within broad areas based on Sustainability Objectives and a Landscape Character Assessment, carried out on behalf of the Council by Chris Blandford Associates, which was used to assess potential impacts on local character. Those areas where development would conflict with Sustainability Objectives of the SA and Landscape Character Assessment were rejected.
- Consultation with the Consultative Technical Group (a working group comprising statutory consultees and service providers) also filtered out those parcels of land that have insurmountable infrastructure or environmental barriers.
- Consideration of alternatives including a possible new settlement in the east of the area.
- Consideration of responses from Preferred Options Consultation and SHLAA consultation to ascertain deliverability of sites.

2.1 The site selection process confirmed that South Wiltshire is a highly constrained environment which lacks large areas of Brownfield land. The regeneration sites emerging through the Salisbury Vision, including those at Churchfields and the Maltings/Central Car Park, have been subject to an objective scrutiny through the site selection paper, Sustainability Appraisal and included in the consultation process from the Issues and Options stage onwards, which has justified their inclusion. As such the sites selected, taking account of both Greenfield and Brownfield sites represent the best and only real option for sustainable growth in South Wiltshire, meeting the criteria reflected in paragraph 5.18 of the Core Strategy, in compliance with PPS1 and the careful approach suggested in paragraph 4.1.78 of the emerging RSS. No readily available, sustainable alternatives exist.

Question 3.3. Mixed Use and Self Containment. *For the most part the Strategic Allocations would be mixed use sites. What evidence is there that this would reduce the number of trips by car, promote self containment?*

3.0 The strategy of planning, as far as possible, for self containment follows the underpinning principles as set out in PPS1 and in particular draws on guidance from paragraphs 36 to 38 of PPS3, which promotes the creation of mixed and sustainable communities to ensure that housing is developed in suitable locations which offer a range of community facilities with good access to jobs, key services and infrastructure. This is carried through in the SW RSS at paragraph 3.3.

- 3.1 As well as closely following national and regional policy, the strategy of planning for self-contained communities is based on evidence (see 'Salisbury Core Strategy Transport Assessment Report for Salisbury District Council', March 2008 by MVA Consultancy, Para 3.3.17 on destination and trip data regarding rates of out commuting and census data), which indicates that not having the right type of job in the local area location is an important contributor to out commuting. Potential areas for strategic growth were scrutinised through the Sustainability Appraisal of South Wiltshire Core Strategy Proposed Submission Draft, Appendix V, which took into account the availability of balanced communities which could provide local access to services and jobs. This was based on the analysis of the role and function of settlements and their interrelationships, that informed the Sustainable Settlement Strategy (see Topic Paper 3, pages 1 to 14, EIP, library ref: TOP/03 A) This process confirmed that the strategy being proposed is the most sustainable option available in South Wiltshire.
- 3.2 There is further evidence which has highlighted the challenges set out on pages 20 and 21 of the Core Strategy document, that explain the pressures that out commuting is producing and the measures to address it through delivering local housing and jobs in a manner that provides local choices. For example the South Wiltshire Economic Partnership Economic Strategy 2009-2014 (EIP library ref: STU/16 B), page 4 SWOT analysis, clearly highlights the problem that lack of local affordable housing has on the economy, by there being a growing shortage of a viable workforce making it more difficult to attract investors and thereby perpetuating out commuting.
- 3.3 The strategic sites have been planned to supplement existing neighbourhoods and to provide a critical mass of population and job opportunities to make the introduction of services and essential infrastructure viable. The viability of the services, infrastructure requirements and place shaping imperatives that the allocations will deliver, (together with identifying if the population will indeed deliver a critical mass) has been tested through the Strategic Sites - Viability Overview Assessment (EIP library ref: STU/48). An example is the Fugglestone Red development (see CS Appendix A, page 148) which will introduce enough new residents to make a district centre viable, which can serve existing residents in Fugglestone Red (Phase1) and Bemerton Heath, who currently lack local access to even basic facilities. As explained in the access study 'Delivering Strategies, Salisbury Core Strategy Transport Assessment' by MVA (see Para 5.1.2), new development has the potential to deliver improvements to the transport network, such as increased bus frequency on key routes, improved cycleways and footpaths, thereby further contributing to increased transport choices.
- 3.4 It is important to emphasise that the strategy is based on delivering Self-contained communities, not simply self-contained strategic sites. While the majority of the sites around Salisbury are to be mixed-use, it is not intended that these will be wholly self-contained in themselves (although it is hoped that some people may choose to live and work locally). Rather, given the constrained nature of the environment and the complex site selection process that was undertaken, in order to facilitate both the job numbers required to meet local needs and the RSS and to facilitate the regeneration of Churchfields, then the planning of mixed used sites was a logical step. It also responded to the business community who have requested a choice of sites rather than a single large location. See representation of the South Wiltshire Economic Partnership (SWEP) on PO 31.

- 3.5 Evidence on human behaviour and travel patterns has been analysed as part of the plan production process and this includes commissioning an accessibility study by MVA, 'Delivering Strategies, Salisbury Core Strategy Transport Assessment' which in Chapter 2 analyses existing travel patterns in south Wiltshire and their reason. This evidence supports the notion that employment in Salisbury attracts travel (see para' 2.6 on trip attractors), which indicates the potential benefit of delivering jobs in conjunction with new homes. Appendix 2 of this document sets out data on Origin/Destination Data – Journey to Work, which has informed the strategy. Patterns of travel to retailing have also been analysed in Salisbury District Council Retail and Leisure Needs Study October 2006, by GVA Grimley (see paragraph 13, Sub-regional Context). This again highlights the important role that providing good access to local services can play in reducing travel distances and contributing to more self-contained communities.
- 3.6 Given these imperatives there is no real meaningful alternative than to deliver mixed use developments, as non-mixed use would invariably result in commuting. Therefore the strategy is based on delivering jobs in the most sustainable locations where the majority of the local populous will be living. This is closely allied to the evidence on facilities expressed through the Sustainable Settlement Strategy (see Topic Paper 3, page14, Fig 7, EIP, library ref: TOP/03 A) and clearly acknowledges the primary role of Salisbury, followed by Amesbury and Wilton.