



South Wiltshire Core Strategy

Matter 4

Core policy 1

Distribution of Development –
Other Sources of Land for Development

Ref: SH/DJM/NS/SWCS/M4

January 2010

Contents

Issues and Matters to be Considered	Page No.
<p>4.1. Suitability of the Saved Local Plan Allocations. The CS relies on allocations saved from the Salisbury District Local Plan to provide some 1594 dwellings and 27.4 ha of employment land. Are these sites in suitable and sustainable locations when judged against the criteria used for site selection in the CS?</p>	5
<p>4.2. Provenance and Suitability of Strategic Areas of Search. The CS refers to 'strategic areas of search' around Salisbury as having the potential to accommodate some 1000 dwellings and 15 ha of employment land. Where are these 'strategic areas of search'? Why are their broad locations not shown on the key diagram? Are these sites in suitable and sustainable locations when judged against the criteria used for site selection in the CS? What is the basis of their selection as being potentially suitable for development?</p>	5
<p>4.3. Suitability of Salisbury Vision Sites. The CS refers to 'Salisbury Vision' sites as having the potential to accommodate some 800 houses in the longer term. Are these sites in suitable and sustainable locations when judged against the criteria used for site selection in the CS?</p>	7
<p>4.4. Super Garrison. The CS refers to the proposed super garrison. It is unclear at this time what this will involve or where it will be located. However, given the existing and significant military presence in the northern part of the plan area it is reasonable to assume that part of it will be located in that area. What effect would such a proposal have on the Core Strategies aim of concentrating most housing and employment development at Salisbury?</p>	7
<p>4.5. Windfalls. Future windfalls are referred to in the CS as a having the potential to supply some 501 housing sites over the period 2020/21 -2025/26. What is the basis for this figure?</p>	8
<p>4.6. Employment. The emerging RSS acknowledges that there are opportunities for some job growth at locations such as Amesbury but states that the key strategic aim is to extend and enhance Salisbury as an employment and retail centre. Porton Down, Boscombe Down and Solstice Park are all in the Amesbury area and are all allocated for employment in the Salisbury District Local Plan. However while the first two of these locations are treated as saved local plan sites the latter is not. Why is this?</p>	8
<p>Appendix 1 - Topic Paper 19, Map 6, extract.</p>	11

4.1 Suitability of the Saved Local Plan Allocations. *The CS relies on allocations saved from the Salisbury District Local Plan to provide some 1594 dwellings and 27.4 ha of employment land. Are these sites in suitable and sustainable locations when judged against the criteria used for site selection in the CS?*

1.0 The Saved Local Plan Allocation are all in suitable and sustainable settlements as set out in the settlement hierarchy, (as discussed in matter 2), and they were all assessed in the Housing Topic Paper 2, Addendum 2, pages 24-27 (TOP/02 C). All sites including the saved local plan allocations were also covered by the Sustainability Appraisal (see pages 64 to 71 of the Sustainability Appraisal Report SWCS/03).

Sites in the table below also now benefit from planning permission.

Site	No of houses	Employment land	Consent Reference
Old Sarum	674	6ha	(S/2005/0211)
Downton Road Extension	130	0	(S/2005/0980)
Duck Lane Laverstock	125	0	(S/2004/2055)
Archers Gate	550	0	(S2002/1075)
Wick Lane Downton	50	0	(S/2006/1209)
Netheravon Road, Durrington	120	0	(S2006/1698)
Hindon Lane Tisbury	90	1.4 ha	(S/2008/0779)
Total	1739	7.4 ha	

1.1 However, not all the local plan allocations were saved. An appraisal of their suitability and conformity with latest policy was carried out. The Solstice Park allocation for 64 ha of employment land at Amesbury, does not now conform to the draft RSS, which states that economic development in South Wiltshire should be mainly focussed on Salisbury, and so has not been 'saved'. However, the whole site has the benefit of outline planning consent (S/1999/721, approved 26.01.00), but the site will not be relied upon to meet the future strategic requirement in line with the draft RSS proposed changes (see paragraph 4.1.78 page 116; and policy HMA11, page 118. Core document RPP/02).

Question 4.2. Provenance and Suitability of Strategic Areas of Search. *The CS refers to 'strategic areas of search' around Salisbury as having the potential to accommodate some 1000 dwellings and 15 ha of employment land. Where are these 'strategic areas of search'? Why are their broad locations not shown on the key diagram? Are these sites in suitable and sustainable locations when judged against the criteria used for site selection in the CS? What is the basis of their selection as being potentially suitable for development?*

2.0 The Core Strategy plans for some 10 years supply of housing and jobs, which exceeds the requirement for a identified five year supply as required in PPS3. Topic Paper 19 - Identification of Strategic Growth Areas, Papers 1 and 2 indicate on Map 6, page 14, the areas of search for additional growth. This accompanied by the Strategic Housing Land Availability Assessment (SHLAA, page 23, Table 10, EIP ref: STU/06), confirm the potential capacity of south Wiltshire to meet its housing requirements up and beyond 2026.

- 2.1 The site selection process has identified a broad area of search around the Hospital at Odstock to the south of the City as the next place to look for additional housing delivery. The context must be understood to explain why this site has not been either included as a strategic site or indicated on the Key Diagram.
- 2.2 Topic Paper 19, Parts 1 and 2 set out the detailed methodology for how strategic sites have been selected. The site selection process is to be discussed under Matter 3, question 3.2 of this EIP. The same criteria were used to assess all potential development sites. The selection process identified the areas as shown on Map 6, page 14 of Topic Paper 19 - Identification of strategic growth areas: Paper 2 (appended for ease of reference – see **Appendix 1**).
- 2.3 The sites are ranked by colour code related to their developable potential with green - having the most potential; blue - some limited potential; and red - little or no potential. All the green sites identified are now the strategic allocations in the published Core Strategy except for the area around the hospital (area 12 on the plan) because there was a lack of sound evidence related to its deliverability. However, it is clear that this would be the next area to look at for development (i.e. it is the next in line), because it's the only green site left. After that, the potential of the blue sites (those with limited potential) would be examined in detail.
- 2.4 The site at Odstock scores well in the Sustainability Appraisal (see Sustainability Appraisal of South Wiltshire Core Strategy Proposed Submission Draft, Appendix V, page 90-94) and the Access Study because it is well related to the City, relatively unconstrained in terms of landscape and environmental issues, has good, well established public transport links and also potential synergy with a major employer at Salisbury Hospital. However it is uncertainty over the realistic prospects of delivery that have held this site back. The widescale publicity, the SHLAA process and other work behind the Core Strategy could only demonstrate a willingness on behalf of two landowners to develop in this area (see South Wiltshire Strategic Housing Land Availability Assessment, site references 0095 and 0159). Therefore while the land at Odstock would be the first place to start to look for further strategic growth for Salisbury, it is important to emphasise that this is not the sole area of search for longer term delivery of development, and that the Core Strategy has deliberately been made flexible on this issue so that options can remain open and it can be responsive to changing circumstances. For example there is the possibility of smaller, non-strategic sites coming forward which could make a significant contribution or that other, unforeseen opportunities emerge (as happened with the UKLF site in Wilton).
- 2.5 It is this apparent uncertainty of delivery that also led to the site's omission from the Key Diagram. In accordance with PPS3, only specific, developable sites for years 11-15 should be shown on the Key Diagram. This uncertainty is, to an extent, further reinforced by the position regarding the draft South West RSS, which is yet to be finalised. It is the case that Wiltshire County Council made representations that there were 1000 too many houses in the Salisbury HMA. It is yet to be seen whether these representations have been addressed; or indeed whether the draft RSS will be adopted before the examination of the South Wiltshire Core Strategy has been concluded.

Question 4.3. Suitability of Salisbury Vision Sites. *The CS refers to ‘Salisbury Vision’ sites as having the potential to accommodate some 800 houses in the longer term. Are these sites in suitable and sustainable locations when judged against the criteria used for site selection in the CS?*

- 3.0 The Salisbury Vision was originally subject to a separate and robust Sustainability Appraisal, carried out by White Young Green; and then a round of independent public consultation. The outcomes of these processes were verified through the Core Strategy production process and the parts of the Vision to be implemented through the Core Strategy were subject to a second SA process (see Sustainability Report paragraphs 4.21 and 4.22 on pages 24). This has indicated very positively that the sites are suitable and in a sustainable locations. The sites score well compared with those strategic sites identified through the site selection process, as they represent Brownfield sites within the urban envelope of Salisbury, close to a range of services, job opportunities and transport corridors. Initial work with landowners and the Vision Steering Group, has indicated that while there are reasonable prospects of delivery, the complex nature of the projects means that they should be longer term goals.

4.4. Super Garrison. *The CS refers to the proposed super garrison. It is unclear at this time what this will involve or where it will be located. However, given the existing and significant military presence in the northern part of the plan area it is reasonable to assume that part of it will be located in that area. What effect would such a proposal have on the Core Strategies aim of concentrating most housing and employment development at Salisbury?*

- 4.0 Work carried out on behalf of the Military Civilian Integration Programme (MCI) states that as part of the ‘Super Garrison’ project, there will be an additional 600 personnel in Bulford and a decrease of 200 personnel in Larkhill, which results in an overall increase of 400 personnel within the South Wiltshire Core Strategy area. This will result in 135 new properties being built on Military land over and above the redevelopment of the existing houses on the Canadian Estate (125) in Bulford. None of these houses will be open market housing. This level of development is not considered to be significant or undermine the aim of concentrating most housing and employment development at Salisbury. The evidence is provided in the document, *Envisioning the Future*, July 2009, page 2 (STU/45 B)
- 4.1 The Core Strategy also acknowledges the special role of Amesbury and the Garrison villages, in the second tier of the settlement hierarchy. Development in this community area will help support the role of Amesbury and provide additional support to local shops and services, and will also help with the strategy’s aim of increased self containment.
- 4.2 The military activities on and around Salisbury plain are a prized asset within Wiltshire and steps are being taken through the MCI programme to nurture and facilitate the Super-garrison plans. Because of the location of the proposals, the wider strategic view that the Wiltshire-wide Core Strategy can take will be the most effective vehicle for embedding support in planning policy in conformity with the draft RSS (Paragraph 4.1.75, Page115. Core document RPP/02).

4.5 Windfalls. *Future windfalls are referred to in the CS as a having the potential to supply some 501 housing sites over the period 2020/21 -2025/26. What is the basis for this figure?*

5.0 Work undertaken to inform the South Wiltshire Strategic Housing Land Availability Assessment (SHLAA) STU/06, has produced evidence to support a rate of 85 dwellings per annum. This data is based on historic windfall trends on small sites in those settlements that are in the Core Strategy Settlement Strategy. Between 2020 – 2026 this would equate to 510 dwellings as stated in the trajectory (Core Strategy, Fig 3 p53, Core document SWCS/01 A), and not the figure of 501 as quoted in the question above. In line with the SHLAA practice guidance, these have only been taken into consideration for years 11 +. (Source: SHLAA Para 4.12 onwards, Page 24, and Table 11. STU/06)

4.6. Employment. *The emerging RSS acknowledges that there are opportunities for some job growth at locations such as Amesbury but states that the key strategic aim is to extend and enhance Salisbury as an employment and retail centre. Porton Down, Boscombe Down and Solstice Park are all in the Amesbury area and are all allocated for employment in the Salisbury District Local Plan. However while the first two of these locations are treated as saved local plan sites the latter is not. Why is this?*

6.1 South Wiltshire is one of the south west's leading hi-tech, biotechnology and research and development locations. A strong research and development cluster has been created and the major focal point for these activities is known as the Salisbury Research Triangle, which is centred on Porton Down and Boscombe Down within the Amesbury Community Area. The SRT includes a number of national and international companies in the high-tech sector/advanced, knowledge based economy, including Defence Science and Technology Laboratory (DSTL), the Health Protection Agency (HPA) and Qinetiq. These and other organisations in the sector have a big impact on the Wiltshire's local economy. Together they create a unique range of facilities and skill sets that create a supportive environment for transferring knowledge between established and growing companies. Continued allocation of additional land is critical to encourage spin-off companies and activities related to the existing agencies. The Employment Land Review (STU/11), page 57 para 5.2.4 to 5.2.8., provides background context to these sites and their specialist needs.

6.2 The allocations at Porton Down and Boscombe Down are therefore saved as there are exceptional local circumstances which merit the continued support to these existing employment land allocations. Each site is key to the Wiltshire's economy and forms a 'prized asset' (see Core Strategy Preferred Options document February 2008, page 11, paragraph 3.3) to the area and are discussed below. The land identified is to support science and defence based industry and research of national and international importance. .

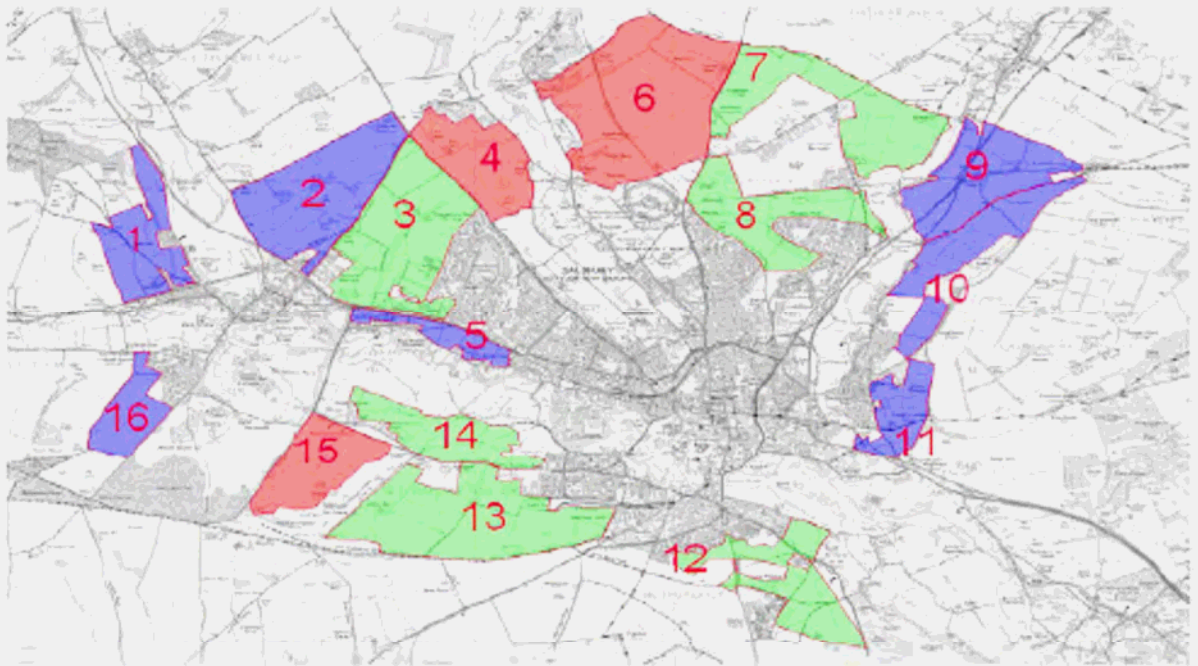
6.3 Qinetiq operate the Boscombe Down air-base for the MoD and help deliver the test and evaluation tasks for the Joint Test and Evaluation Group. It is also home to the Empire Test Pilots School and provides support to other units such as the Tornado In-Service Software Maintenance Team and the Harrier Software Maintenance Unit as well as regional support to RAF

Personnel at Joint Helicopter Command HQ Land and the Defence Nuclear Biological Chemical Centre.

- 6.4 The scientific community at Porton Down comprises three organisations, the Defence Science and Technology Laboratory (DSTL), the Health Protection Agency (HPA) and the Porton Down Science Park operator (Tetricus). DSTL is the centre of scientific and engineering excellence for the Ministry of Defence. The HPA is an independent organisation, which aims to protect the public from threats to their health from infectious diseases and environmental hazards, prevent harm and prepare for threats. It plays a critical role in preparing for and coordinating responses to healthcare emergencies include potential terrorist threats. In addition the HPA carries out research into understanding infectious diseases and manufactures a number of healthcare products, including vaccines. The Porton Down Science Park (PDSP) was founded in October 1997 in order to meet the key defence diversification objectives through transfer of non-defence technology between public and private sectors. The PDSP will be developed as both a science park and business incubation facility with an emphasis on bioscience sector. This site has 10 ha allocated within the Local Plan and this is carried forward by the Core Strategy.
- 6.5 In January 2007 the Council adopted the Porton Down Master Plan as supplementary planning guidance, which sets out a holistic picture of how each organisation can develop over the next 10 years. The Master Plan has been reviewed as part of the production of this Strategy and is still relevant, effective and valued by all parties. It is not proposed it should be changed at this time. While there have been recent changes in aspiration of the parties at Porton, specifically the Governments announcement to invest some £400 million in redevelopment and modernisation of the HPA site, the Porton complex represents a unique and ongoing set of projects which demands continued policy support.
- 6.6 At Solstice Park the Salisbury District Local Plan allocated 18 ha net of employment land, with potential for future phases to be released up to 62ha in later plans. The site has an existing outline permission for some 64 ha (S/2002/485) which has been implemented. However when this planning application was approved it in effect released the whole site as it requires reserved matters to be approved by 01/01/2014. The full condition attached to S/2002/485 is detailed in Topic Paper 9 (The Economy) para 5.6. As a result employment development can go ahead on the site without an allocation due to the permissions already given.
- 6.7 Partly due to this condition (discussed above) the Council approved planning application S/2009/794 for a regional distribution centre (full permission) on Solstice Park. This takes up much of the remaining area of land at Solstice Park which was not 'released' by the Local Plan. Distribution is a low intensity use and the Environmental Statement submitted to support the application suggests the regional distribution centre at Solstice Park would provide a maximum of around 1246 jobs (para 3.3.6). However in theory a development of the size detailed in the above application could have delivered around 10,250 jobs or more if the site delivered B1 jobs.
- 6.8 If the Council were to save the employment allocation at Solstice Park, the figures would distort the employment land supply and skew land supply and job number figures towards Amesbury contrary to the draft Regional Spatial

Strategy for the South West Incorporating the Secretary of State's Proposed Changes (SWRSS), whilst also in the knowledge that Solstice Park would not necessarily deliver the jobs numbers required. In addition when SWRSS policy HMA 11 and paragraph 4.1.7. is looking for a strategic shift to extend and enhance Salisbury as a employment and retail centre, maintaining the allocation would not be in conformity with SWRSS. The focus of the council needs to be Salisbury SSCT in line with SWRSS requirements of policy HMA 11. The Council therefore do not feel it is necessary to save Solstice Park as employment development can go forward on the site without it.

Appendix 1 - Topic Paper 19, Map 6.



Area	Overview
1	Limited potential scope for strategic growth
2	Limited potential scope for strategic growth
3	Potential for strategic growth
4	No scope for strategic growth
5	Limited potential scope for strategic growth
6	No scope for strategic growth
7	Potential for strategic growth
8	Potential for strategic growth
9	Limited potential scope for strategic growth
10	Limited potential scope for strategic growth
11	Limited potential scope for strategic growth
12	Potential for strategic growth
13	Potential for strategic growth
14	Potential for strategic growth
15	No scope for strategic growth
16	Limited potential scope for strategic growth