



Wiltshire Local Plan

Planning for Tidworth and Ludgershall

September 2023

Wiltshire Council

1. Introduction

1. ‘Planning for Tidworth and Ludgershall’ is a guide to how the Local Plan Review, which will replace the Wiltshire Core Strategy, will affect Tidworth and Ludgershall over the coming years. It sets out the evidence and processes that have informed the policies of the Local Plan that relate to Tidworth and Ludgershall, as follows:

Table 1: Wiltshire Local Plan policies for Tidworth and Ludgershall

Policy	Title
39	Tidworth and Ludgershall Market Town
40	Land South East of Empress Way

2. A table containing the Wiltshire Core Strategy policies and saved planning policies for Tidworth and Ludgershall that have been reviewed through the Local Plan Review is included in Appendix 1, together with an explanation of whether they have been deleted or revised. The review of the Wiltshire Core Strategy and saved planning policies has been undertaken to ensure the Local Plan is consistent with up-to-date national planning policy, can continue to support delivery of sustainable development and can effectively inform planning decisions in Wiltshire over the new Local Plan period.
3. The Local Plan sets out what local priorities will shape development and future growth at Tidworth and Ludgershall (‘Place Shaping Priorities’). The Place Shaping Priorities include objectives revolving around improvements to the town centres, sustainable communities and facilities, and improving sustainable transport options.
4. The Local Plan also sets a scale of growth, as part of a wider spatial strategy for Wiltshire, by which growth will be delivered over the Local Plan period (2020-2038). This is expressed in additional homes and land for new businesses. It identifies land to be built on not just for new homes and business, but also for supporting infrastructure.
5. This document explains the context and rationale for these decisions. It summarises how the towns have developed over recent years, what protections and constraints upon growth will continue and what is already set to take place. Local priorities are set within this context. This document explains what role growth will play in helping to deliver these priorities, why some areas have been earmarked for development and others not, the direction for the town centres,

and how the Local Plan supports the services and facilities the community requires. Altogether it tells how the Local Plan moves forward the existing planning framework for Tidworth and Ludgershall to meet fresh challenges and additional needs.

6. This document combines many strands of evidence gathered over the preparation of the Local Plan. It pulls together the comments and advice received from, amongst others, local residents, landowners, business and service providers who also influenced the Local Plan content through consultation.

2. Tidworth and Ludgershall - Context and challenges

7. Tidworth and Ludgershall, while separate settlements each with their own unique identity, are grouped together for the purpose of planning policy because the settlements have complementary roles in respect of shared facilities and resources.

Table 2: Strategic context for Tidworth and Ludgershall Market Towns

Population	12,100 ¹ (Tidworth) 5,400 (Ludgershall)	12th largest of the county's 16 main settlements 16th largest of the county's 16 main settlements
Strategic role	Market Town	Potential for significant development to help sustain, and where necessary enhance, their services and facilities, promoting better levels of self-containment and viable sustainable communities

8. Figure 1 below shows the settlements of Tidworth and Ludgershall, along with the key environmental constraints that apply at each settlement.

¹Census 2021, ONS, available at: <https://www.ons.gov.uk/visualisations/customprofiles/draw/>

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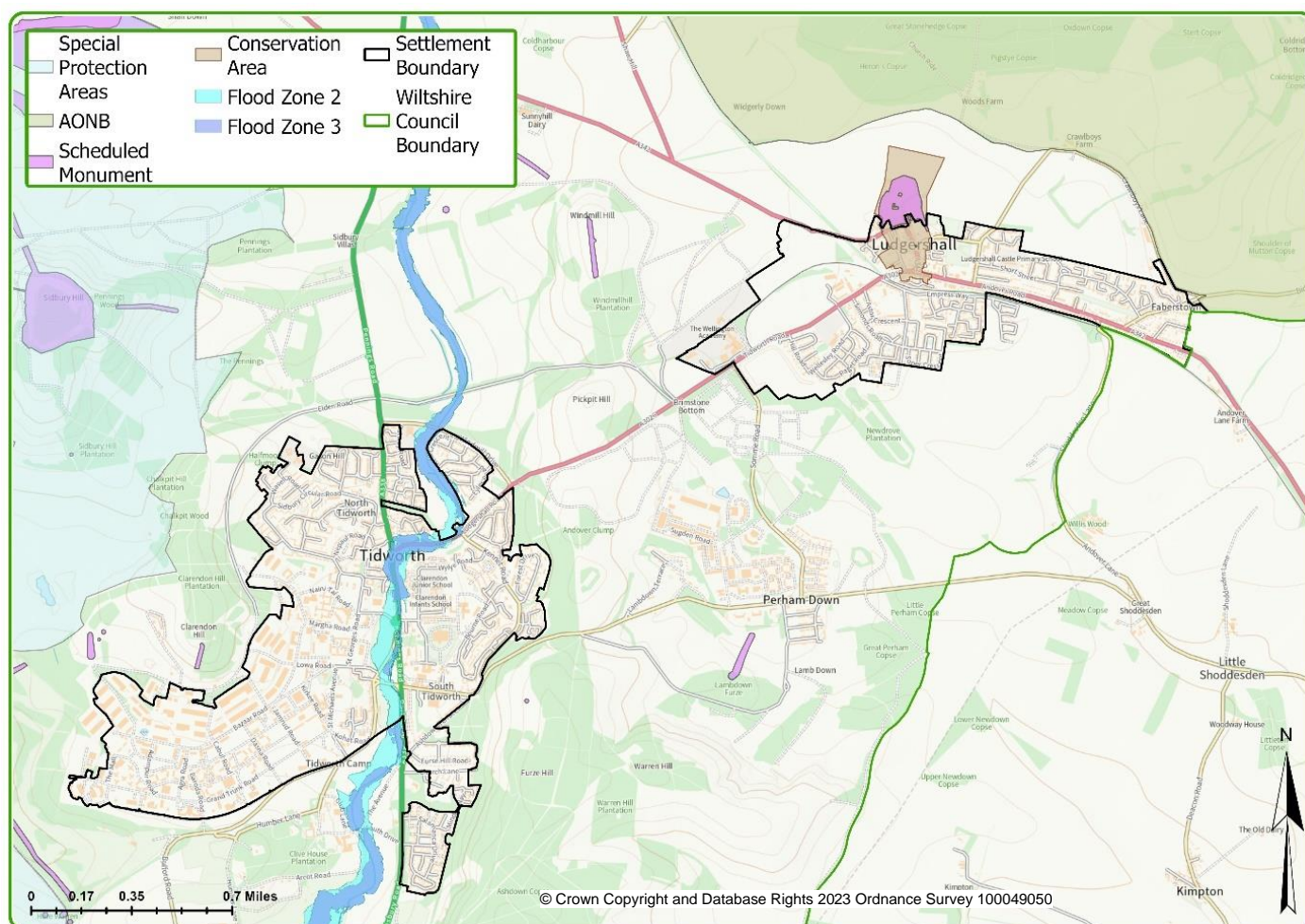


Figure 1. Environmental constraints and designations at Tidworth and Ludgershall

Tidworth

9. Tidworth is located to the east of Salisbury Plain, towards the eastern edge of Wiltshire and approximately a mile to the west of the neighbouring settlement of Ludgershall. The A338 primary route passes through the town, and the major A303 road is situated approximately 2.5 miles to the south.
10. Tidworth is heavily influenced by the presence of the military which is by far the largest local employer. Large parts of the town, particularly on the western side of the town, are situated 'behind the wire', and a significant proportion of the population are service personnel.
11. Land to the west of Tidworth forms the edge of Salisbury Plain which alongside its role as a military training area is also of significant ecological importance, designated a Special Area of Conservation (SAC) and Special Protection Area (SPA). The area around Tidworth also has important species and habitats including heathlands, woodlands, and wetlands.

12. Parts of Tidworth are located in areas at risk of flooding, particularly along the River Bourne that passes through the settlement, which is also a designated SAC, forming part of the River Hampshire Avon catchment.
13. Tidworth is home to several historic buildings of local and national importance. These include Tidworth Garrison, a former military base that has been repurposed as a residential development, and Tedworth House to the south of the settlement.

Ludgershall

14. Ludgershall is situated approximately 1 mile to the east of Tidworth and is a broadly linear settlement along the A3026/A342 connecting onward to Andover in Hampshire approximately 5 miles to the east. Parts of the settlement are also influenced by the presence of the military.
15. The settlement lies within the River Test catchment. It is located in close proximity to the North Wessex Downs Area of Outstanding Natural Beauty (AONB), to the north. Expansion of the settlement must conserve its landscape and scenic beauty, having regard to its setting.
16. Ludgershall has a historic core around its town centre which contains a number of listed buildings with the Ludgershall Castle Scheduled Monument to the north.

How have Tidworth and Ludgershall developed?

17. Growth at Tidworth has historically been influenced by the dominance of the military at the settlement, with significant housing growth coming forward as a result of the Army Basing Programme: Salisbury Plain Masterplan (June 2014). Largely this has taken place at an edge of settlement development to the south of the settlement for Service Family Accommodation (SFA), known as 'Area 19', which has now been completed. In addition, a large civilian/military housing development to the north – the North East Quadrant site – has also been completed.
18. Ludgershall has been similarly influenced by military related development, with the Salisbury Plain Army Basing programme led redevelopment of the Corunna Barracks site, increasing the number of service personnel living at the settlement. Non-military housing has also been delivered through residential led developments at the former Granby Gardens site, which is now complete, and at

Drummond Park which is under construction and expected to be completed in 2031. Further housing development has taken place to the south of the settlement in recent years adjoining Empress Way. A housing site, Land at Empress Way, allocated in the Wiltshire Housing Sites Allocations Plan has yet to be developed, and is expected to be delivered within the Local Plan period.

19. The following diagram shows how much housing has been delivered at Tidworth and Ludgershall from 2006 to 2022, compared to annual rates in the Wiltshire Core Strategy.

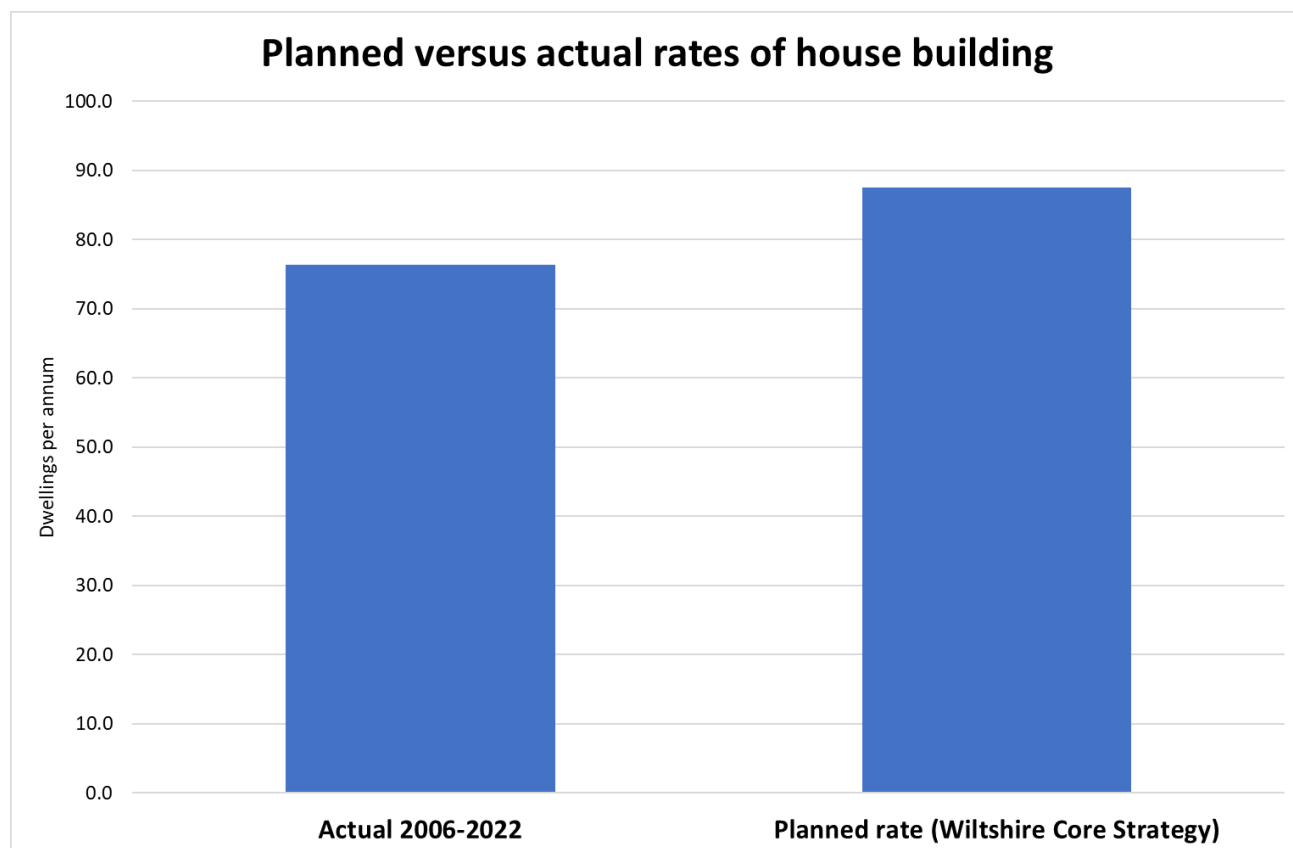


Figure 2. Wiltshire Core Strategy planned growth versus actual rates of house building at Tidworth and Ludgershall

20. Employment at Tidworth is predominantly focussed around the military, with the MOD being the largest employer at the town. Tidworth benefits from having a small town centre with two good sized supermarkets which serve Tidworth, Ludgershall and the rural hinterland. Retail and service units cater for both the military and civilians, with units within the primary shopping area of Station Road, and secondary shopping areas of Pennings Road and Zouch Market. The Wiltshire Retail and Town Centres Study (WRTCS)² concludes that, Tidworth town centre serves a localised function which is significantly expanded by the role of

² Wiltshire Retail and Town Centres Study (Avison Young, 2020)

the Tesco and Lidl food stores which attract main and top-up food shopping trips from beyond Tidworth, including Ludgershall.

21. At Ludgershall, a significant employment site is allocated for the development of Castledown Business Park, forming a Principal Employment Area. Castledown is located to the west of the defined 'town centre' in Ludgershall, and is as yet largely undeveloped, with development at the site's eastern end having taken place. The town centre itself is modest, with a focus on day-to-day top-up food shopping and services. Ludgershall benefits from its complementary role with Tidworth, where main food shopping options are more readily available.
22. The WRTCS finds that looking at the combined area of Tidworth and Ludgershall currently there is a good level of convenience food floorspace served by the Tesco and Lidl stores at Tidworth, supplemented by the top-up shopping options at Ludgershall. The current provision provides a good range and choice to serve both populations. It does however identify that the balance between the two towns could be addressed, and there is no reason why qualitative reasons could not outweigh the lack of a quantitative need. An appropriate solution would be needed where any additional food floorspace would not harm either of the existing centres. Development of a significant scale at Ludgershall may tip the balance further in favour of provision of main food shopping at Ludgershall, and this could also help to improve the sustainability of the settlement by reducing resident's need to travel to access supermarkets. This would require testing to ensure that any such proposals were not to the detriment of town centre retail at either Ludgershall or Tidworth, in line with Policy 67 (Sequential Test and Retail Impact Assessment) of the Local Plan.
23. The map below illustrates the Wiltshire Core Strategy land use policies along with significant development sites at the towns.

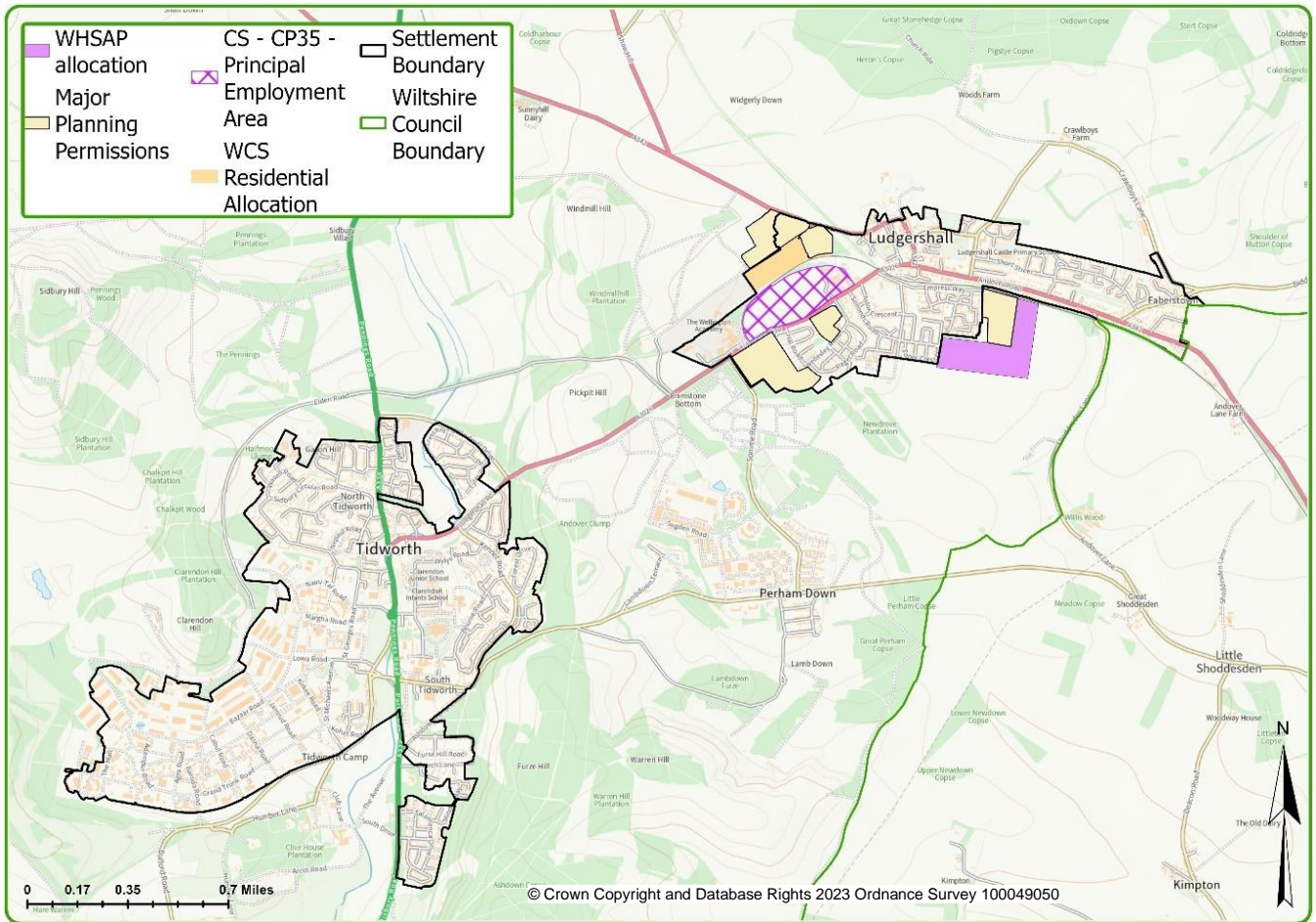


Figure 3. Existing development plan allocations and major planning permissions at Tidworth & Ludgershall

Planning to 2038

24. Looking ahead, against the backdrop of its environmental context, the strategic direction that flows from how Tidworth and Ludgershall have developed over recent years is, in summary:

Tidworth and Ludgershall will continue to serve a mixed military and civilian community, with the settlements currently offering complementary roles with respect to shared retail, leisure and employment. With the growth of Ludgershall over the Local Plan period, there are opportunities to improve the settlement’s self-containment with further commercial growth, particularly at Castledown Business Park, attracting inward investment and expanding the local employment offer, complemented by additional homes, services and facilities to cater for a growing population.

25. A set of Place Shaping Priorities (PSPs) address matters first highlighted in the Wiltshire Core Strategy and new issues that now also need to be tackled as set out above. They result from working with the town and parish councils and wider

consultation with the community and other stakeholders, carried out in 2021. They are as follows:

Table 3: Place Shaping Priorities, Tidworth and Ludgershall

<p>PLACE SHAPING PRIORITIES (PSP)</p> <p>PSP1 Service accommodation: Support additional housing needs arising from those leaving military accommodation and moving into civilian housing.</p> <p>PSP2 Employment: Support diversification of the employment offer in the area, including facilitating the delivery of Castledown Principal Employment Area and provision for small and medium business enterprises.</p> <p>Tidworth</p> <p>PSP3 Town centre: Promote and encourage regeneration of Tidworth Town Centre (Station Road).</p> <p>Ludgershall</p> <p>PSP4 Transport: Support local road improvements to ensure any growth is suitably integrated into the local transport network. This includes the continuation of Empress Way to the south-east of the town in taking traffic pressure off of Andover Road.</p> <p>PSP5 Sport and leisure: Encourage the balancing of commercial leisure uses and community facilities to support housing delivery at Ludgershall. This includes supporting the work between Ludgershall Town Council and the MOD to provide land and sporting facilities for the whole of the community.</p> <p>PSP6 Railway line: Explore potential future opportunities to utilise the railway line for sustainable transport/active travel.</p>
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26. PSPs sit alongside the spatial strategy for Tidworth and Ludgershall. One of their purposes is to describe what growth intends to help deliver and how change should be managed. They form the basis for an overarching planning policy within the Local Plan for Tidworth and Ludgershall that guides development and the direction of growth (Policy 39).
27. PSPs therefore provide a strategic context within which to better understand the spatial strategy for the main settlements. They also set a framework to co-ordinate the high level and strategic role of the Local Plan with the function of neighbourhood plans prepared by town and parish councils that set more detailed visions for the future of each community. The two sets of plans therefore work in harmony.

- 28. PSPs are also used to influence how and where development will take place as an important part in the selection of sites for new development.
- 29. Scales of growth at the settlements, as set out in the Revised Spatial Strategy³, respond to the opportunities to provide for an appropriate level of growth while also making significant contributions to meeting identified levels of need in the wider Housing Market Area.
- 30. The new strategy identifies a requirement of 2,080 homes at Tidworth and Ludgershall over the Local Plan period 2020 to 2038. This represents an increase in rates of house building compared to the Wiltshire Core Strategy.

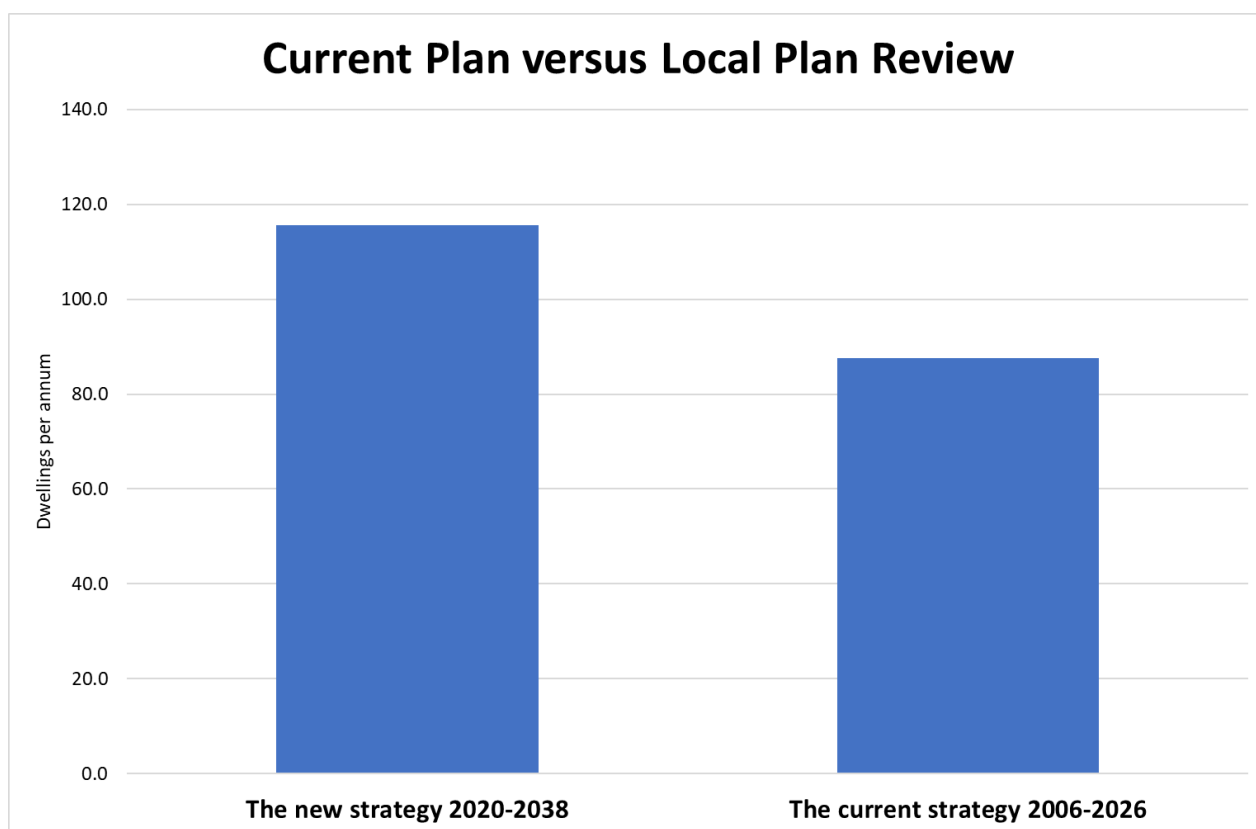


Figure 4. Wiltshire Core Strategy growth compared with Wiltshire Local Plan Review growth at Tidworth and Ludgershall

- 31. The evidence⁴ suggests there will not be strong demand to develop additional retail floorspace. Opportunities for investment in the town centre may be driven by other sectors.

³Wiltshire Local Plan Review Revised Spatial Strategy (Wiltshire Council, September 2023)

⁴ Wiltshire Retail and Town Centres Study (Avison Young, 2020)

3. Local Plan Proposals

Protecting the environment

- 32. Tidworth and Ludgershall are not significantly constrained in environmental terms when compared with some other settlements in Wiltshire, although the proximity of the North Wessex Downs AONB (to Ludgershall), rural landscape setting, local ecology, and heritage assets within the towns require due consideration and preservation. Tidworth is located within the Hampshire Avon catchment which is constrained due to the potential for nutrient (phosphates) pollution resulting from development.

How many more homes?

- 33. From the scale of growth over the Local Plan period (2,080 homes) can be deducted homes already built and those already in the pipeline. A proportion of the number of homes that are already planned for include homes that will come forward on Land at Empress Way which was allocated in the Wiltshire Housing Site Allocations Plan. The number that is left and necessary to plan for is called the residual requirement. When the number of homes built and in the pipeline is deducted it leaves a further 1,270 homes to be accommodated up until 2038.

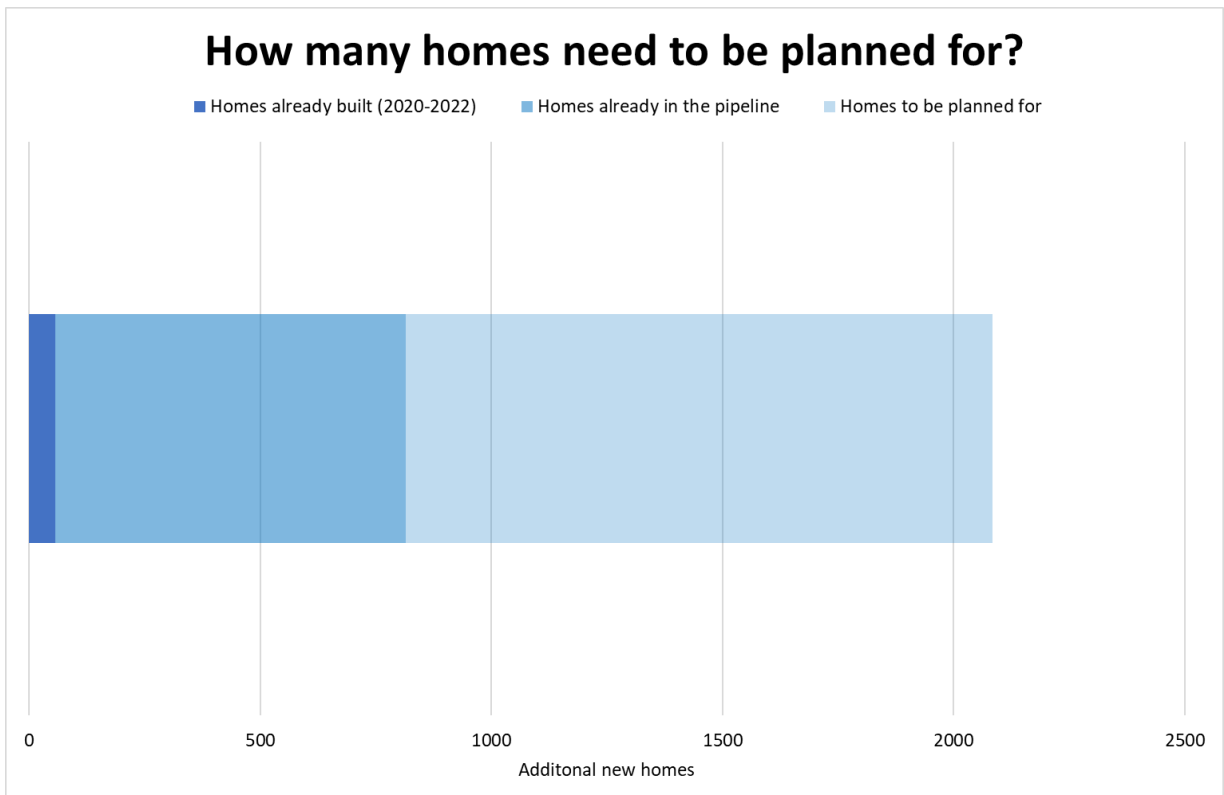


Figure 5. Calculating how many homes need to be planned for at Tidworth and Ludgershall

How much employment land?

34. Employment land for development at Castledown Business Park (Principal Employment Area) will continue to be promoted, with opportunity to diversify employment in the area. The timing of this is likely to depend on the satisfactory delivery of energy infrastructure to support the development of the site. The spatial strategy for Tidworth and Ludgershall reflects the findings of an Employment Land Review⁵, which concludes that employment land needs for Tidworth, Ludgershall and the wider area can be largely accommodated by further development of employment uses at Castledown Business Park.

Selecting sites

35. The supporting Site Selection Methodology⁶ sets out the process that was undertaken to select preferred sites. Appendix 2 outlines the detailed outcomes from this process for Tidworth and Ludgershall and is briefly summarised below.
36. The starting point for assessing sites is Wiltshire Council's Strategic Housing and Economic Land Availability Assessment⁷ (SHELAA), which is a register of land promoted for development by landowners and prospective developers. Only sites that were not spatially separated from the built-up edge were considered. Stage 1 of the site selection process carried out an initial review to remove sites from further consideration that were known to be unavailable or unsuitable, for example by being already built out or being entirely within an overriding constrained area, such as a flood zone. The assessment of sites at Stage 1 is listed in Table 7 and Table 8 within Appendix 2, setting out the reasons why sites were removed at this stage. Twenty nine sites were removed from further consideration through Stage 1.
37. Stage 2 of the site selection process involved a high-level assessment of the suitability of each remaining site, based on a range of criteria, including potential for landscape impacts, heritage impacts and accessibility. Sites were excluded from further consideration at Stage 2 where it was judged likely that there would

⁵ Wiltshire Employment Land Review, paragraph 6.2.13 and Figure 6.7 (Hardisty Jones Associates, 2023)

⁶ Wiltshire Local Plan Site Selection Methodology, September 2023

⁷ Information about the Strategic Housing and Employment Land Availability Assessment can be found on the Council website, available at: <https://www.wiltshire.gov.uk/planning-policy-monitoring-evidence>.

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be significant likelihood of harm resulting from development of a site that could not be mitigated. Four sites were excluded from further consideration through Stage 2, the details of which are set out in Table 11 within Appendix 2.

38. There were four sites which were considered to be suitable for further consideration and assessed as ‘reasonable alternatives’ for development to be assessed through Stage 3 of the site assessment – the sustainability appraisal (See Figure 6 below). All of these options were located at Ludgershall, with all potential options at Tidworth having been ruled out earlier in the process. Therefore, only Ludgershall was considered as a location to meet the requirements of the towns.

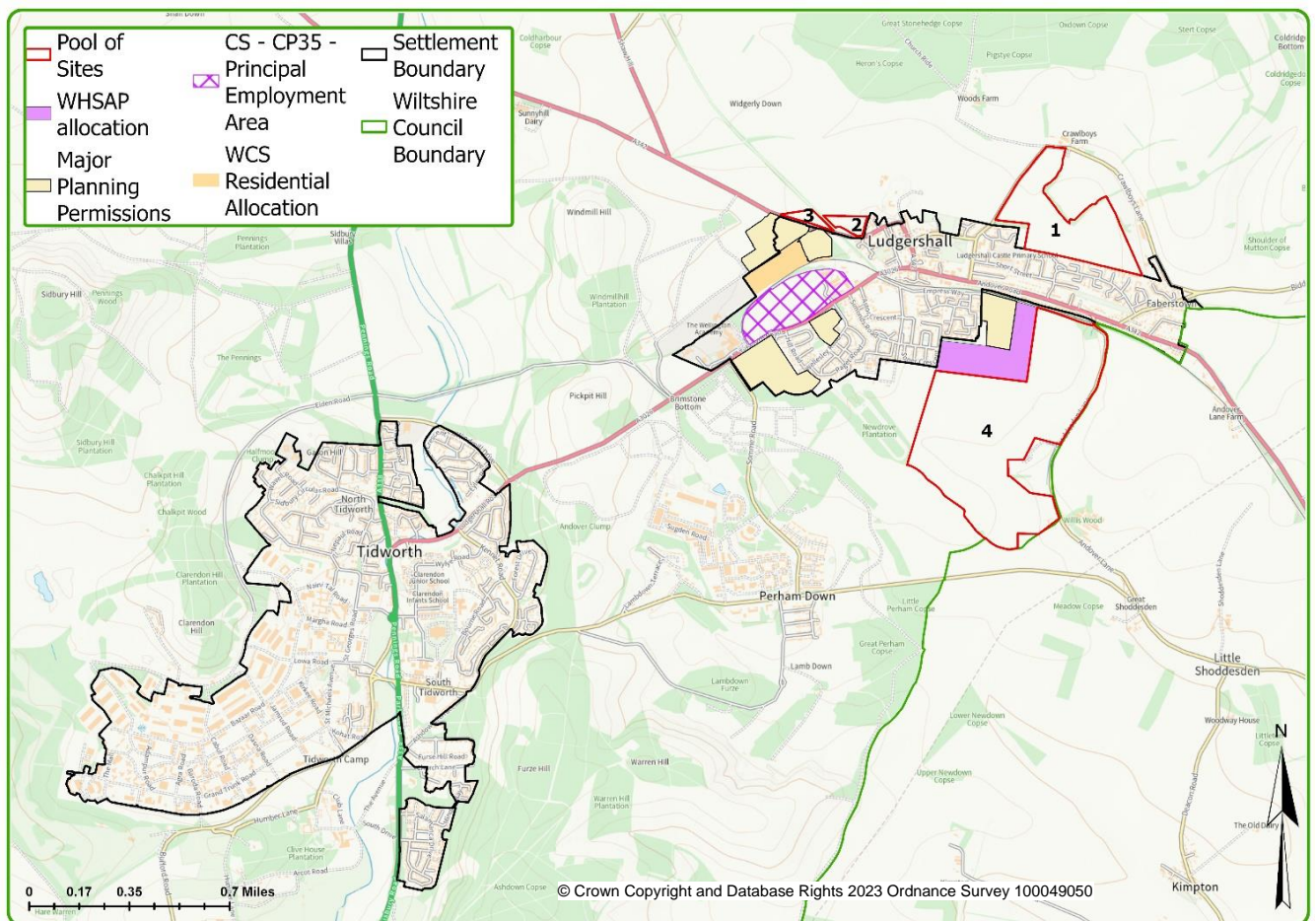


Figure 6. Pool of sites assessed through sustainability appraisal at Tidworth and Ludgershall

39. The sustainability appraisal assessed the likely significant effects that development would incur, both positive and negative. Those sites that performed better in sustainability terms were those that were considered likely to have fewer significant adverse environmental effects and greater social and economic benefits.
40. The sustainability appraisal process ranked sites by their social, environmental and economic effects. The full outcome from the sustainability appraisal is shown

in Table 13 within Appendix 2, which shows that Site 4 was the most sustainable site from those that were assessed. The full Sustainability Appraisal Report assessments are contained with a separate report⁸.

41. The sustainability appraisal showed all four sites had a range of negative environmental effects. They are all greenfield sites in edge of settlement locations. A summary of the outcomes from the sustainability appraisal for each site can be found in Table 14 within Appendix 2.
42. Sites 1, 2 and 3 were excluded as a result of the significant constraints identified through the sustainability appraisal. The significant constraints identified at Site 1 revolve around issues of poor accessibility to the site to serve a strategic scale development, whereas significant constraints at Sites 2 and 3 relate primarily to potential for harm to the historic environment in this part of Ludgershall. Site 4 was the only site judged suitable for further consideration and was taken forward for further evaluation against the Place Shaping Priorities.
43. Following assessment through the sustainability appraisal process, the remaining site was assessed by its performance against the Place Shaping Priorities, to determine the degree to which it could contribute towards achieving the outcomes identified as priorities for the towns – through Stage 4 of the site selection process. The results from this stage of the assessment are shown in Table 15 within Appendix 2. The site performs well against the Place Shaping Priorities, with the scale of housing that the site could deliver having potential to improve the availability of a range of housing types, provide for a modest amount of employment land, and to support the delivery of employment land at Castledown Business Park. This site is also well placed to enable the delivery of a southern transport link to Andover Road with the adjoining administrative area of Test Valley, helping to alleviate transport pressure on existing junctions in Ludgershall.
44. Site 4 is of a scale which could support a significant extension to Ludgershall, connecting to the land that is already allocated by the Wiltshire Housing Site Allocations Plan (Site H1.1). The scale of the site could also help to improve prospects for inward investment to support the delivery of employment uses on Castledown Business Park (PSP2). It could also provide for a modest scale of onsite employment to help support small and medium business enterprises, and the potential to deliver an element of retail to support an expanded community (where evidence indicates this would not harm the vitality and viability of the

⁸ Wiltshire Local Plan Review Sustainability Appraisal Report (Wiltshire Council, September 2023)

existing town centre retail uses at Ludgershall or Tidworth). Site 4 would also enable investment into local road improvements and enable the delivery of a southern link to Andover Road to the south of the MoD operated railway line (PSP4). The site could also assist in the delivery of sports and leisure facilities. The site is of a significant scale such that a development would need to be supported by a local centre, and new education facilities. Land that is safeguarded for a primary school on the adjoining allocated site can be utilised by the development that will take place on this site. Two further nurseries will be required to support the development of the site.

45. Site 4 contains an area of land that has been secured for ecological mitigation (lapwings and skylarks) to support proposals for the development of the adjoining allocated site. This area is removed from the Local Plan allocation as it already set aside to offset the impacts from the adjoining development site.
46. Transport infrastructure to enable appropriate access to the site, without detriment to the existing transport network within Ludgershall, will require a new vehicular access to Andover Road, within the Test Valley / Hampshire area.
47. The methodology and detailed assessments made in the site selection process are further illustrated in Appendix 2. The full Sustainability Appraisal Report is set out within a separate report⁹.

What development is proposed?

48. Site 4 is capable of meeting the scale of residual requirement for new homes to be planned for at Tidworth and Ludgershall, extending land that is already allocated through the Wiltshire Housing Site Allocations Plan. The employment allocation at Castledown Business Park will meet projected requirements for employment land in Tidworth, Ludgershall and its surrounding area.
49. The growth planned for will help to support the vitality and viability of the two town centres of Tidworth and Ludgershall, increasing the available pool of local spending. The planned level of growth is of a scale whereby it will be necessary to ensure the delivery of a new local centre at Ludgershall to meet demands for accessible day to day top up shopping; and potentially larger main food shopping option while supporting the role and function of the existing town centres. There will also be opportunities to enable improvement to pedestrian and cycle connectivity to and from the centre, alongside improvements to public transport

⁹ Wiltshire Local Plan Review Sustainability Appraisal Report (Wiltshire Council, September 2023)

options. Growth can be guided to ensure continued investment in the town centre, in accordance with PSPs that seek these outcomes.

50. There is currently no known interest from either Tidworth Town Council or Ludgershall Parish Council to produce neighbourhood plans for their areas. However, over the lifetime of the Local Plan this may change. Neighbourhood planning lends itself to identifying small to medium sized sites for housing and other forms of development. Smaller sites in neighbourhood plans could supplement proposals of the Local Plan Review, and could provide contingency and flexibility, as well as a wider choice in the area. This could, for example, provide opportunities for growth at Tidworth on smaller non-strategic scale sites that have not been considered through the Local Plan process.
51. The Local Plan Review proposes the central, strategic, development proposals for Tidworth and Ludgershall. They are explained below.

Site 4: Land South East of Empress Way, Ludgershall

Table 4: Development proposals on land South East of Empress Way, Ludgershall

Use	Scale/Area
Residential	Approximately 1,220 dwellings
Commercial	0.1ha (local centre) 0.7ha (convenience food store and/or SME units)
Education	2x 0.3ha areas of land safeguarded (early years)
Green space	Approx. 26ha
<p>Vehicular access is proposed from Empress Way, from Moyne Drive (via land allocated through the Wiltshire Housing Site Allocations Plan), and from Andover Road via a new road access within the Test Valley Borough Council / Hampshire County Council administrative areas.</p> <p>Greenspace will include a range of children’s play areas. It will also include allotments, new woodland, and alternative natural greenspace to safeguard against adverse effects of recreation pressures on protected sites for biodiversity off-site.</p>	

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Land at Empress Way

Concept Plan

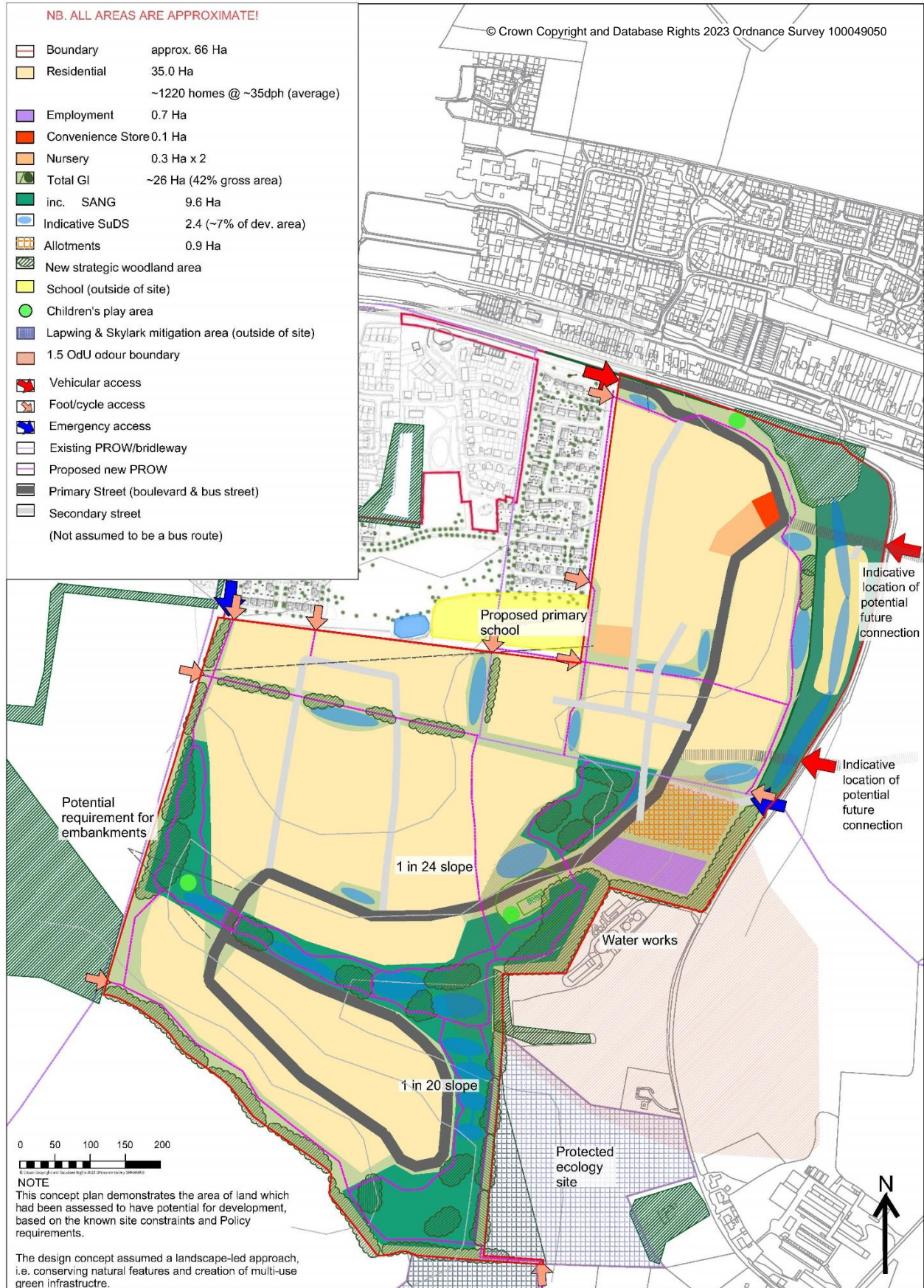


Figure 7. Concept plan for Land South East of Empress Way

52. The site will deliver additional homes over the Local Plan period to include a variety of dwelling types, including a significant proportion of affordable homes.
53. The scale of the proposed site will equate to a new neighbourhood within Ludgershall. The potential need for additional main food shopping to serve an expanded population at Ludgershall, thus reducing the need for Ludgershall's residents to travel to Tidworth for supermarket access, should be explored. Any such provision would need to be clearly justified and would need to be delivered in a manner that would not harm the vitality and viability of existing town centres. This could be delivered alongside other employment uses on the site, within an accessible location.
54. The scale of the site is also likely to require a local centre to ensure that basic facilities are available to residents within an accessible distance throughout the site. Particularly, land towards the south of the site is located some way from existing facilities within the town centre. A small retail element within a local centre should be delivered to provide day to day convenience needs without undermining the role of the town centre.
55. An aim of the Local Plan is to provide opportunities for business. Castledown Business Park will continue to be the focus for employment growth at Tidworth and Ludgershall, with a modest scale of employment tailored towards Small and Medium Enterprises on Land South East of Empress Way. This would help broaden the town's economic base and support PSP2. Additional residents using the town centre will also help to increase footfall and boost local trade.
56. There is projected to be a shortfall in nursery places and new nursery provision is necessary to enable development to go ahead. Two 0.3ha sites for nursery provision will need to be safeguarded. Primary school capacity can be made available within the site that is reserved for the development of a new primary school within land allocated through the Wiltshire Housing Site Allocations Plan, which would need to be developed before this site. Wellington Academy is expected to be capable of accommodating secondary age pupils generated from the planned level of growth, with funding.
57. A constraint with the site is the position of the MoD operated railway line which extends east-west through the centre of Ludgershall, representing a barrier to connectivity between the north and south of the settlement. While there are crossing points available, these are limited, and development of this site should look to explore alternative ways to improve connectivity. Opportunities for active travel through and connecting beyond the site should be enabled, including safe

and accessible segregated pedestrian and cycle links. If future opportunities to utilise the railway route for sustainable transport/active travel should arise, these should be explored (PSP6).

58. Delivery of the scale of growth planned for will require a new road access to be delivered connecting to Andover Road, via a new roundabout junction to the east, falling within the adjoining administrative area of Test Valley Borough Council / Hampshire County Council. This will require an overbridge across the Ministry of Defence operated and Network Rail owned railway line. While matters relating to the junction and overbridge will be for the determination of the adjoining authority, it is important that a joined-up approach is taken which addresses the following:

- A full transport assessment including junction modelling must be prepared and agreed by both Hampshire County Council and Wiltshire Council
- Proposals for the junction connection to the Andover Road must be supported by evidence to show that other alternative options have been considered, and that the proposals are the most appropriate solution.
- Proposals must be for a scheme that minimises the impact on highways trees, retaining them where possible, with no impact on veteran trees.
- Future active travel objectives must be planned for with the overbridge being wide enough to support cycle infrastructure.
- Traffic from this site is likely to contribute to elevated air pollution levels. Funding contributions from a developer will be sought for measures that counteract possible negative effects.

59. From a landscape perspective, the site is large and generally open and rural in character towards the south. Significant landscape mitigation will be required to mitigate for adverse landscape impacts.

60. The site adjoins land that is set aside as a skylark and lapwing mitigation area, associated with the proposed development of the adjoining land allocated by the Wiltshire Housing Site Allocations Plan. Appropriate buffers must be put in place to ensure that the objectives of the skylark and lapwing mitigation area are not compromised by development encroachment. Parts of the site are also subject to higher risk from surface water flooding, and mitigation may include appropriate provision of green infrastructure buffering and SuDS schemes around these more constrained parts of the site.

- 61. The site is adjacent to a sewage treatment works and significant physical separation will be required to mitigate for potential odour impacts, thus reducing the developable area of the site.
- 62. There are known constraints in energy infrastructure in the area, and the development of a site of this scale will require upgrades to existing infrastructure, which could delay delivery on this site. Conversely, the scale of the site represents a significant opportunity to deliver onsite renewable energy generation.

Castledown Business Park, Ludgershall

Table 5: Castledown Business Park, Ludgershall

Use	Scale/Area
Employment	10ha

- 63. The role of Castledown Business Park is to provide employment development over the Local Plan period for Tidworth and Ludgershall, as a Principal Employment Area for the county. A small part of the site has already been developed and these units enjoy strong occupancy. A further phase has been marketed for development. The Employment Land Review¹⁰ confirms that while it is unlikely that there will be strong demand to develop the 10ha site in the short term, small parcels of land could be developed with strong demand for existing units and proposals for further development.
- 64. The site is well located for residents to be able to access the site through sustainable transport modes, and delivery of the site would help broaden the town’s economic base and support PSP2.
- 65. Parts of the site are subject to higher risk from surface water flooding, and any future scheme layout will need to accommodate appropriate mitigation to respond to this constraint, which may include provision of green infrastructure and SuDS schemes around these more constrained parts of the site.
- 66. There are potential energy capacity constraints which are likely to require significant infrastructure upgrades which may delay delivery of the site while infrastructure upgrades are delivered.

¹⁰ Wiltshire Employment Land Review, Figure 6.7 (Hardisty Jones Associates, 2023)

Supporting the town centres

67. The Local Plan contains a framework that describes how all the different uses found in the central areas of Tidworth and Ludgershall function together. It provides context and certainty to business and services. It indicates how the areas will operate over the Local Plan period.
68. Policy 68 (Managing Town Centres) and Appendix 5 of the Local Plan defines a hierarchy of town centres and the extent of town centres and primary shopping areas. The role of each centre correlates to the role of the wider settlement within the settlement hierarchy. The town centre hierarchy defines Town Centre Boundaries and Primary Shopping Areas within Principal Settlements, Market Towns and Local Service Centres. Within this hierarchy, Principal Settlements provide strategic centres; Market Towns are large shopping and service focused centres with smaller catchments; and Local Service Centres provide a range of shops and services for the local population, thus serving a village centre function.
69. The Town Centre Boundaries and Primary Shopping Area Boundaries were identified in Wiltshire Council's Retail Review that was carried out in 2015. The 2020 Wiltshire Town Centre and Retail Study (WTCRS) reviewed these boundaries and found them to remain up to date.
70. There is one departure in the town centre hierarchy from the settlement hierarchy which is the separation of Tidworth and Ludgershall. These two towns function together within the wider area, but the two settlements have spatially definable town centres. Tidworth provides the main shopping and service focus for both towns and the town centre functionally serves as the main town centre for this catchment. As such, the WTCRS found that it was appropriate to separate them within the town centre hierarchy. Ludgershall town centre has its own defined role and function as a Local Service Centre in this context. Ludgershall now also has defined Town Centre Boundary as well as a Primary Shopping Area Boundary.
71. Tidworth town centre holds an important retail and service role for the local area and has a functional relationship in serving the Ludgershall community. The two supermarkets within the centre play a key part in this role, while Station Road is a key link between them. The central area of Tidworth is small and has a recognisable role in serving the needs of the local military community.
72. The WTCRS sets out an assessment of needs for retail floorspace, based on shopping trends and growth in catchment spending. Based on an assessment of

current needs, the WTCRS finds that Tidworth's town centre performs a localised function and that the catchment is significantly expanded by the role of the major food stores (Tesco and Lidl) which attract visitors from beyond Tidworth. These stores are likely to benefit the town centre via linked trips. Tidworth and Ludgershall are strongly linked, with Tidworth's food stores attracting shopping trips from Ludgershall and the wider area. Food shopping provision in Tidworth currently provides sufficient capacity for Tidworth and Ludgershall combined. Ludgershall's smaller town centre provides top-up food shopping and a local service role, with residents largely depending on the availability of main shopping options at the nearby settlement of Tidworth.

73. In terms of range and choice available there are no retail availability issues to be rectified. However, the WTCRS also finds that an area which could ideally be addressed is the balance between Tidworth and Ludgershall, in terms of Ludgershall's reliance on Tidworth for main shopping options, and there is no reason why qualitative reasons could not outweigh the lack of a quantitative need for additional retail options. An appropriate solution would need to be found where the provision of additional food floorspace at Ludgershall does not harm either of the existing centres. With this in mind and recognising that there may be future opportunities to improve self-sufficiency of Ludgershall in its own right, potential options for the delivery of a supermarket at Ludgershall should not be ruled out.
74. Opportunities to revitalise individual units and encourage independent retailers are likely to be apparent over the Local Plan period. Enhancements to the public realm including opportunities to improve walking and cycling links will be a key aspect of improving the attractiveness of the centre.

4. How will growth be delivered?

75. Landowners, business and housebuilders are the main drivers of development over the Local Plan period. Service providers will also come forward with proposals to invest in new facilities that support growth in new homes and local business. Wiltshire Council as local planning authority determines planning applications in accordance with the Local Plan. It also determines them in accordance with policies of a neighbourhood plan that serves to guide the shape and form of non-strategic aspects of development, such as developing locally distinctive policies on design.

Role of neighbourhood planning

76. The Local Plan sets the overarching context for neighbourhood planning in Wiltshire. Strategic policies of the Local Plan are high level and limited to those necessary to address strategic priorities in Wiltshire. At a local level, communities can play an important role in shaping their areas by producing neighbourhood plans which direct where new development should take place, and how it should look. Neighbourhood plans must be in general conformity with the strategic policies set by the Local Plan but can add further locally specific requirements that reflect the wishes of the local community.
77. The Local Plan sets out a series of Place Shaping Priorities for Tidworth and Ludgershall that have been devised in consultation with the two town councils. The Place Shaping Priorities set a range of outcomes for the town over the lifetime of the Local Plan to 2038. The Place Shaping Priorities also provide a context that can influence the direction of neighbourhood plans.
78. In order to assist in the production of neighbourhood plans, Wiltshire Council is also required to provide a scale of housing to plan for, for each one. Sites allocated through neighbourhood plans contribute towards meeting the overall of scale of growth set by the Local Plan, as well as meeting local needs identified through the evidence gathering process for the neighbourhood plan. An element of the Local Plan strategy is therefore to be delivered by neighbourhood plans.
79. To set an appropriate scale of growth to be planned for through neighbourhood plans at the main settlements (Principal Settlements and Market Towns), a range of factors have been considered:
 - Neighbourhood planning lends itself to identifying small to medium sized sites for housing development; and national planning policy sets a target of 10% of overall requirements to be met on sites no larger than a hectare¹¹.
 - The stage a neighbourhood plan has reached in its preparation, the community's appetite to plan for new homes and its focus all affect the degree to which neighbourhood planning can contribute. The neighbourhood plan can help to meet housing needs in a form that matches local needs.
 - The nature and extent of the area designation and what scope there is to identify sites for housing development may be limited, for example, if boundaries are

¹¹ National Planning Policy Framework (2021), Paragraph 69, MHCLG

drawn tight to the built-up area and most opportunities will be windfall and difficult to identify.

80. There are currently no known intentions from either Tidworth Town Council or Ludgershall Parish Council to produce neighbourhood plans for their areas. However, over the lifetime of the Local Plan this may change. Ten per cent of the scale of growth suggests a baseline requirement of approximately 200 dwellings. This could be planned for collectively by the two town/parish councils, or separately through their own separate neighbourhood plans – in which case the requirement would need to be split. A total designation for the two parish areas is set at 200 dwellings.
81. The neighbourhood area requirement should be considered in combination with other evidence of local needs as determined by the neighbourhood planning group. The neighbourhood area requirement is for the Local Plan period up to 2038, and therefore may be delivered over one or more iterations of a neighbourhood plan within this period.

Tidworth and Ludgershall neighbourhood area requirements (2020 to 2038)	200
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Local Infrastructure

82. The growth of Ludgershall needs to be supported by the correct infrastructure, services and facilities. When planning for growth, it is important to consider the characteristics of the town in terms of key services and infrastructure (e.g. community facilities, green infrastructure, health, education, transport and utilities), as well as housing needs and the local economy. The following summarises the measures required to be put in place to address growth proposals for Ludgershall as well as known infrastructure issues, what additional provision is necessary to support growth and what other opportunities there may be.

Education

83. Additional school places at early years, primary and secondary levels will be required. The proposed development site on Land South East of Empress Way will generate a need for additional onsite provision for early years which will be required as part of the development of the site. Two 0.3ha sites will need to be set aside for this purpose.

84. Land allocated by the Wiltshire Housing Site Allocations Plan reserves land for the delivery of the 1.8ha primary school, which will be required to support the development of both sites.
85. Funding to enable the expansion of Wellington Academy will be required, to meet the needs of secondary age pupils generated from the development.

Highways and sustainable transport

86. Ludgershall is well served with access to the A3026 and A342 which links Tidworth and Andover; with the strategic A303 road located some 6 miles to the south. Ludgershall benefits from access to the bus network, including the regular Active8 service between Salisbury and Andover, via Tidworth. The Active8 service provides a 20-minute bus journey to Andover rail station.
87. Highway connectivity, reducing the need to travel and making it easier for people to use sustainable modes of transport are essential in supporting the scale of growth at the town. Improvements are required to the local transport network that reduce traffic congestion, improve air quality in the town centre and promote sustainable transport and active travel, such as new and improved bus routes and pedestrian and cycling routes.

Utilities

88. Electricity infrastructure is constrained across much of Wiltshire. The Grid Supply Points in Wiltshire, located in Minety, Melksham and Mannington are all constrained. The Bulk Supply Point (BSP) West Grafton reinforcements are expected to be completed in late 2027.
89. With the uptake of low carbon technology, the move towards net zero, there are estimates that energy demand could almost treble by 2050. This increased pressure on the system is something Scottish and Southern Electricity Network (SSEN), as Distribution Systems Operator, is working on to manage new capacity. Solutions may include flexible connections, renewable energy, and further investment to reinforce the current infrastructure.
90. Developing sites at Ludgershall is likely to require upgrades to water infrastructure to ensure adequate supplies, which may depend on sufficient cross borders supplies from the neighbouring water undertaker. Upgrades to wastewater infrastructure provided by Southern Water is also likely to be required to support the scale of growth planned at Ludgershall.

91. The approach to securing infrastructure provision from new development is set out within Local Plan Policy 5 (Securing Infrastructure Provision from New Development), with site specific requirements that are applicable to Tidworth and Ludgershall and the proposed allocation site set out within Policy 39 (Tidworth and Ludgershall Market Town) and Policy 40 (Land South East of Empress Way, Ludgershall).

Appendix 1 Policy Review

Table 6: Wiltshire Core Strategy policy review for Tidworth and Ludgershall policies

Policy	Title	Retained, Replaced or Deleted
<i>Wiltshire Core Strategy (WCS) and Wiltshire Housing Site Allocations Plan (WHSAP)</i>		
WCS Core Policy 26	<p>Spatial Strategy for Tidworth Community Area</p> <p>Housing Allocation: Drummond Park (MSA Depot)</p> <p>Principal Employment Area: Castledown, Land North of Tidworth Road</p>	<p>The policy is replaced by Policy 39: Tidworth and Ludgershall Market Town.</p> <p>The policy presents the area strategy for the Tidworth Community Area, setting out how the area is expected to change by 2026, and how this change will be delivered.</p> <p>The Drummond Park allocation is partly developed and will continue to be delivered into the Local Plan period. It is therefore retained through Policy 39.</p> <p>Castledown Business Park continues to serve a strategically important purpose and continues to be designated as a Principal Employment Areas, retained through Policy 39.</p>
WHSAP Policy H1.1	Land at Empress Way, Ludgershall	The allocation is retained through the Wiltshire Housing Site Allocations Plan. Land at Empress Way allocation is expected

		to be delivered within the Local Plan period.
<i>Kennet District Plan, saved policies</i>		
Kennet District Plan Policy HC2	Housing Allocations: North East Quadrant, Tidworth	The policy is deleted. The policy allocated ten sites to meet the strategic housing requirements of the district. Planning permission has been secured for the site with Phase 1 completed and Phase 2 well under construction/substantially completed.
Kennet District Plan Policy HC19	North East Quadrant	The policy is deleted. Planning permission has been secured for the site with Phase 1 completed and Phase 2 well under construction/substantially completed.
Kennet District Council Policy ED24	New Development in Service Centres	The policy is replaced with Policy 68 Managing Town Centres. The policy identifies an area specific town centre hierarchy. The strategy for town centres is now replaced by the new Wiltshire wide Managing Town Centres policy.

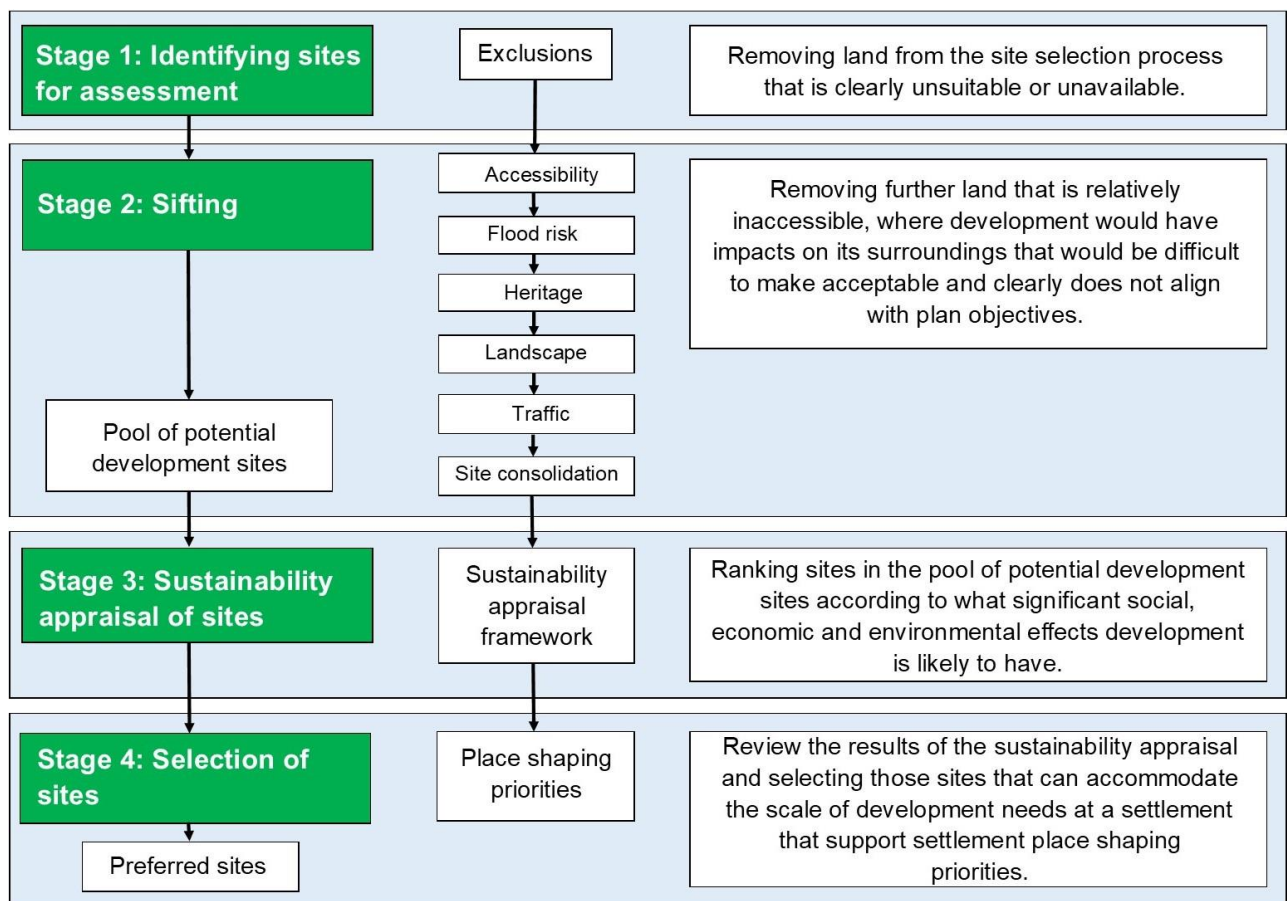
Appendix 2 Site Selection

Site Selection: Tidworth and Ludgershall

A1. The purpose of this appendix is to explain the site selection process at Tidworth and Ludgershall, which takes place over four stages, as illustrated in the flow diagram below. The full methodology can be found in the supporting Site Selection Methodology report¹².

A2. This appendix briefly describes the methodology, and explains the outputs that emerge from Stages 1-4, with the conclusions for Tidworth and Ludgershall set out within the main body of this paper.

Summary of the site selection process



¹² Wiltshire Local Plan Site Selection Methodology, September 2023

Strategic Housing and Employment Land Availability Assessment

A3. The Strategic Housing and Economic Land Availability Assessment¹³ (SHELAA) provides the initial pool of land from which sites may be selected. The SHELAA is a register of land promoted for development by landowners and prospective developers. Parcels of land are submitted to Wiltshire Council for consideration as potential allocations in the Local Plan, as well as Parish and Town Council neighbourhood plans¹⁴. Plan preparation and not the SHELAA determines what land is suitable for development through a process of selecting the most appropriate sites.

A4. Only sites that were not spatially separated from the built-up edge were considered. The maps below show the SHELAA sites that were considered through the site selection process at Tidworth and Ludgershall.

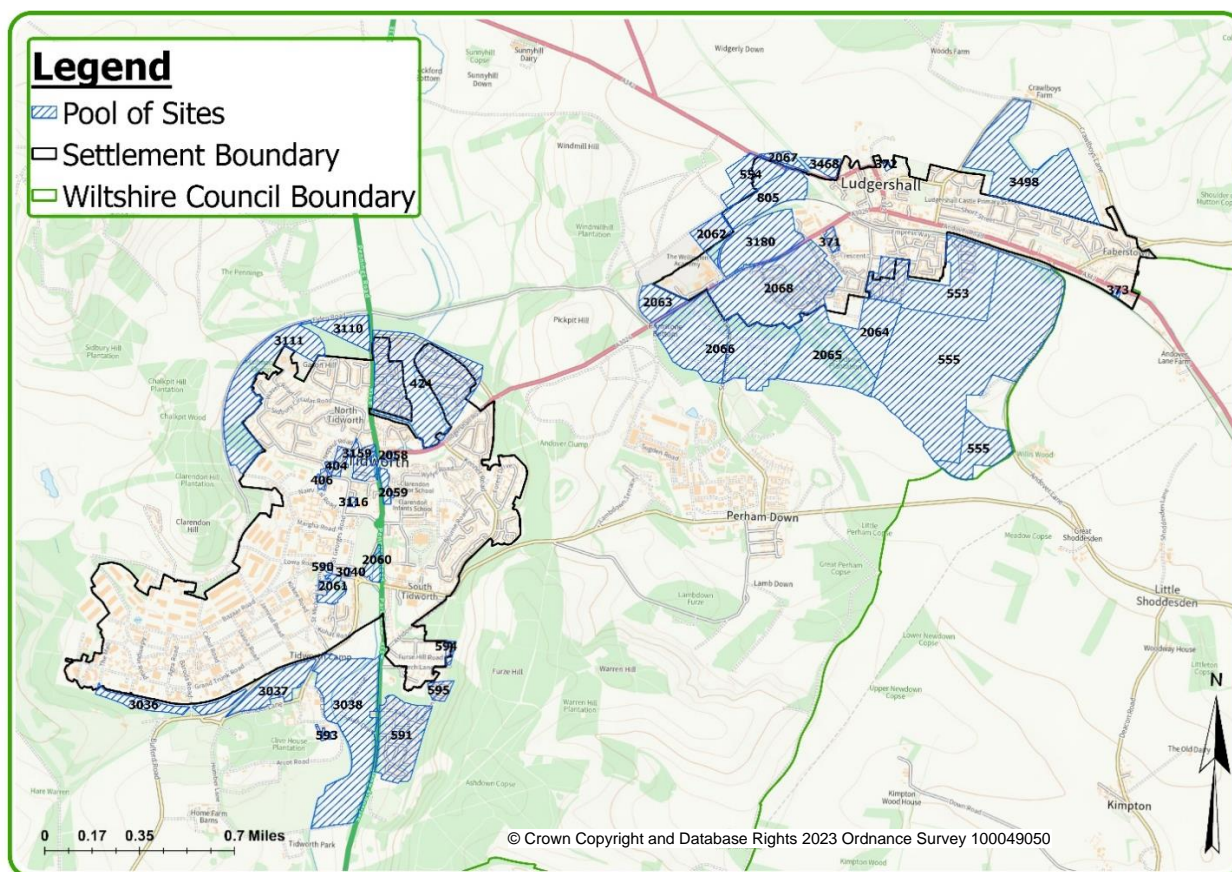


Figure 8. Pool of sites at Tidworth and Ludgershall

¹³ The Wiltshire Council Strategic Housing and Economic Land Availability Assessment (SHELAA) is available from the council’s website. The SHELAA was last formally published in 2017, but new sites submitted to the council since then have also been considered through the site selection process.

¹⁴ Other land, not included in the SHELAA, may possibly be capable of development but because neither a developer nor landowner has promoted the site for development, the site cannot readily be said to be available within the Local Plan period.

A5. The following paragraphs summarise the stages of assessment undertaken through the site selection process.

Stage 1 – Identifying Sites for Assessment

A6. The initial stage excluded SHELAA sites from further consideration that constitute unsuitable land for development if they are unavailable, separated from the built-edge or clearly unsuitable for development for a range of other reasons, as described within the Site Selection Methodology¹⁵.

A7. Sixteen sites at Tidworth were excluded at Stage 1.

Table 7: Sites removed at Stage 1 of the site selection process for Tidworth

SHELAA site ref.	Reason for removal at Stage 1
2058	Unsuitable. Below site size threshold.
3036	Unavailable.
3037	Unavailable.
3110	Unavailable.
3111	Unavailable.
404	Unsuitable. Below site size threshold.
406	Unsuitable. Local retail precinct in use.
424	Unavailable. Site built out.
591	Unavailable. Site built out.
593	Unsuitable. Below site size threshold.
594	Unavailable. Site built out.
595	Unavailable. Site built out.
3159	Unavailable. Site built out.
590	Unsuitable. Below site size threshold.
3040	Unsuitable. Below site size threshold.
3116	Unsuitable. Below site size threshold.

A8. Thirteen sites at Ludgershall were excluded at Stage 1.

¹⁵ Wiltshire Local Plan Site Selection Methodology, September 2023

Table 8: Sites removed at Stage 1 of the site selection process for Ludgershall

Site ref.	Reason for removal at Stage 1
2062	Unavailable.
2063	Unavailable.
2064	Unavailable.
2065	Unavailable.
2066	Unavailable.
553	Unavailable. Site built out/under construction/subject to allocation.
554	Unavailable. Site built out/under construction.
805	Unavailable. Site built out/under construction.
2068	Unavailable. Site built out.
3180	Unavailable. Site built out/subject to allocation.
371	Unavailable. Site built out.
372	Unsuitable. Below site size threshold.
373	Unsuitable. Below site size threshold.

Stage 2 – Site Sifting

A9. Using the land that passed through Stage 1, a second assessment stage used a limited set of strategic criteria (proportionate evidence¹⁶) to further refine the list of sites to a set of *reasonable alternatives* for further assessment using sustainability appraisal. The criteria considered at Stage 2 were related to **Accessibility and Wider Impacts (Stage 2A)**, and **Strategic Context (Stage 2B)**, and can be summarised as follows:

Accessibility and Wider Impacts (Stage 2A)

A10. The merits of each site were assessed to understand strengths and weaknesses in terms of how accessible a site location may be and what wider impacts could result from their development. Evidence used to inform this judgement was based on assessment of travel times to key destinations including town centres, employment areas, schools, and healthcare services. This is further detailed in the Site Selection Methodology.

¹⁶ To meet national requirements, plans must be sound, justified by having an appropriate strategy, considering reasonable alternatives, and based on proportionate evidence.

A11. In addition to accessibility, the following wider impacts were tested through Stage 2:

- **Flood Risk:** Sites were assessed to consider whether a source of flood risk, or combination of flood risks, would likely increase flood risks beyond the site assessed; and the degree to which this would be likely to be possible to mitigate.
- **Heritage:** A site that was within the setting of a heritage asset, that was likely to lead to substantial harm that could not be mitigated was rejected.
- **Landscape:** A site that was highly likely to lead to visual harm in the wider landscape, that was unlikely to be possible to be mitigated, was rejected.
- **Traffic:** A site that was likely to lead to an unacceptable degree of harm in terms of traffic and congestion impacts, and potential for exacerbation of poor air quality, was rejected.

A12. The outcomes from the Stage 2A assessment were categorised as: high risk of harm (red), medium risk of harm (amber) and low risk of harm (green). Sites with one or more red rating were likely to be rejected at Stage 2.

Strategic Context (Stage 2B)

A13. This part of the Stage 2 assessment considered the pool of sites in relation to the strategic context of the settlement, having regard to:

- Long-term patterns of development
- Significant environmental factors
- Scale of growth and strategic priorities
- Future growth possibilities for the urban area

A14. In some cases, this part of the assessment influenced the judgement on what pool of possible sites constitute a set of reasonable alternatives for further consideration. This did not pre-judge more detailed testing through sustainability appraisal but enabled sites that were clearly at odds with the strategic context for the settlement to be ruled out.

Strategic Context – Tidworth

Table 9: Strategic context analysis of Tidworth

Context criteria	Detail
Long-term pattern of development	<p>Tidworth originated as two separate villages, North Tidworth and South Tidworth. A significant military presence has driven the merging of two villages to one town.</p> <p>New development has tended to be in urban extensions for either civilian or military personnel housing, most recently to the north-east of the town and east of the A338.</p> <p>The A338 is a north to south arterial road, which connects to the A3026 in the north east and bridges the open space between Tidworth and Ludgershall.</p>
Significant environmental factors	<p>The town is closely linked to Salisbury Plain, a military training area.</p> <p>The Salisbury Plain Special Protection Area, Special Area of Conservation and Site of Special Scientific Interest area situated to the west of Tidworth.</p> <p>Flood zones 2 and 3 associated with the River Bourne pass through the centre of the town, which flows from the north through the town to the south. It is within the River Avon catchment.</p> <p>There is a valuable historic landscape to the south of the garrison including Tidworth Park and Grade II* listed Tedworth House.</p> <p>Furze Hill Chalk County Wildlife Site, Ashdown Chalk County Wildlife Site and Ashdown Copse are situated to the south east. Woodlands are also situated to the east, including Clarendon Hill and Dunch Hill; and west, including Furze Hill, of the town creating a defined urban edge in these directions.</p>
Scale of growth and strategic priorities	<p>The Local Plan spatial strategy looks to deliver an increased level of growth at Tidworth/Ludgershall, which would see significant growth.</p> <p>Place Shaping Priorities include the delivery of additional homes to meet local needs, promotion of the regeneration of the town centre and diversification of the local employment offer.</p>
Future growth possibilities for the urban area	<p>There are currently no available, deliverable and achievable land prospects at Tidworth that would be able to meet or make a contribution towards Local Plan requirements.</p>

Strategic Context – Ludgershall:

Table 10: Strategic context analysis of Ludgershall

Context criteria	Detail
Long-term pattern of development	<p>Ludgershall has grown outwards from a historic core, which now forms the town centre, following Andover Road (A342) to the east and west, which forms an arterial road linking the town to Tidworth in the west and Ludgershall in the east.</p> <p>Development in the west of the town has been associated with the military, including more recent service family accommodation. Civilian housing to the east, including more recent residential growth to south/south east of the town of the railway line.</p> <p>The eastern edge of Ludgershall meets the Wiltshire and Test Valley Borough Council/Hampshire County Council boundary.</p>
Significant environmental factors	<p>The North Wessex Downs Area of Outstanding Natural Beauty is positioned to the north east of Ludgershall. It partially adjoins the settlement to the north of the easternmost boundary.</p> <p>Ludgershall Conservation Area and Ludgershall Castle Scheduled Monument are positioned in the town centre and extend to the north stretching beyond the settlement boundary.</p> <p>A MOD railway line follows Andover Road (A347) from the east and meets a railway head in central-west Ludgershall.</p>
Scale of growth and strategic priorities	<p>The Local Plan spatial strategy looks to deliver an increased level of growth at Tidworth/Ludgershall, which would see significant growth.</p> <p>Place Shaping Priorities include the delivery of additional homes to meet local needs, new commercial leisure and community facilities, improvements to the local transport network, diversification of the local employment offer and aspirations to utilise the railway line route for sustainable transport options, should opportunities arise.</p>
Future growth possibilities for the urban area	<p>Land surrounding Ludgershall, is predominantly controlled by the MOD which is mainly unavailable at this time. Opportunities are focused particularly towards the eastern end of the settlement.</p>

A15. A table comprising the Stage 2A RAG ratings and a concluding commentary formed part of an overall judgement for Stages 2A and 2B combined. The overall judgement on each site could refer to the conclusions reached in the strategic context where this affected a decision to reject or take forward land.

Table 11: Stage 2 site assessment conclusions

Reference	Site Address	Accessibility	Flood Risk	Heritage	Landscape	Traffic	Stage 2A and Stage 2B – Strategic context and overall judgement	Taken Forward
3038	Land West of A338, Tidworth	Yellow	Yellow	Red	Red	Yellow	<p>The site is somewhat separated from the settlement edge of Tidworth. Northernmost parts of the site likely to be more accessible than the more isolated southern part of the site.</p> <p>Potential flood risk issues on some parts of the site, adjoining the River Bourne corridor and in parts with flood zone 2 and 3 and groundwater flood risks.</p> <p>High potential for adverse heritage impacts, in setting of Church of St Mary, Tedworth House, and other listed assets.</p> <p>High potential for adverse landscape impacts on mature wooded landscape, forming part of Tidworth Park.</p> <p>Potential to increase traffic.</p> <p>The site is of a strategic scale, but unsuitable to be taken forward for further assessment.</p>	X
2059	Tidworth 3	Green	Red	Green	Red	Yellow	<p>The site is within the settlement boundary and has good prospects in respect of accessibility.</p> <p>High flood risk renders this site unsuitable for further consideration.</p> <p>Low potential for heritage impacts.</p> <p>High potential for local landscape impacts in feature area of green infrastructure. Unsuitable for further consideration in this regard.</p> <p>Potential to increase traffic.</p> <p>The site is of a strategic scale, but unsuitable to be taken forward for further assessment.</p>	X
2060	Tidworth 5	Green	Red	Green	Red	Yellow	<p>The site is within the settlement boundary and has good prospects in respect of accessibility.</p> <p>High flood risk across most of the site renders it unsuitable for further consideration.</p> <p>Low potential for heritage impacts.</p> <p>High potential for local landscape impacts in feature area of partially wooded green infrastructure. Unsuitable for further consideration in this regard.</p> <p>Potential to increase traffic.</p> <p>The site is of a strategic scale, but unsuitable to be taken forward for further assessment.</p>	X
2061	Tidworth 6b	Green	Green	Yellow	Red	Yellow	<p>The site is within the settlement boundary and has good prospects in respect of accessibility.</p>	X

Planning For Tidworth and Ludgershall

Reference	Site Address	Accessibility	Flood Risk	Heritage	Landscape	Traffic	Stage 2A and Stage 2B – Strategic context and overall judgement	Taken Forward
SHELAA								
							<p>Generally low flood risk on this site.</p> <p>Potential for adverse impacts on the setting of nearby listed buildings, which would require further consideration.</p> <p>High potential for local landscape impacts, as site comprises open green infrastructure setting to St Michael's Garrison Church. Unsuitable for further consideration in this regard.</p> <p>Potential to increase traffic.</p> <p>The site is of a strategic scale, but unsuitable to be taken forward for further assessment.</p>	
2067	Land North-east of A342, Ludgershall						<p>The site adjoins the settlement edge of Ludgershall. Accessibility moderate. The A342 is positioned to the south and separates the site from Drummond Park, while the historic railway line separates the site from 3468 to the east.</p> <p>Flood risk unlikely to be an issue for this site, albeit potential medium groundwater risk.</p> <p>Potential for landscape impacts from open position to countryside; and would require further consideration.</p> <p>Potential for heritage impacts on the setting of Ludgershall Castle Scheduled Monument and conservation area; and would require further consideration.</p> <p>Potential to increase traffic.</p> <p>The site is of a strategic scale and is taken forward for further assessment.</p>	✓
3468	Land North of A342, Ludgershall						<p>The site adjoins the settlement edge of Ludgershall. Accessibility relatively good. The A342 is positioned to the south and separates the site from the settlement.</p> <p>Flood risk unlikely to be an issue for this site, albeit potential medium groundwater risk.</p> <p>Potential for landscape impacts from open position to countryside; and would require further consideration.</p> <p>Potential for heritage impacts on the setting of Ludgershall Castle Scheduled Monument and conservation area; and would require further consideration.</p> <p>Potential to increase traffic.</p> <p>The site is of a strategic scale and is taken forward for further assessment.</p>	✓

Planning For Tidworth and Ludgershall

SHELAA Reference	Site Address	Accessibility	Flood Risk	Heritage	Landscape	Traffic	Stage 2A and Stage 2B – Strategic context and overall judgement	Taken Forward
555	Land South East of Empress Way, Ludgershall						<p>The site adjoins the settlement edge of Ludgershall. Northernmost parts of the site likely to be more accessible than the more isolated southern part of the site, likely to require infrastructure improvement. Historic railway line potential constraint to accessibility. Access would need to be achievable via the adjoining housing site allocated through the Wiltshire Housing Site Allocations Plan.</p> <p>Flood risk unlikely to be an issue for this site, albeit potential medium groundwater risk. Potential for landscape impacts from open position to countryside, particularly to the south; and would require further consideration. Low risk in terms of impacts on heritage assets. Potential to increase traffic, given the scale of site which would require significant infrastructure improvements.</p> <p>The site is of a strategic scale and is taken forward for further assessment.</p>	✓
3498	Land East of Crawlboys Lane, Ludgershall						<p>The site adjoins the settlement edge of Ludgershall. Parts of the site likely to be more accessible than other parts further from the built edge, requiring infrastructure improvement. Access would need to be achievable via Crawlboys Lane, which would require further consideration. Flood risk unlikely to be an issue for this site, albeit potential medium groundwater risk. Potential for significant landscape impacts from rolling open position to countryside, particularly to the north, which is close to the North Wessex Downs AONB, which would require further consideration. Potential for heritage impacts on nearby listed buildings and setting of Ludgershall Castle Scheduled Monument which would require further consideration. Potential to increase traffic, given the scale of site which would require significant infrastructure improvements.</p> <p>The site is of a strategic scale and is taken forward for further assessment.</p>	✓

A16. In preparation for Stage 3, the remaining sites were renumbered for ease of understanding, as follows:

Table 12: Sites renumbered for the purpose of further assessment

Site Number	Site Name	SHELAA reference
1	Land East of Crawlboys Lane, Ludgershall	3498
2	Land North of A342, Ludgershall	3468
3	Land North East of A342, Ludgershall	2067
4	Land South East of Empress Way, Ludgershall	555

Stage 3 – Sustainability Appraisal

A17. At Stage 3, each of the remaining sites in the pool of sites (reasonable alternatives) was examined through the sustainability appraisal process, by assessing the likely significant effects of potential development under a set of twelve objectives covering social, economic and environmental considerations. A full explanation of the sustainability appraisal methodology is provided in a separate report, which also includes the detailed assessments made for each site within a series of annexes¹⁷.

A18. Sustainability appraisal enabled sites to be scored by their respective sustainability benefits and disadvantages. It also identified where it may be possible to mitigate adverse effects, as well as measures which could increase the benefits of development. Stage 3 enabled sites to be ranked in order of most sustainable to least sustainable, based on the sustainability appraisal criteria used.

A19. Table 13 below shows the sustainability appraisal conclusions for the reasonable alternative sites that were assessed. The overall sustainability appraisal score is shown in column 2 of the table.

A20. The sustainability appraisal weights all ‘objectives’ (shown in the top row of Table 13) equally. There are more environmental objectives than social/economic objectives – scores against environmental objectives typically

¹⁷ Wiltshire Local Plan Review Sustainability Appraisal Report (Wiltshire Council, September 2023)

tend to be negative. The overall score resulting from the potential development of greenfield sites generally yield a negative value.

- A21. Table 14 sets out a descriptive summary of the key outcomes from the sustainability appraisal for each of the sites that were assessed.
- A22. One site assessed through the sustainability appraisal at Stage 3, was taken forward for further consideration at Stage 4:
- Site 4: Land South East of Empress Way
- A23. Reasonable alternatives are rejected at Stage 3 where the sustainability appraisal concludes that development would result in one or more 'major adverse effect' (highlighted in red with a triple negative in Table 13). This included Site 2 and Site 3.
- A24. Site 1 was rejected from further consideration due to highways access constraints, which while not ruling out the site in its entirety would reduce the developability to a very small number of units, which would be unsatisfactory to meet the strategic scale of development required.

Ludgershall: Table showing summary of assessment scores listed in order of site sustainability performance (More > Less)

Key to likely significance of effects:					
+++	Major positive effect = +3 points	0	Neutral effect = 0 points	---	Major adverse effect = -3 points (mitigation unachievable - recommend that is not considered further)
++	Moderate positive effect = +2 points		--	Moderate adverse effect = -2 points (mitigation achievable but problematic)	
+	Minor positive effect = +1 point		-	Minor adverse effect = -1 point (mitigation easily achievable)	

Table 13: Sustainability appraisal scores for sites assessed at Ludgershall

SITE	Overall site score (sustainability rank)	SA obj 1 (Biodiversity)	SA obj 2 (Land + soil)	SA obj 3 (Water)	SA obj 4 (Air/poll'n)	SA obj 5 (Climate)	SA obj 6 (Energy)	SA obj 7 (Heritage)	SA obj 8 (Landscape)	SA obj 9 (Housing)	SA obj 10 (Inc comms)	SA obj 11 (Transport)	SA obj 12 (Economic)
Site 3	-5 (=1 st)	-	-	-	-	-	+	---	-	+	++	-	+
Site 4	-5 (=1 st)	-	--	--	-	--	0	-	--	+++	+++	--	++
Site 2	-6 (3 rd)	-	-	-	-	--	+	---	-	+	++	-	+
Site 1	-7 (4 th)	--	--	--	-	--	0	-	--	+++	++	--	++

Table 14: Sustainability appraisal outcomes for sites assessed at Ludgershall

Site	SA score and ranking	Likely key issues for site
4	-5 (1 st)	<p>Site 4 (Land South East of Empress Way) was considered the most sustainable site of the options available at Ludgershall, which would form an extension to land that is already allocated at Ludgershall through the Wiltshire Housing Site Allocations Plan. The site is constrained by its openness within the landscape to the south of the settlement, with significant landscaping mitigation being required in this respect. To the south of the site there is a lapwing and skylark mitigation area, that has been set aside as part of the planning permission for the adjoining site allocated through the Wiltshire Housing Site Allocations Plan. This is also likely to require an appropriate buffer. Parts of the site are subject to higher risk from surface water flooding, which would need to be avoided or appropriately mitigated – such as on the eastern edge of the site and within the southwest parts of the site, A buffer zone around the nearby sewage treatment works due to potential odour impacts would also reduce the developability of some parts of the site for residential uses. The site is also constrained by the limited capacity within the local highways network to support additional traffic movement, due to the limited number of existing crossing points over the MoD operated railway line that passes through the settlement. The site, being located adjoining the administrative boundary of Wiltshire Council with Test Velley Borough Council and Hampshire County Council, is therefore likely to require a cross boundary highways connection to provide additional highways access routes to support a strategic scale of development on the site. There are also potential energy capacity constraints which are likely to require significant infrastructure upgrades which may delay delivery of the site while infrastructure upgrades are delivered.</p> <p>While a range of significant constrains were identified with this site, these were nonetheless judged to be capable of mitigation, and the site was taken forward for further consideration through the site selection process.</p>
3	-5 (1 st)	<p>Site 3 (Land north-east of A342, Ludgershall) is closely linked to Site 2, being located towards the northwest of the settlement. Although further away than Site 2, the site is nonetheless still closely associated with the nearby scheduled medieval ringworks, Ludgershall castle and the Ludgershall</p>

		<p>conservation area, and it was judged that the impact of developing this site would be significantly detrimental to these heritage assets.</p> <p>The site was excluded from consideration due to the potential for harm to the historic environment in respect of the likely impacts of development on the setting of the scheduled medieval ringworks, Ludgershall Castle and on the setting of a designated conservation area.</p>
2	-6 (3 rd)	<p>Site 2 (Land north of A342, Ludgershall) is closely linked to Site 3, being located towards the northwest of the settlement. The site is closely associated with the nearby scheduled medieval ringworks, Ludgershall castle and the Ludgershall conservation area, and it was judged that the impact of developing this site would be significantly detrimental to these heritage assets.</p> <p>The site was excluded from consideration due to the potential for harm to the historic environment in respect of the likely impacts of development on the setting of the scheduled medieval ringworks, Ludgershall Castle and on the setting of a designated conservation area.</p>
1	-7 (4 th)	<p>Site 1 (Land East of Crawlboys Road, Ludgershall) is located to the northeast of the settlement, where there is high landscape sensitivity and potential for impacts on the setting of the North Wessex Downs AONB, as well as potential for encroachment towards ecologically sensitive woodlands. There are records of a range of protected species in the vicinity of the site, including bats, dormice and great crested newts, which would require further assessment to determine an appropriate strategy for mitigation. Significant buffering to preserve the integrity of these identified features is likely to be required.</p> <p>A significant constraint for this site is the feasibility of vehicular access, with an acute pinch point on Crawlboys Lane serving to severely limit the potential number of homes that could be accommodated. It is anticipated that the area identified could accommodate no more than around 25 homes, based on the access arrangements that could be achieved within the site and without third party land.</p> <p>With the considerable constraint to strategic growth resulting from the unsuitability of the available points of access, the site was considered unsuitable for allocation and was therefore removed from further consideration at Stage 3 of the site selection process.</p>

Stage 4 – Selection of Sites

- A25. Stage 4 enabled the results of the sustainability appraisal process to be qualitatively examined by consideration of sites in terms of their capability to support the Local Plan’s objectives for each community – in particular the identified Place Shaping Priorities that are listed in Section 2 of this report. Stage 4 also provides discussion and analysis of the scale of growth that would be required to be drawn from the pool of the most sustainable site options, in order to meet the identified housing and employment needs for the settlement.
- A26. The outcome of Stage 4 refined the results of the Stage 3 sustainability appraisal and identified preferred sites that are more sustainable and support the Local Plan objectives.
- A27. The sites were evaluated against the Place Shaping Priorities, looking at their strengths, weaknesses, opportunities and threats (SWOT). This process enabled decisions to be made between site options where Stage 3 outcomes were finely balanced, in settlements where more than one site was being considered – albeit only one site remained in the process at Ludgershall.
- A28. The SWOT assessment concluded the following outcomes for each site and Place Shaping Priority:

	Strength and/or opportunity
	No significant SWOTs
	Weakness and/or threat

- A29. Broad proposals were then developed for each of the preferred sites. Proposed uses were identified, including the infrastructure and mitigation necessary to enable development to proceed.
- A30. At Ludgershall, only one site was assessed at Stage 4, with all other site options having been ruled out at earlier stages of assessment. It was identified that part of the site forms part of a skylark and lapwing mitigation area, which is attached to the land to the northwest of the site as allocated through the Wiltshire Housing Site Allocations Plan. As this land is already accounted for in respect of off-site mitigation for another site, this part of Site 4 was removed from further consideration as part of a potential allocation.

A31. The remaining site option, as amended, was assessed against the Place Shaping Priorities, which is set out in the following table:

Table 15: Assessment of sites against the Place Shaping Priorities

Site	PSP1 Military / civilian housing	PSP2 Employment land	PSP3 Tidworth town centre	PSP4 Ludgershall transport network	PSP5 Ludgershall leisure, services, recreation	PSP6 Ludgershall connectivity
Site 4	Strength	Strength	Strength	Strength	Strength	Strength
	The development of this large site could widen the availability of a range of housing types in Ludgershall for the benefit of a varied demographic.	The development of this large site could, as part of a substantial new community, deliver a proportionate amount of employment uses to meet identified needs. The scale of development could help to increase investment opportunities at Castledown Business Park, to help support the viability of uses on this site.	Potentially limited impact, although new residents are likely to feed into the retail catchment of Tidworth town centre, as well as Ludgershall town centre.	The development of this site would contribute towards the delivery of a southern transport link between Empress Way and Andover Road; with reliance on land to facilitate the link within the administrative areas of Test Valley Borough Council / Hampshire County Council.	Potential for large scale development incorporating a mix of uses, including potential for some commercial land and significant new green infrastructure / open space. Growth in the population of Ludgershall through new housing at this site could support the viability of new commercial uses and sports facilities offsite.	The site adjoins the MOD operated railway line to the north. Should opportunities arise in future to utilise this transport link for alternative public sustainable travel/active travel, the site would be well placed to provide linkages.

A32. The outcome of Stage 4 of the site selection process for Tidworth and Ludgershall is summarised under the ‘What development is proposed’ section earlier in this paper; concluding that one site emerged as the preferred site at Ludgershall – Land South East of Empress Way.

A33. The map below illustrates the outcome of the site selection process (Stages 1-4) at Tidworth and Ludgershall.

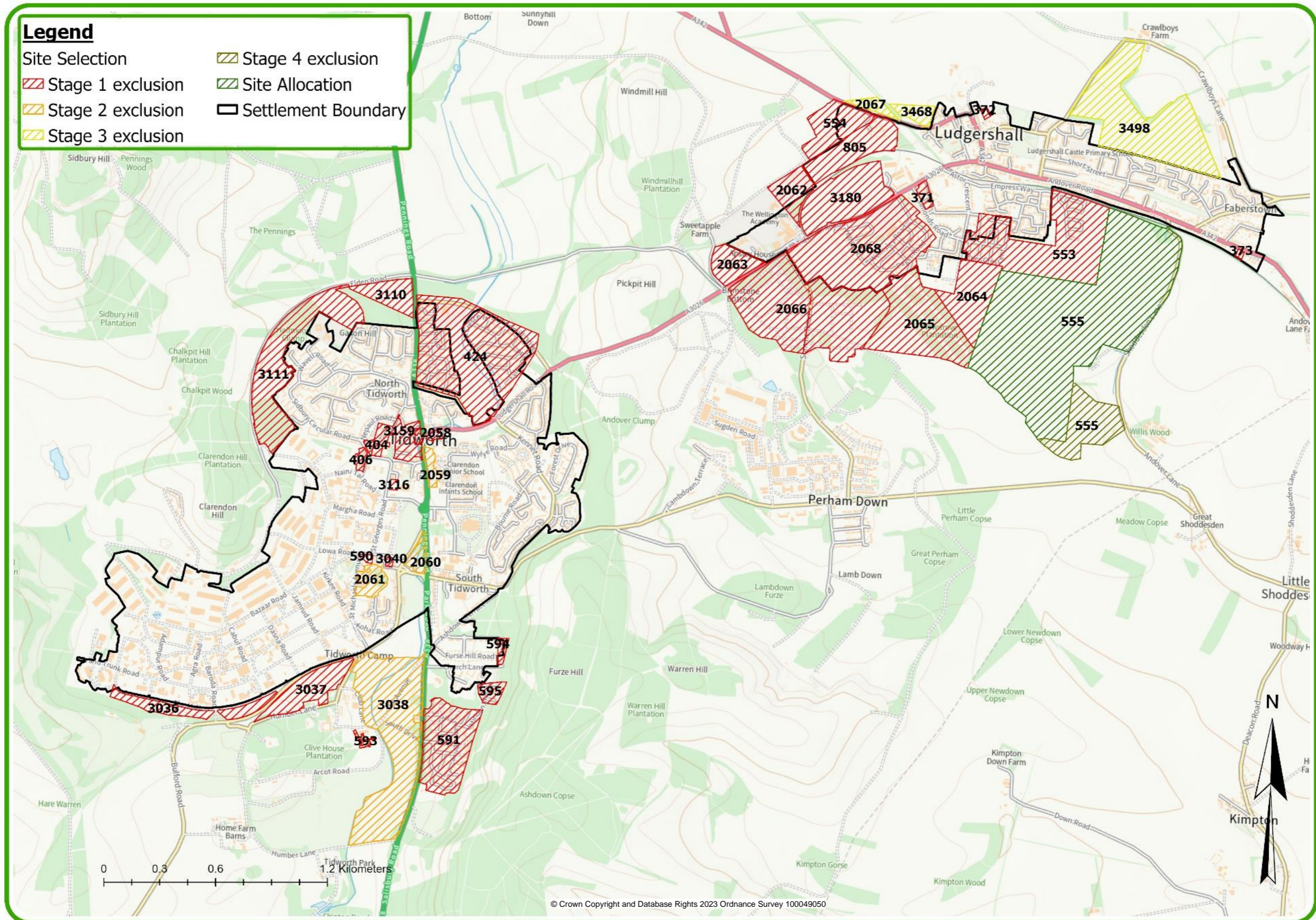


Figure 9. The results of the site selection process at Tidworth and Ludgershall