



# SUSTAINABLE AMESBURY

Amesbury and Wiltshire Housing Needs and Supply Analysis

May 2022





# **Project Version Control**

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# 1. Introduction

#### **Overview**

- 1.1 Chilmark Consulting Ltd (CCL) working with Understanding Data Ltd (UDL) are instructed by the Sustainable Amesbury, a consortium of residents in the Amesbury area, to prepare a review and analysis of housing needs, demand and supply dynamics for the Amesbury area of Wiltshire.
- 1.2 Wiltshire Council has embarked upon a review of its Local Plan and consultation was undertaken on early components of the Plan between January and March 2021. The Council's Local Development Scheme published in November 2021 indicates that a Pre-Submission version of the Plan is intended to be published in Q3 2022.
- 1.3 The *Wiltshire Council Local Plan: Emerging Spatial Strategy* identifies that Wiltshire will need to deliver some **40,840 45,630** new dwellings in the period 2016 2036.
- 1.4 Amesbury is identified as a 'Market Town' in the emerging Spatial Strategy.

  These are settlements that according to the Plan:

"have the potential for significant development that will increase the number of jobs and homes to help sustain / enhance services and facilities and promote self-containment and sustainable communities".

1.5 Amesbury forms part of the defined Salisbury Housing Market Area (one of a number of HMA's within Wiltshire – see Figure 1.1 below<sup>1</sup>, the Salisbury HMA is shaded in yellow) and which includes all of the southern portion of Wiltshire.

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<sup>&</sup>lt;sup>1</sup> Further background information on the Housing Market Area geography is also set out in Appendix 1 of this report



Malmesbury Royal Wootto Bassett Chippenham Calne Marlborough Corsham adford Melkshan Pewsey Devizes Tirowbridge **Tidworth** Westbury Warminster Amesbury Mere Tisbury Wilton Southern Wiltshire Community Areas Chippenham HMA Salisbury HMA Swindon HMA Trowbridge HMA © Crown Copyright and database rights 2019 Ordnance Survey 100049050

Figure 1.1: Housing Market Areas in Wiltshire

Source: Wiltshire Council, Wiltshire Local Plan: Emerging Spatial Strategy, 2021

1.6 The Salisbury HMA is identified as requiring some **10,470 – 10,970** new dwellings to be provided between 2016 and 2036 (depending upon the method used to calculate the need). In addition, the Salisbury HMA is considered to



require the provision of 10 hectares of new employment land over the plan period.

- 1.7 The Local Plan: Emerging Spatial Strategy concludes that Amesbury has an overall housing requirement of 1,635 dwellings in the period 2016 2036. Taking account of completions since 2016, the residual housing target figure for the settlement set out in the emerging Plan is 350 dwellings (as at January 2021).
- 1.8 Bulford and Durrington, which are closely juxtaposed with Amesbury are intended to be separately designated as 'Large Villages' in the emerging Plan rather than as one strategic location with Amesbury (as has been the case in the existing Wiltshire Core Strategy Plan that defined a wider Amesbury Community Area as the basis for planning housing supply). Any future residential development in the two villages would therefore be accounted for separately from the 350 dwelling target in Amesbury (presumably contributing towards the 'Rest of HMA' residual dwelling target of 1,200 homes identified in the Local Plan).
- 1.9 Further future residential development in Amesbury, Bulford and Durrington would come on top of significant levels of housing delivery in Amesbury in the past decade and particularly the period since 2016 as this report sets out in greater detail in the following sections.

## Scope

- 1.10 Sustainable Amesbury are concerned to understand the overall level of future housing growth in terms of needs and supply (as well as the trends in housing delivery for Amesbury, Bulford and Durrington) being promoted through the new Local Plan process, and the extent to which such future growth forms a sustainable pattern of development.
- 1.11 CCL and UDL are instructed to provide a more detailed consideration of the housing needs and housing land supply relevant to Amesbury, Bulford and Durrington as well as considering the wider housing supply position for other parts of the Salisbury HMA including Wilton and Salisbury City itself.



- 1.12 Our scope of work therefore includes building up the evidence supporting the analysis of housing needs and supply in Amesbury, Bulford and Durrington and preparing a concise review of demand and supply information (based on the NPPG approach to housing markets and need) including matters such as inter alia:
  - housing supply and completions trends (current and historic) in the last decade and with particular emphasis on the period from 2016 to date (with consideration of the total quantum, the mix and tenure of housing where possible);
  - household / population demographics overall change and compositional change;
  - market signals prices, sales volumes and rental values (where available);
  - affordability of market housing including changes over time;
  - evidence of over or under-occupation of existing housing;
  - setting out findings concerning the demographic and housing needs and supply for Amesbury, Bulford and Durrington in relation to the Salisbury HMA and the proposed settlement hierarchy; and
  - drawing conclusions on the balance of housing and employment with respect to achieving and maintaining sustainable communities in future.
- 1.13 The approach, methods, assumptions and limitations are set out in each of the relevant sections of this report and the geographical scope of the analysis is described further in Appendix 1.

#### **Headline Conclusion**

1.14 Section 5 of this report finds that the quantum of housing being attributed to Amesbury in the emerging Local Plan is not based on evidence of housing needs derived from local level analysis. The proposed level of housing delivery reflects a very high level of future population growth for



- Amesbury. It is a rolled forward distribution of housing requirements (less completions from 2016) and does not reflect needs.
- 1.15 The proposed level of growth is not a purposeful strategic decision based on the introduction of substantial infrastructure to ensure a sustainable community is created on the part of the Council. Instead, the housing figure appears to be a reflection of incremental steps reflecting past delivery and completions not robustly supported by local level housing needs evidence.

## **Structure of the Report**

- 1.16 Following this introduction, the Report is structured as follows:
  - Section 2 Context sets out the relevant Wiltshire, Salisbury sub area and Amesbury, Bulford and Durrington population, economic and housing market evidence to underpin later sections;
  - Section 3 Existing and Future Housing Needs establishes the
    evidence of existing population and housing trends in Wiltshire and for the
    Amesbury area. This section also considers the available evidence as to
    the potential future local housing needs including review of the Wiltshire
    Local Housing Needs calculation using the 'Standard Method';
  - Section 4 Existing and Future Housing Supply examines the
    existing and potential future supply of housing to meet local needs in
    Wiltshire and Amesbury in the emerging Local Plan period;
  - Section 5 Conclusions sets out the main conclusions drawn from preceding sections with respect to housing demand and supply needs;
  - Appendix 1 Data Sources and Geographies provides background information as to key data sources and the various geographies of analysis used and referenced; and
  - Appendix 2 Housing Policy Context sets out the relevant
     Development Plan and wider planning policy context concerning local
     housing needs.



# 2. Context

## Introduction

2.1 In this section the relevant population, economic and housing evidence is set out for Wiltshire, and Amesbury, Bulford and Durrington and immediate rural catchment.

#### **Wiltshire Characteristics**

#### **Population**

2.2 Wiltshire is a unitary council area with an estimated population of 504,070 in 2020, an area of 325,524.12 hectares and a population density of 1.5 people per hectare. As Figure 2.1 below shows annual population change has averaged +3,635 since 1991; and in 2019/20 was +4,046 persons in total.

Figure 2.1: Wiltshire Annual Population Change (ONS Population estimates)





- 2.3 Wiltshire's population has grown by 26.4% (or 105,240) since 1991 (to 2020). This was the third highest rate of growth across the South West, with only Swindon and South Gloucestershire having higher rates at 30% and 29.6% respectively. The South West region overall grew by 20.7% and England grew by 18.1% over the period 1991 2020.
- 2.4 By comparing Wiltshire with its three neighbouring County authorities in the South East, Wiltshire at 26.4% has seen higher growth than Hampshire 17.9%, West Berkshire 14.2% and Oxfordshire 20%.
- 2.5 Wiltshire has had significant increases in its older age population over the period from 1991 2020. Figure 2.2 below shows the change from 1991 to 2020 for single year of age 0 84 and then for a combined age cohort of those 85 years and above. For all ages from the mid 40's onwards, there are more people in Wiltshire in 2020 than there were in 1991.



16,000
14,000
12,000
10,000
8,000
4,000
2,000

2001 ——2020

Figure 2.2: Wiltshire Annual Population Change by Age, 2001 – 2020

Source: ONS Population Estimates

2.6 Looking at broader age groupings as shown in Figure 2.3, for both the 1991 - 20 and 2011 – 20 periods, Wiltshire has higher levels for all age group growth (but particularly so for those aged over 65 years) when compared to the South West and England for the longer period, and higher levels of over 65 years growth for the more recent period of 2011 - 20, however Wiltshire has seen lower levels of growth for those aged 0-15 and 16-64 years in this period.

Figure 2.3: Percentage Age Group Changes (ONS Population estimates)

	Age Group	Wiltshire	South West	England
1991 - 2020	0-15	18.2%	11.2%	12.4%
	16-64	17.7%	16.2%	15.0%
	65+	71.0%	45.6%	37.9%
2011 - 2020	0-15	3.8	6.9	8.2
	16-64	0.8	2.1	2.6
	65+	27.7	21.6	19.9



2.7 Alongside age, an area's population changes due to the relationship between births and deaths (natural change) and people moving in and out of an area (net internal – UK based – and net international changes). In Wiltshire's case there is a further category which captures the changes to the military workforce who live in the area. Figure 3.4 shows these categories for the period 2011 - 2020.

Figure 2.4: Components of Change, Wiltshire

	mid-2011	mid-2012	mid-2013	mid-2014	mid-2015	mid-2016	mid-2017	mid-2018	mid-2019	mid-2020
Population	474319	476914	479911	484560	488487	492240	496043	498064	500024	504070
Births	5443	5199	5201	5168	5172	4918	4887	4680	4681	
Deaths	4166	4433	4188	4720	4542	4704	4849	4466	5153	
Natural Change	1277	766	1013	448	630	214	38	214	-472	
Internal In	20006	20122	21203	21153	21157	23443	23008	23882	20892	
Internal Out	18972	18313	18920	18912	18864	20741	21268	21233	18566	
Internal Net	1034	1809	2283	2241	2293	2702	1740	2649	2326	
International In	1708	1821	2028	2115	2342	1956	2158	1896	1754	
International Out	1475	1707	1611	1734	1811	1819	1687	2669	1852	
International Net	233	114	417	381	531	137	471	-773	-98	
Special	41	302	946	859	278	766	-236	-129	2263	
Other	10	6	-10	-2	21	-16	8	-1	27	
Annual Change		2595	2997	4649	3927	3753	3803	2021	1960	4046

- 2.8 There are four clear trends shown in the data at Figure 2.4:
  - as the population gets older, there has been a shift from positive natural change (more births than deaths) to negative, (for 2019 - 2020 this will include additional deaths in the 1st quarter of 2020, due to the Covid-19 pandemic);
  - net internal migration to Wiltshire has broadly remained constant, with six
    of the last seven years showing a net increase of over 2,000 per year.
    Two of the last four years have seen a net increase of close to 2,700
    persons;
  - net international migration shows a decrease for the latest two years compared to an increase over the 2011 – 2017 period; and
  - the 'Special' category includes changes to the armed forces population based in Wiltshire and highlights significant increases in 2013 - 2014, 2014 - 2015, 2016 - 2017 and in 2019 - 2020. This is linked to the



relocation of personnel and families from military bases and accommodation both elsewhere in the UK and from Germany.

2.9 Overall, Wiltshire has experienced significant increases in population, age group changes and in the make-up of natural change, migration and in the armed forces based in the area.

#### **Economic Characteristics**

- 2.10 Wiltshire has an economy worth £11.5bn in 2019 (using Gross Value Added GVA). This had grown by 29.7% since 2011. Figures for 2020 and into 2021 are likely to show the disruption and associated impacts of the Covid pandemic when they are published in due course. GVA per Filled Job (a measure of productivity) was £45,300 in 2019. In comparison, the South West region and all England economies grew by 31% and 35.4% respectively from 2011 2019 and GVA per Filled Job was (SW) £49,826 and (England) £57,583 in 2019.
- 2.11 The economy of Wiltshire has seen slower growth than the wider South West region and for England overall in the 2011 2019 period with productivity lagging behind the South West average and is significantly lower than England as a whole.
- 2.12 Earnings data set out in Figure 2.5 below shows that Wiltshire has higher residence based earnings<sup>2</sup> than the South West but lower than England and lower workplace earnings than the South West and England. For both measures, total earnings is used which combines full and part-time pay.

<sup>&</sup>lt;sup>2</sup> The Annual Survey of Hours and Earning (ASHE) by the Office for National Statistics is the main source of employee earning data. It is published based on two geographies, where people who work live (**residence**) and where those employed, work (**workplace**).



Figure 2.5: Earnings (ONS Annual Survey Hours and Earnings ASHE)

Residence based		2021	2011-21
	Wiltshire	24,717	21.8%
	South West	24,157	22.0%
	England	26,192	22.1%
Workplace based		2021	2011-21
	Wiltshire	23,683	20.8%
	South West	23,776	22.6%
	England	26,204	22.1%

Source: ONS Annual Survey Hours and Earnings ASHE

- 2.13 The GVA per Filled Job data (lower in Wiltshire than the SW and England) and the lower workplace based earnings figures (than those for residents and against the SW and England) are likely linked. Wiltshire (as shown in Figure 2.6 below) is relatively accessible to larger employment centres in surrounding areas.
- 2.14 While dated, the 2011 Census shows a daily outflow of workers from Wiltshire as 56,532³ workers per day, a net outflow of 16,322, and alongside the greater range and type of jobs available in neighbouring or areas within acceptable commuting distances, data suggests jobs outside of Wiltshire are typically better paying.

<sup>&</sup>lt;sup>3</sup> 2011 Census, Table WU01UK



Figure 2.6: Wiltshire and Surrounding Areas

Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

- 2.15 Employment<sup>4</sup> in Wiltshire has increased by some 38,000 jobs over the 2011 to 2020 period, an increase of 16.4% and significantly higher than the South West increase (10.1%) and England (11.8%) for the same period.
- 2.16 From 2015 2020 (this period reflects consistent data availability) the number of full time employees<sup>5</sup> in Wiltshire increased by 3.8% (South West 3.1% and England 1.8%) although the number of part time employees fell in Wiltshire by 2.8% (South West grew by 4.6% and England by 5.8%).
- 2.17 These relationships reflect Wiltshire's proximity to a range of surrounding larger city based economies, with good access to them from a range of locations across Wiltshire.

<sup>&</sup>lt;sup>4</sup> Using the Total Jobs measure from ONS Jobs Density data

<sup>&</sup>lt;sup>5</sup> Full and part time employees from ONS Business Register and Employment Survey (BRES)



### **Housing Market Characteristics**

2.18 In the wider geographical context, house prices in Wiltshire are higher than England and the South West but lower than many of the neighbouring local authorities. House price growth since 2011 has been lower than England and the South West and is the 3<sup>rd</sup> lowest when set against neighbouring LAs.

Figure 2.8: Current Median House Prices, Wiltshire and Change 2011 - 2021

	Year ending Sep 2021	Price Change 2011-21	% Price Change
Cotswold	408,000	143,000	54.0
New Forest	383,000	138,000	56.3
West Berkshire	380,000	132,800	53.7
Vale of White Horse	369,000	125,000	51.2
Bath and North East Somerset	368,000	138,000	60.0
Test Valley	335,000	97,500	41.1
Dorset	330,000	105,000	46.7
South Gloucestershire	300,000	120,000	66.7
Wiltshire	300,000	97,000	47.8
Mendip	298,500	118,500	65.8
South Somerset	259,600	84,600	48.3
Swindon	241,950	91,950	61.3
South West	290,000	105,000	56.8
England	285,000	105,000	58.3

Source: ONS House Prices data

- 2.19 At a broader scale this helps explain the local authority level scale of commuting, with prices in Wiltshire lower than some key neighbouring areas. House price data across Wiltshire varies considerably. This is explored at paragraphs 2.43 and Figure 2.20.
- 2.20 In 2016 there were 9,060 house sales<sup>6</sup> across Wiltshire, falling to 7,845 in 2019 and 6,618 in 2020 (noting that in 2020 house sales volumes were impacted by the Covid-19 pandemic lockdowns and suspension of the housing market).

<sup>&</sup>lt;sup>6</sup> Residential property sales for administrative geographies: HPSSA Dataset 6, ONS



2.21 Rental values<sup>7</sup> for Wiltshire are relatively low compared to other unitary / county authorities in the South West, with median values for the year to September 2020 - 2021 at £720 per month for all rented properties, compared to £755 in England and £770 across the South West and £795 in Dorset.

# Amesbury, Bulford and Durrington Core Characteristics

2.22 This section introduces key population and housing characteristics for the Amesbury Study Area. Before looking at these characteristics and data, we briefly explain the Study Area geography in the following sub-section.

### **Defining the Amesbury Study Area Geography**

2.23 Appendix 1 provides greater detail on the various spatial levels of analysis and geographies used in the work however the Amesbury Study Area 'data' geography is set out in summary below.

<sup>&</sup>lt;sup>7</sup> Private Rental Market Summary Statistics in England, ONS



Scip Dury

Tighting

Tight

Figure 2.9: Amesbury Study Area Location Plan (MSOA Based)

Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

2.24 Four areas listed below at Figure 2.10 represent the statistical blocks that together comprise the Amesbury Study Area in this report. The four areas are called Middle Super Output Areas (MSOA) and are defined nationally by ONS.

Figure 2.10: MSOA Names and Identifier Codes, ONS

Code	MSOA no.	Geographic Identifier
E02006661	Wiltshire 045	Larkhill, Shrewton & Bulford Camp
E02006662	Wiltshire 046	Durrington & Bulford
E02006663	Wiltshire 048	Amesbury
E02006664	Wiltshire 049	Great Wishford, Woodford Valley & Porton

Source: ONS

2.25 It is possible to provide a finer grain and more detailed split for population data in particular using Lower Super Output Areas (LSOA). The relevant LSOA's are shown in Figure 2.11 and their names / codes described at Figure 2.12 below.



Solscourcy
Blain Training
Azea

Factor

Footbesses

Training
Azea

Footbesses

Figure 2.11: LSOA Coverage of Amesbury, Bulford and Durrington

Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences



Figure 2.12: LSOA Names and Identifier Codes, ONS

LSOA Name	Local LSOA Name
Wiltshire 045B	Bulford Camp (part)
Wiltshire 045C	Durrington - Larkhill Camp
Wiltshire 048B	Amesbury East - north central
Wiltshire 046B	Durrington - south
Wiltshire 048C	Amesbury East - south
Wiltshire 046A	Bulford Village
Wiltshire 048F	Amesbury West
Wiltshire 048E	Amesbury East - south central
Wiltshire 048A	Amesbury East - north
Wiltshire 046D	Durrington - north
Wiltshire 045D	Shrewton & Winterbourne Stoke
Wiltshire 048D	Amesbury East - Boscombe Down
Wiltshire 046C	Durrington - east
Wiltshire 045F	Bulford Camp (part), Figheldean & Milston / Tilshead & Orcheston
Wiltshire 049A	South Newton, Great Wishford, Durnford & Woodfords
Wiltshire 049D	Winterbournes
Wiltshire 049C	Newton Tony, Cholderton & Boscombe
Wiltshire 049B	Idmiston & Porton

- 2.26 For the Amesbury Study Area, the average population of each MSOA and LSOA is:
  - MSOA maximum population in 2011 of 15,000 people; and
  - LSOA maximum population in 2011 of 3,000 people.

## **Population: Overall and Change Over Time**

2.27 For the Amesbury Study Area and the four individual MSOAs, the 2011 - 2020 population change is set out below in Figure 2.13.



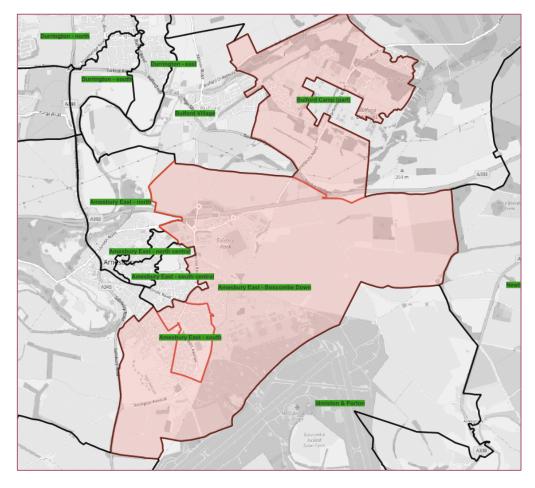
Figure 2.13: Population Change, Amesbury Study Area

	2011	2020	2011-20 Change	2011-20 % Change
Larkhill, Shrewton & Bulford Camps	9,802	11,295	1,493	15.2
Bulford and Durrington	5,944	6,420	476	8.0
Amesbury	10,810	12,605	1,795	16.6
Great Wishford, Woodford Valley & Porton	6,529	6,413	-116	-1.8
Amesbury Study Area Total	33,085	36,733	3,648	11.0
Wiltshire	474,319	504,070	29,751	6.3

- 2.28 The conclusion that can be drawn from Figure 2.13 is that there has been significantly higher population growth in the areas covering the Bulford and Larkhill camps and in Amesbury than the Wiltshire level of growth (+11% growth in the decade 2011 2020 compared to +6.3% respectively). Simply put, Amesbury's population has grown at more than 2.6x the rate of Wiltshire as a whole. Bulford and Durrington settlements have also grown at a higher rate (+8%) than Wiltshire.
- 2.29 Conversely the more rural MSOA, covering the Woodford Valley & Porton, to the south of Amesbury experienced a slight population decline over the 2011 -2020 period (-1.8% population).
- 2.30 It is possible to examine population changes in the area in more detail using the LSOA level geography. By narrowing the geographic focus, the majority of the 2011 - 2020 population change can be identified as being focused in three small areas:
  - Bulford Camp (Wiltshire 45B);
  - Amesbury East South (South Wiltshire 48C); and
  - Amesbury East Boscombe Down (Wiltshire 48D).
- 2.31 These areas, shown below in Figure 2.14, have witnessed an increase in population of +3,690, higher than the whole study area change of +3,648.



Figure 2.14: Amesbury Study Area Population Growth, 2011 - 2020 LSOA Area



Source: ONS LSOA Data. Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

- 2.32 At the LSOA data level and highlighted in Figure 2.15 below, it is noted that 11 of the 18 LSOA areas have lost population, most notably Shrewton and Winterbourne Stoke (45D) with a -8% (134 persons) decline from 2011 to 2020. This decline explains why the three highest growing areas had a larger overall increase than the Study Area as a whole.
- 2.33 In addition to the areas with the largest population growth, Bulford Village (46A) and Durrington North (46D) grew by +13.4% and 2/+4% respectively over the 2011 2020 period.



Figure 2.15: Amesbury Study Area, LSOA Population Change 2011 to 2020

LSOA	Local LSOA Name	2011	2020	2011-20 Change	% Change
Wiltshire 045B	Bulford Camp (part)	1,657	3,404	1,747	105.4
Wiltshire 045C	Durrington - Larkhill Camp	3,347	3,291	-56	-1.7
Wiltshire 045D	Shrewton & Winterbourne Stoke	1,599	1,465	-134	-8.4
Wiltshire 045F	Bulford Camp (part), Figheldean & Milston / Tilshead & Orcheston	3,199	3,135	-64	-2.0
Wiltshire 046A	Bulford Village	1,584	1,796	212	13.4
Wiltshire 046B	Durrington - south	1,400	1,385	-15	-1.1
Wiltshire 046C	Durrington - east	1,435	1,348	-87	-6.1
Wiltshire 046D	Durrington - north	1,525	1,891	366	24.0
Wiltshire 048A	Amesbury East - north	1,265	1,225	-40	-3.2
Wiltshire 048B	Amesbury East - north central	1,259	1,268	9	0.7
Wiltshire 048C	Amesbury East - south	1,436	2,141	705	49.1
Wiltshire 048D	Amesbury East - Boscombe Down	3,014	4,252	1,238	41.1
Wiltshire 048E	Amesbury East - south central	1,755	1,702	-53	-3.0
Wiltshire 048F	Amesbury West	2,081	2,017	-64	-3.1
Wiltshire 049A	South Newton, Great Wishford, Durnford & Woodfords	2,094	2,038	-56	-2.7
Wiltshire 049B	Idmiston & Porton	1,602	1,575	-27	-1.7
Wiltshire 049C	Newton Tony, Cholderton & Boscombe	1,422	1,363	-59	-4.1
Wiltshire 049D	Winterbournes	1,411	1,437	26	1.8
	Amesbury Study Area Total	33,085	36,733	3,648	11.0

Source: ONS Population Data

- 2.34 The population changes over the decade reflect very high levels of general housing growth focused on Amesbury, Bulford and Durrington and additional military accommodation situated at the existing bases.
- 2.35 We have examined the areas with the highest overall percentage growth since 2011 and Figure 2.16 below identifies the LSOA locations with significant population increases in the wider Wiltshire and Test Valley Borough areas. Review of these locations indicates that most of the population growth has arisen from greenfield development and urban extensions surrounding larger towns.



2.36 The level of population change in Amesbury East – Boscombe Down (048D) (+41.1%) is significant and indeed prominent when considering the surrounding wider area. Indeed it represents rates and quanta of growth similar to larger urban settlements including Andover and Salisbury (both of which have populations nearly four times larger than Amesbury).

Figure 2.16: Nearby Locations of Substantial of Population Growth

LSOA	Location	2020	Change 2011-20	% Change
Wiltshire 048D	Amesbury East - Boscombe Down	4,252	1,238	41.1
Wiltshire 016C	Calne Priestley – North East	1,637	478	41.2
Wiltshire 015A	Calne Abberd – North	2,329	740	46.6
Wiltshire 034A	Bishops Cannings & Etchilhampton	2,846	912	47.2
Wiltshire 048C	Amesbury East - South	2,141	705	49.1
Wiltshire 054E	Wilton North	2,079	709	51.8
Wiltshire 051A	Salisbury Bishopdown - North	2,665	1,060	66.0
Wiltshire 032D	Trowbridge Park - Green Lane	2,625	1,065	68.3
Wiltshire 007G	Wootton Bassett South - South East	2,585	1,050	68.4
Wiltshire 021E	Beanacre & Bowerhill (part)	3,978	1,656	71.3
Wiltshire 041H	Tidworth north east	2,981	1,307	78.1
Wiltshire 057B	Laverstock (part) & Clarendon Park	5,104	2,560	100.6
Wiltshire 045B	Bulford Camp (part)	3,404	1,747	105.4
Test Valley 013D	Edge of Southampton Romsey	3,835	2,104	121.5
Test Valley 003A	NE Andover	6,657	3,855	137.6
Wiltshire 003A	Purton East	3,543	2,193	162.4
Test Valley 003B	East of Andover	5,990	4,341	263.3

Source: ONS Population Estimates

2.37 As a cross-check to the above analysis, we have examined other published information prepared by ONS<sup>8</sup> concerning the growth of towns across England and Wales over the period 2009 – 2019. Over that period the town of

<sup>&</sup>lt;sup>8</sup> Analysis drawn from *Understanding Towns in England and Wales: Spatial Analysis*, ONS and covers population change from 2009-2019 across England and Wales.



Amesbury (using the Built Up Area boundary that fits tightly to the existing built up boundary of Amesbury)<sup>9</sup> had:

- the 8<sup>th</sup> highest population increase across 101 small towns in the South West region;
- the 17<sup>th</sup> highest population growth of 350 towns in the South East and South West regions;
- the 36<sup>th</sup> highest total population growth when considering all small towns (defined as being between 5,000 and 25,000 population) out of 748 such towns in England and Wales; and
- the 42<sup>nd</sup> highest population increase across all 1,186 defined English and Welsh towns.
- 2.38 Amesbury has by all published population measures experienced nationally significant levels of growth in the past decade and, as we go on to examine, this has been unsurprisingly driven by substantial new housing growth.
- 2.39 In addition to the population growth seen in Amesbury (which has been significant in comparison to other towns both regionally and nationally) there has also been substantial population growth evident in the wider Bulford and Durrington area.
- 2.40 Bulford Camp has had a recorded population increase of 1,747 people from 2011 - 2020 (105%), increasing from 1,657 to 3,404 population. The part of Durrington closest to Larkhill increased in population by 366 people (24%) in the same period, from 1,525 to 1,891.
- 2.41 The evidence at both the Wiltshire level (shown in Figure 2.4 above as the 'Special' category) and around Bulford and Durrington is that there have been significant population increases for local areas linked to the military rebasing programme.

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<sup>&</sup>lt;sup>9</sup> As defined by ONS using the Census measure of Built Up Area (BUA). Amesbury BUA map is set out in Appendix 1 of this report



2.42 Indeed, the *Army Basing Programme: Briefing for Wiltshire Council Partners*<sup>10</sup> (2016) set out that there was an expectation for an additional 671 Service Family Accommodation units to be provided at Larkhill and Bulford Camps linked to an increase of 6,659 service personnel and additional associated dependents. The army unit moves to Larkhill and Bulford were largely scheduled for 2019.

#### **Population: Structural Changes**

2.43 The impact of the armed forces and associated dependents on overall population growth can be highlighted by considering the change in age cohort population structure for the Amesbury Study Area and particularly looking at the high population growth LSOAs. The analysis is set out in Figure 2.17 below for the 2011 – 2020 period with the greatest levels of change indicated by darker red shading.

<sup>10</sup> Army Rebasing Programme: Briefing for Wiltshire Council Partners (2016): https://cms.wiltshire.gov.uk/documents/s122869/Army%20Rebasing%20update.pdf



Figure 2.17: Population Change by Age Cohort, Amesbury, Bulford and Durrington Areas, 2011 - 2020

2011-20					Amesbury	East -
Changes	Study Area	Bulford	Bulford	Durrington -	East -	Boscombe
	total	Camp (part)	Village	north	south	Down
All Ages	3,648	1,747	212	366	705	1,238
Age 0 - 4	537	646	78	44	-10	50
Aged 5-9	595	328	40	56	92	77
Aged 10-14	333	172	-9	30	48	115
Aged 15-19	-82	26	-38	-14	16	55
Aged 20-24	-246	-21	1	-6	3	29
Aged 25-29	90	146	5	10	21	74
Aged 30-34	600	216	57	45	103	87
Aged 35-39	322	134	24	45	84	94
Aged 40-44	-443	15	-15	4	31	6
Aged 45-49	-197	-4	-11	-1	54	72
Aged 50-54	145	32	14	25	90	94
Aged 55-59	569	14	24	3	63	143
Aged 60-64	266	7	-21	-2	13	102
Aged 65-69	229	7	5	39	36	83
Aged 70-74	420	8	37	59	29	46
Aged 75-79	240	1	20	11	14	26
Aged 80-84	111	14	-11	4	14	42
Aged 85+	159	6	12	14	4	43

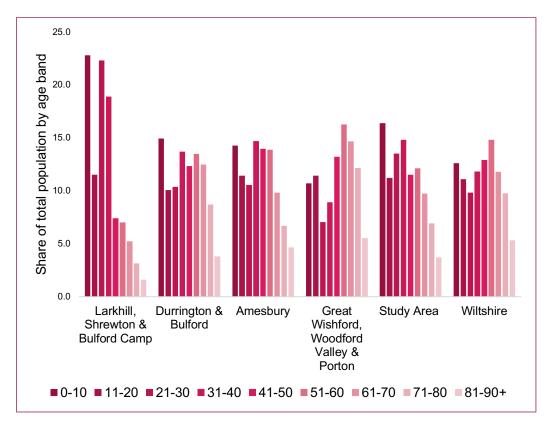
Source: ONS Population Data

- 2.44 The Bulford Camp and Durrington North LSOAs both show a population gain driven by younger ages (0 - 15 years and 25 – 39 years). In contrast the greatest population cohort increases in Amesbury are for older working age groups, particularly 30 – 59 years.
- 2.45 The Amesbury Study Area as a whole is characterised by a younger population than for Wiltshire as a whole as Figure 2.18 highlights.

<sup>\*</sup> Note the shading highlights the high and low values by column.



Figure 2.18: Age Profile 2020, Amesbury Study Area, MSOAs and Wiltshire



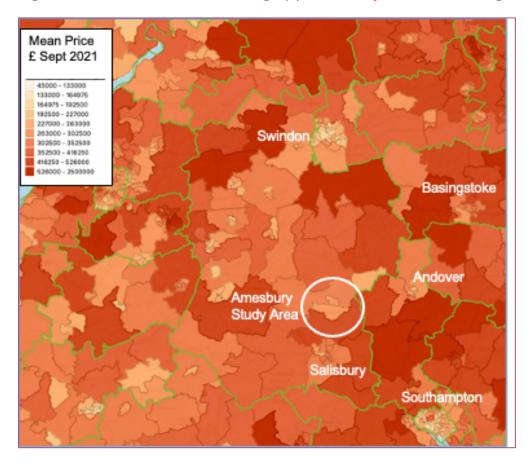
Source: ONS Population Data

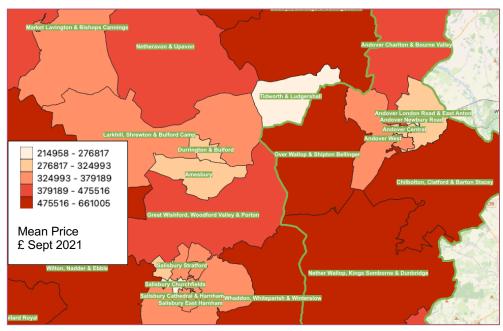
#### **House Prices and Rental Values**

- 2.46 Sales prices for housing are key indicators of the health and operation of the housing market and therefore are important considerations with respect to housing affordability, supply and settlement / community sustainability.
- 2.47 Figure 2.20 below provides two relative heat maps of the mean average housing sale prices across Wiltshire as a whole and then with greater detail for the Amesbury Study Area and its immediate surroundings.



Figure 2.20: Mean House Price Range (£), Amesbury and Surroundings





Source: ONS House Price Data. Constructed in QGIS by Understanding Data using OS and ONS data under respective licences



- 2.48 The mean average dwelling sale prices across Wiltshire for the year ending September 2021 was between £214,958 and £624,692.
- 2.49 More locally:
  - Durnford, Woodford & Porton mean average sales price was £465,300;
  - Larkhill and Bulford Camps and their wider rural hinterlands were on average £336,500;
  - Bulford and Durrington was £293,500 on average; and
  - Amesbury £283,800 on average.
- 2.50 There is a clear and unsurprising sales price pattern evident with the more rural areas (which tend to have a stock of larger, detached dwelling) typically being more expensive than the urban centres and larger villages.
- 2.51 Rental price data is not available for the Amesbury Study Area. There are currently nine properties advertised on Rightmove as available for rent within three miles of Amesbury, at prices that would appear to be higher than the respective Wiltshire averages. This is too small a sample to draw definitive conclusions from.
- 2.52 There were 562 house sales across the Amesbury Study Area in 2016, falling to 381 in 2020. Overall, from 2016 2020 (year to December) there were 2,234 house sales. 53% (1,190) were in Amesbury (MSOA/Parish), 425 (19%) in Bulford and Durrington, 373 (17%) in Durnford, Woodford and Porton, and 246 (11%) in the area surrounding Larkhill and Bulford camps.
- 2.53 Of these 2,234 sales, 427 were recorded as new sales (2016 2020), and 97% of these located in Amesbury.

#### **Housing: Affordability of Housing Stock**

2.54 It is also possible to consider the affordability of housing to purchase. ONS publish data for 2018 which shows the comparison between sales prices and net household income. This is divided by the type of dwelling and is not directly comparable with local authority level housing affordability ratios which use individual earnings data rather than household incomes. Nevertheless, the ONS data set out in Figure 2.21 provides a clear illustration of the relative



unaffordability for households to purchase in all parts of the Amesbury Study Area.

Figure 2.21: House Prices and Affordability 2021, Amesbury Study Area (MSOA Level)

	Larkhill, Shrewton & Bulford Camp	Durrington & Bulford	Amesbury	Great Wishford, Woodford Valley & Porton	Wiltshire Average	
House Prices (HP)	Wiltshire 045	Wiltshire 046	Wiltshire 048	Wiltshire 049		
All properties	296,000	236,500	262,500	353,000	269,851	
Detached	351,500	324,000	340,000	450,000	372,946	
Semi-Detached	278,000	225,000	248,500	296,750	272,439	
Terraced	204,250	209,975	235,000	:	258,586	
Flats/Maisonettes	:	:	150,000	:	206,956	
All properties HP Rank (62)	23	45	34	11		
	Wiltshire 045	Wiltshire 046	Wiltshire 048	Wiltshire 049		
Net annual household income (equivalised) before housing costs (£)	30,500	34,000	33,400	35,800	31,616	
Income Rank	48	14	24	4		
Affordability Ratio (AR)	Wiltshire 045	Wiltshire 046	Wiltshire 048	Wiltshire 049		
All Properties	9.70	6.96	7.86	9.86	8.08	
Detached	11.52	9.53	10.18	12.57	11.34	
Semi-Detached	9.11	6.62	7.44	8.29	8.20	
Terraced	6.70	6.18	7.04	:	7.59	
Flats/Maisonettes	:	:	4.49	:	5.97	
AR Rank	18	42	55	15		

Source: ONS Affordability data

2.55 Figure 2.21 clearly demonstrates the urban / rural divide in terms of sales prices and affordability. Affordability ratios are greater (showing that dwellings are less affordable) in the two mostly rural MSOAs (Great Wishford, Woodford Valley and Porton) than the Wiltshire equivalent; and conversely lower in Amesbury Bulford and Durrington than the Wiltshire average.



## **Economic and Employment Characteristics**

#### **Employment**

2.56 There were an estimated 14,200 persons in employment across the Amesbury Study Area as at 2019 according to ONS Business Register and Employment Survey (BRES). The breakdown and change over time for each of the MSOA's comprising the Amesbury Study Area are set out below in Figure 2.22 alongside the total for Wiltshire for comparison.

Figure 2.22: Employment in the Amesbury Study Area

		Wiltshire 045	Wiltshire 046	Wiltshire 048	Wiltshire 049		
		Larkhill & Bulford Camps	Bulford and Durrington	Amesbury	Durnford Woodford & Porton	Amesbury Study Area	Wiltshire
Employment	2015	2,500	700	5,000	5,000	13,200	204,000
	2019	2,500	700	5,000	6,000	14,200	214,000
	Change	0	0	0	1000	1,000	10,000
	%	0	0	0	20	7.6	4.9
FT employees	FT employees						
	2015	1,750	350	3,500	4,500	10,100	128,000
	2019	1,750	350	3,000	5,000	10,100	134,000
	Change	0	0	-500	500	0	6000
	%	0.0	0.0	-14.3	11.1	0.0	4.7
PT Employees							
	2015	700	350	1,750	800	3,600	69,000
	2019	900	300	1,750	1,250	4,200	73,000
	Change	200	-50	0	450	600	4000
	%	28.6	-14.3	0.0	56.3	16.7	5.8

Source: ONS, Business Register and Employment Survey data

- 2.57 There are several emerging issues from the analysis set out in Figure 2.22 above:
  - employment is concentrated in Amesbury and in the more rural MSOA containing Porton Down specifically;

<sup>\*</sup> Note: BRES data figures are rounded



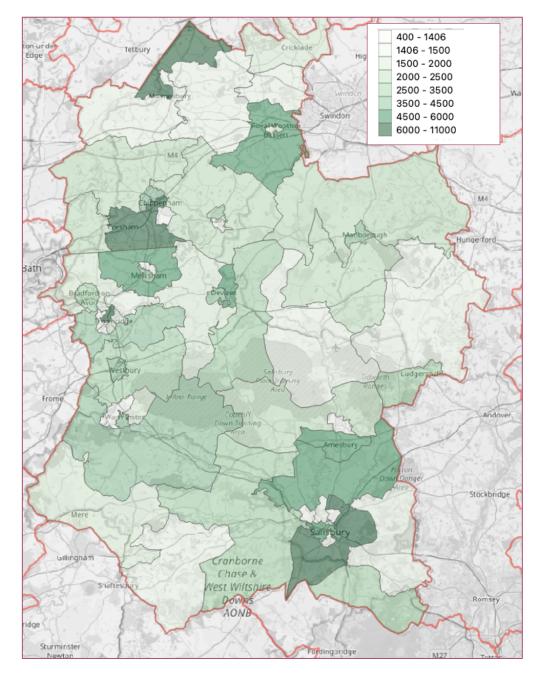
- employment in Amesbury has remained relatively constant in the period from 2015 to 2019<sup>11</sup>;
- there has been a large increase in Part Time employees in the 2015 –
   2019 period; and
- overall, employment in the Amesbury Study Area has grown above the Wiltshire average over the 2015 – 2019 period (+7.6% against 4.9% respectively).
- 2.58 Looking in greater detail, the distribution of employment across Wiltshire shows the significance of the employment offer in the Amesbury Study Area reflecting, in part, the strength of the employment opportunities generated by the military presence and professional, scientific and technical research in the area.

<sup>&</sup>lt;sup>11</sup> There are two issues to note. Firstly, data is presented for 2019 to avoid the interpretation of Covid-19 impacts in 2020 skewing any understanding (across Wiltshire employment fell by 8,000 from 2019 to 2020) although figures for the Amesbury Study Area show employment holding constant for this period.

Secondly, BRES data is provided in a rounded form. For values of between 2,500 and 4,999 rounding is to between the nearest 500 and 1,000. For values of 5,000 and over rounding is between 1,000 and 2,000. So for Amesbury increases in employment of 200 (5,000 to 5,200) would not appear. This data should therefore be treated with some caution until the 2021 Census data is available.



Figure 2.23: Employment Distribution across Wiltshire, Total Number of Jobs, 2020



Source: BRES data. Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

2.59 To understand the dynamics of both the local functional employment markets and housing markets that the Amesbury Study Area operates within, it is useful to consider both the type of jobs that are within the area, commuting patterns (although these are now dated, drawing from the 2011 Census) and the nature



of jobs within easy reach of the area. We look at each in turn in the following sub-sections.

#### Employment by Industrial Sector

2.60 Turning to jobs within the Amesbury Study Area, it is possible to examine employment by broad industrial activity category.

Figure 2.24: Employment by Broad Industrial Activity Group 2020<sup>12</sup>

	Larkhill, Shrewton & Bulford Camp	Durrington & Bulford	Amesbury	Great Wishford, Woodford Valley & Porton	Study Area	Wiltshire	England
1 : Agriculture, forestry & fishing (A)	15*	0	5*	25*	0	8,000	375,000
2 : Mining, quarrying & utilities (B,D and E)	0	0	35	0	35	2,000	303,000
3 : Manufacturing (C)	35	10	200	1,250	1,495	19,000	2,024,000
4 : Construction (F)	150	50	200	225	625	11,000	1,298,000
5 : Motor trades (Part G)	35	10	50	100	195	5,000	479,000
6 : Wholesale (Part G)	30	0	200	75	305	12,000	1,032,000
7 : Retail (Part G)	50	50	500	100	700	18,000	2,472,000
8 : Transport & storage (inc postal) (H)	75	15	150	15	255	7,000	1,380,000
9 : Accommodation & food services (I)	500	75	800	175	1,550	18,000	1,892,000
10 : Information & communication (J)	100	45	50	30	225	9,000	1,205,000
11 : Financial & insurance (K)	0	0	300	5	305	1,750	928,000
12 : Property (L)	200	10	40	40	290	5,000	532,000
13 : Professional, scientific & technical (M)	150	35	1,000	4,000	5,185	22,000	2,428,000
14 : Business administration & support							
services (N)	250	10	500	250	1,010	15,000	2,335,000
15 : Public administration & defence (O)	400	0	125	150	675	10,000	1,082,000
16 : Education (P)	400	300	250	125	1,075	18,000	2,319,000
17 : Health (Q)	50	75	800	100	1,025	24,000	3,438,000
18 : Arts, entertainment, recreation &							
other services (R,S,T and U)	150	50	75	100	375	7,000	1,151,000
Total	2,575	735	5,275	6,740	15,325	211,750	26,673,000

Source: ONS, Business Register and Employment Survey data

2.61 The Amesbury Study Area has some 23% of Wiltshire's total professional, scientific and technical employment, compared to a 7% share of total employment. Professional, Scientific and Technical Employment is also the largest industrial sector in employment terms within the Amesbury Study area, representing 33% of overall employment.

<sup>\*</sup> Note Largest employment sectors for each area highlighted.

<sup>&</sup>lt;sup>12</sup> These figures exclude farm agriculture (SIC subclass 01000).

The level of rounding applied varies by estimate. For further information on how rounding is applied see Nomis at: https://www.nomisweb.co.uk/articles/1103.aspx.



- 2.62 Other significant sectors include the accommodation, food and drink employment (1,550 jobs) and manufacturing sectors (1,495 jobs). The public administration and defence grouping is likely to record civilian defence employees.
- 2.63 The overall split of employment location between the Amesbury MSOA (Wiltshire 048) and the surrounding areas, including Great Wishford, Woodford Valley and Porton MSOA (Wiltshire 049) suggest a need for the Wiltshire Local Plan review to consider and balance employment opportunities and allocations for a wider area than just Amesbury town. This is an important consideration to ensure a sustainable pattern and balance of housing and jobs in future. As we go on to investigate in the following sub-section, the pattern of commuting flows for jobs located in Amesbury is different from those located in Porton or in Larkhill and Bulford, with the latter tending to draw employees in from a far wider catchment area.

### Travel to Work Commuting Flows

- 2.64 The 2011 Census identifies that there is net daily out-commuting from Wiltshire to surrounding areas and centres. For the Amesbury Study Area, the main in / out and net commuting flows are highlighted in Figure 2.25.
- 2.65 Typically between Census periods, commuting flow data (likely to be available in 2023/4) would show broadly similar patterns. The additional population growth within the study area, at higher rates than employment growth, may have led to some changes with greater outflows to neighbouring employment centres from the additional population living in the study area. However, the impact of the Covid pattern on working patterns and the fact that the Census did not seek to distinguish between people's 'permanent' commuting circumstances and those in place on Census day, means the 2021 data may provide more of a snapshot influenced by furlough and working at home, than both the previous, and returning, wider typical behaviours.



Figure 2.25: Selected Daily Commuting Flows, Amesbury Study Area, 2011 Census

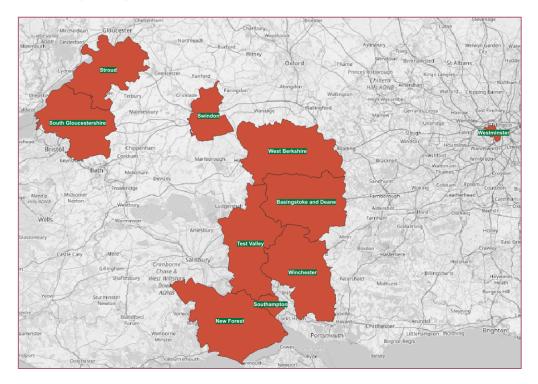
Area	Out Flow (to)	In-Flow (from)	Net Flow
Test Valley	1,121	648	473
Winchester	124	100	24
Basingstoke and Deane	119	114	5
Westminster, City of London	97	-	
Southampton	83	170	-87
Swindon	79	101	-22
West Berkshire	66	48	18
Stroud	58	8	50
New Forest	53	176	-123
South Gloucestershire	52	17	35
North Dorset	50	157	-107
Eastleigh	47	49	-2
Rushmoor	41	66	-25
South Somerset	36	95	-59
Bath and North East Somerset	31	38	-7
Hart	26	42	-16
East Dorset	25	110	-85
Bournemouth	22	65	-43
Fareham	17	58	-41
Mendip	10	50	-40
Poole	20	50	-30
Live and Work in Area	6,400	6,400	
Elsewhere in Wiltshire	5,071	5,418	

Source: 2011 Census Travel to Work Statistics

2.66 The strongest daily work commuting flows (in and out) are local movements within the Amesbury Study Area and then to other locations elsewhere in Wiltshire. The principal external commuting relationship is with the neighbouring Test Valley Borough to the east (likely to be to Andover). The main external commuting relationships are shown below in Figure 2.26.



Figure 2.26: Areas with the Greatest (50+) Out Commuting Flows from the Amesbury Study Area

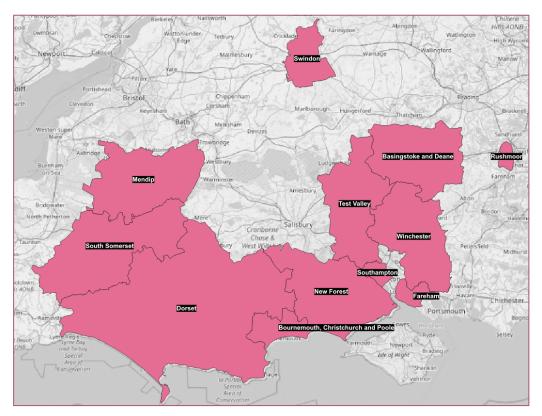


Source: 2011 Census Travel to Work Statistics. Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

- 2.67 It is useful to highlight the range and quantum of employment within a reasonable commuting distance. By considering the neighbouring authorities to Wiltshire (and including Southampton, Basingstoke and Winchester which while not adjacent have a strong commuting relationship with the Amesbury Study Area), there are currently some 1.7 million jobs across these locations.
- 2.68 Commuting inflows for work in the Amesbury Study Area are driven in part by the nature of employment on offer but also by the level of strategic road access offered by Amesbury's location adjacent to the A303 road.



Figure 2.27: Areas with the Greatest In-Commuting Flows to Amesbury Study Area



Source: 2011 Census Travel to Work Statistics. Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

- 2.69 Figure 2.27 shows that there are strong flows from of a number of neighbouring and nearby local authority areas into the Amesbury Study Area. This daily inflow likely reflects the specialist professional, technical and scientific employment on offer locally and the (at the time) emerging distribution and logistics employment at locations such as Solstice Park. Eight local authorities had over 100 residents each (1,576 in total) commuting to work within the Amesbury Study Area.
- 2.70 Figure 2.28 below identifies the distances travelled to work as part of the 2011 Census Travel to Work statistics data. For the Amesbury Study Area (and the constituent areas within it), the average distances travelled to work are between 17 and 21km (similar to the average distances travelled to work for Wiltshire as a whole 19km).



2.71 For Larkhill, Shrewton and Bulford Camp some 29% of work trips were of less than 2km. The situation is similar in Amesbury with 22% of commuting flows being less than 2km in distance. Conversely residents from Great Wishford, Woodford Valley and Porton characteristically travel further to work.

Figure 2.28: Proportion of Commuters by Distance Travelled (Km) and the Average Distance Travelled to Work, 2011 Census

Distance (Km)	Larkhill, Shrewton & Bulford Camp	Durrington & Bulford	Amesbury	Great Wishford, Woodford Valley & Porton	Amesbury Study Area	Wiltshire	England
< 2km	29.4%	11.3%	22.5%	8.1%	20.0%	19.4%	16.6%
2km - 5km	3.9%	18.6%	7.7%	8.1%	8.5%	10.7%	18.4%
5km - 10km	11.4%	10.3%	11.1%	28.0%	14.2%	13.0%	17.3%
10km - 20km	17.9%	26.7%	27.5%	13.2%	21.7%	16.0%	15.3%
20km - 30km	4.5%	4.8%	5.0%	4.3%	4.7%	6.9%	5.7%
30km - 40km	2.1%	2.9%	3.3%	3.9%	2.9%	4.4%	2.6%
40km - 60km	2.6%	3.0%	3.9%	4.6%	3.5%	3.1%	2.3%
60km +	4.8%	5.9%	5.2%	5.7%	5.3%	5.0%	3.1%
Work mainly at or from home	17.1%	8.6%	7.3%	15.9%	12.2%	13.7%	10.3%
Other	6.3%	7.8%	6.5%	8.3%	7.0%	7.9%	8.5%
Average Distance	16.9	20.1	17.5	21.3		18.9	14.9

Source: 2011 Census Travel to Work, Table 2



### **Other Characteristics of the Housing Stock**

- 2.72 Typically key statistics from the latest Census would provide a rich fabric of local level and granular housing stock data.
- 2.73 Publication of the 2021 Census data is awaited at the time of writing and the 2011 Census data is now aged. Only limited weight and reliance can realistically be placed on the 2011 data until the 2021 Census confirms either, that key characteristics and patterns have not changed, or shows that the substantial recent population and household changes experienced in the Amesbury Study Area have significantly altered housing stock characteristics.
- 2.74 We have however highlighted the key housing stock characteristics for the Amesbury Study Area from the 2011 Census and summarise the main conclusions that can be drawn from this analysis as follows drawing on data set out in Figure 2.29 below:
  - across the whole Amesbury Study Area, the stock size profile is oriented towards detached, semi-detached and some terraced stock (some 90% of the total stock) with a predominance of two and three bedroom accommodation (some 72% of total stock) with a particular focus in Bulford and Durrington;
  - 56% of all properties in Great Wishford, Woodford Valley and Porton were detached stock; a particularly high level of this type of stock compared with the Study Area or Wiltshire as a whole;
  - high levels of private rented stock are found in Larkhill, Shrewton &
    Bulford Camp MSOA (48% of total stock), with associated lower levels of
    owner occupancy evident, other than in the more rural areas of Great
    Wishford, Woodford Valley & Porton MSOA (15%) and Durrington and
    Bulford (14%);
  - 46% of the private rented accommodation in Larkhill, Shrewton and Bulford camp is housing provided by an employer (presumably accommodation connected to the military);



- the area covering the main military bases had higher shares of unoccupied dwellings and single person households than elsewhere in the Amesbury Study Area; and
- single person family households in the Amesbury Study Area (21%) were below the levels found across Wiltshire as a whole (26%) and for England (30%). Single family households also formed a lower proportion of housing stock characteristics in the Amesbury Study Area (74%) compared with Wiltshire (68%) indicating a good general fit of stock to household needs.



Figure 2.29: Summary of Key Housing Stock Characteristics from 2011 Census

	Larkhill, Shrewton & Bulford Camp	Durrington & Bulford	Amesbury	Great Wishford, Woodford Valley & Porton	Amesbury Study Area	Wiltshire	England
1 bedroom	3.2	4.3	5.7	2.1	4.1	7.3	11.8
2 bedrooms	25.1	19.8	29.3	19.4	24.3	24.7	27.9
3 bedrooms	47.0	57.2	44.8	48.0	48.4	41.2	41.2
4 bedrooms	19.2	15.3	17.0	21.7	18.2	20.2	14.4
5 or more bedrooms	5.4	3.4	3.0	8.7	4.9	6.5	4.6
Owned: Total	20 5	66.0	F0.0	71.6	<b>50.0</b>	67.5	62.2
Owned: Total	38.5	66.8	59.8	71.6	58.9	67.5	63.3
Social rented: Total	11.9	17.7	20.2	9.8	15.5	14.7	17.7
Private rented: Total	47.8	14.1	17.0	15.7	23.2	15.4	16.8
Private rented: Private landlord or letting agency	19.1	64.3	71.5	71.4	45.7	76.4	91.5
Private rented: Employer of a household member	46.2	18.0	15.5	16.2	30.5	11.0	1.5
Private rented: Relative or friend of household member	2.0	5.1	5.8	4.7	4.7	6.8	5.9
Private rented: Other	34.4	14.4	8.9	9.0	21.7	7.4	1.6
One person household	15.3	22.8	24.0	21.7	21.2	26.7	30.2
One family only	80.7	71.8	69.8	73.1	73.5	68.1	61.8
Other household types	4.0	5.4	6.2	5.2	5.3	5.2	8.0

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	Larkhill, Shrewton & Bulford Camp	Durrington & Bulford	Amesbury	Great Wishford, Woodford Valley & Porton	Amesbury Study Area	Wiltshire	England
Household spaces with at least one usual resident	90.3	97.7	96.2	96.0	95.0	96.1	95.7
Household spaces with no usual residents	9.7	2.3	3.8	4.0	5.0	3.9	4.3
Detached	29.5	28.7	25.1	56.5	33.7	35.1	22.3
Semi-detached	32.2	44.1	37.8	29.1	35.7	31.0	30.7
Terraced	29.2	21.6	24.4	10.6	22.0	21.9	24.5
Purpose-built block of flats or tenement	6.0	3.8	6.8	2.0	5.0	8.7	16.7
Part of a converted or shared house (including bed-sits)	0.9	0.5	0.7	0.5	0.7	1.8	4.3
Flat In a commercial building	0.7	0.4	0.9	0.4	0.6	0.9	1.1
Caravan or other mobile or temporary structure	1.5	0.9	4.3	1.1	2.3	0.7	0.4

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## Other Places of Interest – Tidworth, Wilton and Salisbury

2.75 We set out later in Section 4 information concerning housing completions and commitments for areas neighbouring Amesbury including Tidworth, Wilton and Salisbury. Prior to looking at housing delivery in those wider areas, we highlight below some brief context describing the demographic changes and characteristics of these settlements.

#### **Tidworth**

- 2.76 Tidworth and neighbouring Ludgershall from the principal parts of the Tidworth Community Area defined in the Wiltshire Core Strategy.
- 2.77 In the Wiltshire Local Plan: Emerging Spatial Strategy both Tidworth and Ludgershall are identified as Market Towns in the settlement hierarchy (unlike the situation in Amesbury, Bulford and Durrington).
- 2.78 The Tidworth Community Area was part of the East Wiltshire Housing Market Area in the Core Strategy and it is noted that, in the emerging Local Plan the Tidworth area has been combined into the extensive Salisbury HMA.
- 2.79 Tidworth had a population of 12,417 in 2020, this represented 23.8% growth since 2011 (an additional 2,394 people). Ludgershall had a population of 6,948 persons in 2020. This was an increase since 2011 of 13.5% or 828 people. As we note later in the report, Tidworth and Ludgershall have witnessed a significant level of new housing growth in the period from 2011 which is unsurprisingly the drive behind the substantial increases in population in the past decade.
- 2.80 Tidworth and Ludgershall are closely related but physically separate settlements. There are military facilities in close proximity to both Tidworth and Ludgershall.

#### Wilton

2.81 Wilton grew by 724 people from 2011 - 2020, an increase of 20%, from 3,584 to 4,307 persons in total.



- 2.82 The driver for population growth in Wilton has largely been through the residential re-development of the former Army Land Forces Headquarters and Erskine Barracks to the north of the A36 on the north-eastern edge of Wilton which closed in 2010. Most of the re-development of the site was undertaken from 2015 onwards.
- 2.83 Wilton forms part of the Salisbury HMA area and is increasingly connected in physical and functional terms with Salisbury itself, not least due to the construction of the Wilton Park & Ride facilities which serve Salisbury City Centre.

## **Salisbury**

- 2.84 Salisbury has grown by 4,132 people over the decade from 2011 2020, an increase of 8.5%, and from 48,386 to 52,518 population in total.
- 2.85 The geography of the City is quite complex in terms of the location of recent growth, historic boundaries and neighbouring communities. Indeed, much of the City's recent growth has been driven by new residential development outside of the Salisbury historic parish boundary in neighbouring Laverstock Parish, which saw growth of 3,449 people (2011 2019), representing a 62% increase in population in that area. This growth largely been focused in new housing built in the last decade around the Old Sarum Airfield area (including at Longhedge); at Adlam Way, Bemerton Heath adjacent to the A360 and north-west of the City Centre; and Woodberry Yard off the Downton Road to the south-east of the City.
- 2.86 Salisbury as befits a settlement of its size and status has a considerable level of employment, with 31,000 jobs within the City in 2020.

## **Summary Findings and Conclusions**

## Wiltshire - Population and Economy

a) Wiltshire at 26.4% has seen higher population growth than Hampshire 17.9%, West Berkshire 14.2% and Oxfordshire 20%;



- b) Wiltshire's population growth has been evidently impacted by Armed
   Forces relocation of personnel and families, notably in 2013 2014, 2014
   2015, 2016 2017 and in 2019 2020;
- c) the economy of Wiltshire has seen slower growth than the wider South West region and for England overall in the 2011 – 2019 period with productivity lagging behind the South West average and is significantly lower than England as a whole;
- d) earnings data shows that Wiltshire has higher residence based earnings than the South West but lower than England and lower workplace earnings than the South West and England;
- e) the 2011 Census shows a daily outflow of workers from Wiltshire as 56,532 workers per day, a net outflow of 16,322, and alongside the greater range and type of jobs available in neighbouring or areas within acceptable commuting distances, data suggests jobs outside of Wiltshire are typically better paying.

## **Amesbury Study Area – Population and Economy**

- f) there has been significantly higher population growth across the Amesbury Study Area for Wiltshire as a whole (+11% growth for the Amesbury Study Area over the decade 2011 2020, compared to +6.3% for Wiltshire). Amesbury's population has grown at more than 2.6x the rate of Wiltshire as a whole;
- g) Bulford and Durrington settlements have also grown at a higher rate (+8%) than Wiltshire. The rural area to the north of Bulford and Durrington and containing Larkhill & Bulford Camps and Shrewton has grown at 15.2% in the period 2011 – 2020;
- the Amesbury Study Area grew by 3,648 people overall. Within the area however some locations witnessed low growth or a slight decline in population when population change data is examined at a finer scale.
   There were three smaller areas that contained very high levels of growth:
  - Bulford Camp (Wiltshire 45B) + 1,747 (105.4%)



- o Amesbury East South (South Wiltshire 48C) +705 (49.1%); and
- Amesbury East Boscombe Down (Wiltshire 48D) +1,238
   (41.1%).
- these areas have witnessed an increase in population of +3,690, higher than the whole Amesbury Study Area's change of +3,648 (due to slight population decreases in some other places within the Study Area).
   Population growth at this scale matches levels found for large urban extensions for larger cities and urban areas;
- j) even when focusing on just the Built Up Area of the <u>town</u> of Amesbury, growth has been regionally and nationally significant:
  - the 8th highest population increase across 101 small towns in the South West region;
  - the 17th highest population growth of 350 towns in the South East and South West regions; and
  - the 36th highest total population growth when considering small towns (between 5,000 and 25,000 population) out of 748 such towns;
- k) the Amesbury Study Area is characterised by a younger population than for Wiltshire as a whole, driven by a much younger population resident in the Larkhill, Shrewton and Bulford Camp area;
- employment is concentrated in Amesbury and in the more rural MSOA containing Porton Down and the level has remained relatively constant in the period from 2015 to 2019;
- m) the Amesbury Study Area has some 23% of Wiltshire's total professional, scientific and technical employment, compared to a 7% share of total employment. Professional, Scientific and Technical Employment is also the largest industrial sector in employment terms within the Amesbury Study area, representing 33% of overall employment;
- n) the strongest daily work commuting flows (in and out) are local movements within the Amesbury Study Area and then to other locations elsewhere in Wiltshire. The principal external commuting



- relationship is with the neighbouring Test Valley Borough to the east (likely to be to Andover);
- this daily in-flow likely reflects the specialist professional, technical and scientific employment on offer locally. Eight local authorities had over 100 residents each (1,576 in total) commuting to work within the Amesbury Study Area.

#### **Amesbury Study Area – Housing Market Characteristics**

- p) average house prices reflect a range across the Amesbury Study Area:
  - Durnford, Woodford & Porton mean average house sales price was £465,300;
  - Larkhill and Bulford Camps and their wider rural hinterlands were on average £336,500;
  - o Bulford and Durrington was £293,500 on average; and
  - Amesbury £283,800 on average.
- q) there is a clear and unsurprising sales price pattern evident with the more rural areas (which tend to have a stock of larger, detached dwelling) typically being more expensive than the urban centres and larger villages;
- r) across the Amesbury Study Area the housing stock size profile is oriented towards detached, semi-detached and some terraced stock (some 90% of the total stock) with a predominance of two and three bedroom accommodation (some 72% of total stock) with a particular focus in Bulford and Durrington;
- s) 56% of all properties in Great Wishford, Woodford Valley and Porton were detached stock; a particularly high level of this type of stock compared with the Study Area or Wiltshire as a whole;
- t) there are high levels of private rented stock found in Larkhill, Shrewton & Bulford Camp MSOA (48% of total stock), with associated lower levels of owner occupancy evident, other than in the more rural



- areas of Great Wishford, Woodford Valley & Porton MSOA (15%) and Durrington and Bulford (14%);
- u) 46% of the private rented accommodation in Larkhill, Shrewton and Bulford Camp is housing provided by an employer (accommodation connected to the military); and
- v) the area covering the main military bases had higher shares of unoccupied dwellings and single person households than elsewhere in the Amesbury Study Area.



# 3. Existing and Future Housing Needs

## Introduction

3.1 This section examines the evidence of existing housing (market and affordable) demand and trends in Wiltshire and for the Amesbury area as set out in recent published data, reports and studies and these are summarised in the sections below.

## **Existing Housing Needs**

#### Wiltshire Area

- 3.2 To support the preparation of the Local Plan, various housing requirements and needs evidence reports were prepared by Wiltshire Council over the past decade that provide a substantial analysis of the housing market covering all of Wiltshire.
- 3.3 The existing *Wiltshire Core Strategy* (2015) identified a total housing requirement of **42,000** dwellings in the period 2006 2026. The *Sites and Housing Allocations DPD* adopted in 2020 reaffirmed this total, and set out the level of existing housing needs to still be accommodated, as a minimum of 2,445 dwellings across the three Housing Market Areas once completions and developable commitments were taken into account.

## **Amesbury Study Area**

3.4 There is no existing housing needs evidence for the Amesbury Study area. The various SHMA studies and updated undertaken by Wiltshire Council including for the Salisbury HMA do not provide a granular, locally derived or parish level housing needs assessment.



- 3.5 Across the Amesbury Study Area there are two made Neighbourhood Plans, for Idmiston<sup>13</sup> (made in April 2017) and for The Winterbournes<sup>14</sup> (made in May 2021).
- 3.6 There was a housing needs survey carried out in 2014 for Idmiston, which identified 12 qualifying households at that time (in need of affordable housing and a further five households with local connections who were on the Wiltshire Council Housing Register). The made Plan then allocated some 32 dwellings over the period to 2026. It is noted that those dwellings formed part of the contribution towards the rural part of the Amesbury Community Area's total housing requirement for 2006 2026.
- 3.7 In The Winterbournes Neighbourhood Plan, a Parish Housing Needs Survey published (January 2016) identified the need for nine affordable homes. The 'made' Plan confirmed proposed housing allocations for 15 dwellings on two sites in the period 2019 2026. Again the 15 dwellings formed part of the contribution towards the rural part of the Amesbury Community Area's total housing requirement rather than additional housing provision on top of that.
- 3.8 Amesbury Parish<sup>15</sup> has investigated undertaking a Neighbourhood Plan and, as at June 2021, there were indications that locally-led work on the production of a Neighbourhood Plan were to recommence. At the time of writing however there has not been progression to publication of a draft Plan.
- 3.9 We therefore conclude that although there are two extant Neighbourhood Plans relevant to the Amesbury Study Area, Wiltshire Council has not prepared detailed, up-to-date local housing needs evidence to support the creation of those plans (which paragraphs 66 and 67 of the NPPF indicates should be undertaken) and therefore the Neighbourhood Plans proposals for housing are based on making a broad (and not wholly evidenced) contribution of housing

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<sup>&</sup>lt;sup>13</sup> https://www.wiltshire.gov.uk/media/568/ldmiston-Parish-Council-Neighbourhood-Plan/pdf/sppnp-made-idmiston-2017-april.pdf?m=637102877467000000

<sup>&</sup>lt;sup>14</sup> https://www.wiltshire.gov.uk/media/6640/The-Winterbournes-Neighbourhood-Plan-2019-2026/pdf/The\_Winterbournes\_Neighbourhood\_Plan\_2019-2026\_Made\_-May 2021.pdf?m=637571842653470000

<sup>15</sup> https://www.facebook.com/AmesburyNeighbourhoodPlan/



land supply towards the total 345 dwelling requirement for the rural part of the Amesbury Community Area established in the Core Strategy.

## **Future Housing Needs**

#### **Wiltshire**

- 3.10 Wiltshire Council together with Swindon Borough Council published a Strategic Housing Market Assessment<sup>16</sup> (SHMA) covering the areas of Wiltshire and Swindon in 2017.
- 3.11 For Wiltshire as a whole (excluding Swindon), the SHMA identified an Objectively Assessed Housing Need (OAHN) totalling **43,247** new dwellings (2,162 dpa) over the twenty year period 2016 2036.
- 3.12 More recent work<sup>17</sup> undertaken in 2019 to inform the emerging Wiltshire Local Plan Review has re-examined and updated the likely future housing needs of the area using the Government's standard method of calculating Local Housing Needs (LHN) in accordance with the National Planning Practice Guidance<sup>18</sup>.
- 3.13 This latest work sets out a published calculation of LHN which indicates a total Wiltshire LHN of **40,840** dwellings (equating to 2,042 dpa).

## Salisbury Housing Market Area

- 3.14 The SHMA work in 2017 in *Volume One: Defining the Housing Market Area* report set out to affirm the extent of the Housing Market Areas in Wiltshire and a copy of the relevant plan is set out below at Figure 3.1.
- 3.15 Using the sub-market geography, the SHMA did identify likely future housing needs for the Salisbury Housing Market Area, which includes Amesbury,

<sup>&</sup>lt;sup>16</sup> Swindon & Wiltshire Strategic Housing Market Assessment Report of Findings, prepared by consultants ORS (March 2017)

<sup>&</sup>lt;sup>17</sup> Published in 2019 by consultants ORS (2019) *Swindon Borough Council & Wiltshire Council Local Housing Needs Assessment: Report of Findings*, April 2019

<sup>&</sup>lt;sup>18</sup> The standard method LHN method has superseded the former OAHN approach previously used in the Wiltshire Core Strategy



- Bulford and Durrington as well as very extensive areas to the west and south of Salisbury (coloured yellow in Figure 3.1).
- 3.16 The SHMA did not however produce specific housing needs figures for individual settlements or parish areas such as Amesbury, Bulford or Durrington. It did not therefore supply an evidence base as to the potential needs for new housing at the local level in accordance with the NPPF at paragraphs 66 and 67.

Figure 3.1: Wiltshire, Swindon and Adjacent Functional Housing Market Areas



Source: Extracted from Figure 26 – Functional Housing Market Areas with Local Authority Boundaries – Swindon and Wiltshire SHMA, ORS 2017

3.17 The 2017 SHMA concluded that the full OAHN in the Salisbury HMA area for the 2016 - 2036 period was 8,054 dwellings. This was constituted from a demographic baseline of 6,772 dwellings and an upward adjustment to balance



future housing with jobs and workers (+1,282 dwellings). An additional upward adjustment to respond to housing market signals (such as unaffordability and prices) was also examined (+886 dwellings) although this was not ultimately applied as the upward adjustment made for economic growth was already greater.

- 3.18 With respect to military family dwellings, Table 86 of the SHMA confirmed the development of some 671 Service Family Accommodation dwellings to be provided at Bulford and Larkhill camps and constructed via the Ministry of Defence and this was included within the OAHN figure for the Salisbury HMA.
- 3.19 The updated LHN calculation for Wiltshire prepared in 2019 provides a submarket housing area breakdown of the total housing need for Wiltshire. The Housing Market Areas geography in Wiltshire was updated as Figure 3.2 below shows. For Salisbury HMA (an enlarged area from that set out in the 2017 SHMA), the total Local Housing Need is stated to be in a range of **10,472 12,229** dwellings over the period 2016 2036<sup>19</sup>.

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<sup>&</sup>lt;sup>19</sup> See Figure 6, Wiltshire Local Housing Needs Assessment, 2019, ORS. To note ORS set out a range of different Local Housing Needs scenarios to derive the range given



Malmesbury Vootto Calne Marlborough Corsham Devizes Tirowbridge Tidworth Wilton Southern Wiltshire Community Areas Chippenham HMA Salisbury HMA Swindon HMA Trowbridge HMA © Crown Copyright and database rights 2019 Ordnance Survey 100049050

Figure 3.2: Current Housing Market Areas, Wiltshire, 2021

Source: Extract from Wiltshire Local Plan: Emerging Spatial Strategy

- 3.20 There is no published LHN figure or disaggregation of future housing need published for individual settlements or areas such as Amesbury, Bulford and Durrington.
- 3.21 There does not appear to be any specific connection between the housing needs analysis and future housing supply analysis at the local level for Amesbury or surrounding areas.

## **Local Housing Needs Assessment – Updated Standard Method**

3.22 As part of our analysis we have prepared an updated Local Housing Needs calculation using the Government's prescribed Standard Method and with the



latest available affordability data as at Q2 2022 in order to bring the calculation up to date.

3.23 The results of our own updated Wiltshire LHN calculation are set out in Figure 3.3 below using the latest Standard Method and affordability data (April 2022). This shows a total need of 40,820 dwellings (2,041 dpa) for all of Wiltshire, essentially the same total as previously identified by the Wiltshire LHN assessment undertaken for Wiltshire Council by ORS in 2019.

## **Summary of Market of Housing Needs Evidence**

3.24 Drawing the above together, Figure 3.3 provides a summary of the housing needs identified in each of the published evidence base reports.

Figure 3.3: Summary of Wiltshire Housing Needs (OAHN / LHN), Total and Dwellings Per Annum (DPA)

Source	Date	Wiltshire	Salisbury HMA		
Swindon & Wiltshire SHMA Total Housing	2017	43,247 <sup>21</sup>	8,054 <sup>22</sup>		
Need <sup>20</sup>		(2,162 dpa)	(403 dpa)		
Swindon and	2019	40,840 – 45,360	10,472 – 12,229		
Wiltshire Local		(2,042 /2281.5	(524 - 611 dpa) <sup>23</sup>		
Housing Need		dpa)			
Update, Figure 6					

<sup>&</sup>lt;sup>20</sup> 2017 SHMA, Figure 69

<sup>&</sup>lt;sup>21</sup> This is also presented in the 2017 SHMA as 44,000 (rounded) or 2,200 dpa

<sup>&</sup>lt;sup>22</sup> This is also expressed as 8,250 in the 2017 SHMA by ORS

<sup>&</sup>lt;sup>23</sup> In the Wiltshire Local Housing Need Assessment 2019 (Figures 6 and 7) a Wiltshire / HMA LHN split is set out by the consultants ORS. This is a distribution of the total Wiltshire LHN over the relevant HMA areas and does not follow the Standard Method approach for each HMA separately. The two options represent 5 and 10 year migration trends to inform distribution



Source	Date	Wiltshire	Salisbury HMA
Wiltshire Local Plan Review: Emerging Spatial Strategy, 2021	2021	40,835 - 45,630 (minimum and higher levels <sup>24</sup> )	10,470 – 10,975 (523 - 549 dpa)
CCL / UDL Calculated Local Housing Need <sup>25</sup>	2022	40,820 <sup>26</sup> (2,041 dpa)	-

Source: extracted from Swindon and Wiltshire SHMA (2017) and Swindon and Wiltshire Local Housing Need Update (2019)

## **Summary Findings and Conclusions**

#### **Wiltshire**

- a) the Wiltshire Core Strategy (2015) identified a total housing requirement of **42,000** dwellings in the period 2006 2026. The Sites and Housing Allocations DPD adopted in 2020 reaffirmed this total and set out the level of existing housing needs to still be accommodated, as a minimum of 2,445 dwellings across the three Housing Market Areas once completions and developable commitments were taken into account;
- b) Wiltshire Council together with Swindon Borough Council published a SHMA in 2017. The SHMA identified an Objectively Assessed Housing Need totalling **43,247** new dwellings (2,162 dpa) over the twenty year period 2016 2036;
- c) the latest evidence of Local Housing Need for Wiltshire (SHMA 2019) is **40,840** dwellings (equating to 2,042 dpa) over the period 2016 2036;
- d) the LHN calculation for Wiltshire also provides a sub-market housing area breakdown of the total housing need to the HMA level (not to individual settlements or small areas). For Salisbury HMA (which includes

<sup>&</sup>lt;sup>24</sup> Wiltshire Local Plan Review Consultation: Emerging Spatial Strategy, 2021, paragraph 2.17

<sup>&</sup>lt;sup>25</sup> Using the latest method and 2021 Affordability ratios published on 23<sup>rd</sup> April 2022

<sup>&</sup>lt;sup>26</sup> Annual figure applied to 20 year total



- Amesbury) the total LHN is stated to be in the range **10,472 12,229** dwellings over the 2016 2036 period by ORS (SHMA 2019) and 10,470-10,975 in the Local Plan Review: Emerging Spatial Strategy, 2021;
- e) we have prepared an updated LHN calculation using the Government's prescribed Standard Method and with the latest available affordability data as at Q2 2022. This confirms a need of **40,820** dwellings (2,041 dpa) for Wiltshire; practically the same as the LHN calculation prepared in 2019 by the Council's consultants.

## **Amesbury Study Area**

- f) there is no existing housing needs evidence for the Amesbury Study area. The various SHMA studies and updated undertaken by Wiltshire Council including for the Salisbury HMA do not provide a granular, locally derived or parish level housing needs assessment;
- g) there is no published LHN figure or disaggregation published for individual settlements or areas such as Amesbury, Bulford and Durrington;
- h) there does not appear to be any specific connection between the housing needs analysis and future housing supply analysis at the local level.

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# 4. Existing and Future Housing Supply

## Introduction

4.1 This Section examines the existing and future supply (committed and allocated pipeline) of housing in Wiltshire and in the Amesbury area. It is important to understand the supply-side dynamics as they reflect the scale and timing of new housing growth in recent years.

## **Housing Supply Completions**

#### Wiltshire

- 4.2 Wiltshire has had an additional 23,267 dwellings completed at an annual average of 2,115 dpa according to Wiltshire Council's Housing Supply Statements over the period 2012 to 2021<sup>27</sup>. Figure 4.1 below shows the trends in housing completions for Wiltshire over the decade from 2011.
- 4.3 Completions peaked in 2019 at 2,699 net new dwellings with a reduced level of completions in 2020 2021 (unsurprisingly affected by the Covid-19 pandemic and lockdowns affecting both planning decision-making and construction activity for an extended period).
- 4.4 Council Tax data identifies that the total housing stock in Wiltshire increased by 23,060 dwellings over the decade from 2011 to 2021. There is a strong degree of consistency at this level of analysis between housing completions and Council Tax stock data.

<sup>&</sup>lt;sup>27</sup> Data is included for the Core Strategy period. Completions are set out from 2006 to 2021. It should be noted however that completions data is not set out for each individual year but by way of a cumulative rolling total and therefore completions in individual years have to be manually calculated from the cumulative rolling total. There is also no detail published for the breakdown of housing completions in the 2006 – 2011 period.



2690 2699 2428 1779 1725 1746 1746 1746 2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021

Figure 4.1: Total Net Housing Completions, Wiltshire, 2011 - 2021

Source: Wiltshire Council Authority Monitoring

## **Amesbury Study Area**

- 4.5 While the 2021 Census (results are expected later in 2022 and 2023) will give a more detailed breakdown of the housing stock of the Amesbury Study Area and its constituent parts, it is possible to build a picture of the changes to overall housing stock.
- 4.6 There are two main sources for this. The first is to set out the housing completions data published by Wiltshire Council. This breaks the Amesbury Community Area into two parts:
  - Amesbury, Bulford and Durrington settlements; and
  - Amesbury remainder which includes an extended surrounding area (see Appendix 1 to this report which offers greater detail on the extent of the Amesbury Community Area).
- 4.7 Although Wiltshire Council do not publish LSOA / MSOA or Parish specific data, due to the large scale of some of the completed housing developments it is possible to broadly align housing completions to the areas highlighted earlier



as having seen considerable population growth. It is also possible to consider housing supply changes through published Council Tax statistics which are available at LSOA / MSOA level for the area.

- 4.8 In April 2022 Wiltshire Council published an updated *Housing Supply Statement*<sup>28</sup>. The information that follows in Figure 4.2 is sourced from this document and from previous versions.
- 4.9 Due to the way the data is presented, two derivations are made from the source data. To present data as an annual total, the running period totals are compared, for example 2006 2018 and 2006 2017. The latest Housing Supply Statement covers two years data (due to Covid-19 effects in 2020 preventing the Council from publishing a Housing Supply Statement that year). The local area information presented here for 2019/20 and 2020/21 is therefore calculated in line with the Wiltshire percentage split for total completions over the same periods.
- 4.10 For context, data is also set out for Salisbury and Wilton community area and Southern Wiltshire Community Area, the South Wiltshire HMA and for Wiltshire as a whole.
- 4.11 It is important to note that, while there are published housing completions data for Wiltshire as a whole pre 2013, for the Community Areas completions data was not published in a detailed table form for 2011, 2012 or 2013.

....po.,,, .......

<sup>&</sup>lt;sup>28</sup> https://www.wiltshire.gov.uk/planning-policy-monitoring-evidence



Figure 4.2: Housing Completions Per Annum, Wiltshire and Sub Community Areas, 2013 - 2021

	Wiltshire	Salisbury	Wilton	Wilton Rem.	Salisbury & Wilton CA	South Wiltshire	Amesbury CA	Amesbury, Bulford and Durrington	Amesbury CA Rem.	Tidworth CA	Tidworth & Ludgershall
2013/2014	2,118	255	-	17	272	547	53	38	15	88	84
2014/2015	1,746	320	31	-6	345	523	106	82	24	130	126
2015/2016	2,100	242	82	3	327	521	155	139	16	136	129
2016/2017	2,690	356	130	15	501	794	212	206	6	180	182
2017/2018	2,428	371	36	13	420	676	189	182	7	195	195
2018/2019	2,699	374	71	2	447	845	293	296	-3	134	133
2019/2020	1,799	385	24	1	411	529	41	29	12	63	55
2020/2021	1,934	222	14		235	304	23	16	7	37	32
Total 2013 - 2021	17,514	2,525	388	45	2,958	4,739	1,072	988	84	963	936
Annual Average 2013 - 2021	2,189	316	55	6	370	592	134	124	11	120	117

Source: Wiltshire Council Authority Monitoring Data and Housing Supply Statements 2012 - 2021

Note: The data covers the year to end of March – e.g. 2014 is April 2013 to end of March 2014. The housing completions data for sub-areas of Wiltshire (such as the HMA or Community Areas) was <u>not published for 2011, 2012 or 2013</u>.

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- 4.12 As Figure 4.2 highlights, there have been 1,072 net new dwellings (equating to some 134 dpa) completed in the Amesbury Community Area since 2013/14 to 2020/21 (the majority of the total, some 988 were located in either Amesbury, Bulford or Durrington). Over the longer term Wiltshire Council's data indicates that there has been 2,166 housing completions in the Amesbury Community Area since 2006.
- 4.13 Although not identical, Council Tax Stock statistics<sup>29</sup> give a broadly similar picture of housing stock change in the Amesbury area as the housing completions data published by Wiltshire Council as summarised in Figure 4.3.
- 4.14 At the Wiltshire local authority level, there was a broad match of completions for the 2011 2021 period of 23,267 (Wiltshire Council completions data) and 23,060 (Council Tax statistics). The small difference is likely to be a result of different categorisations as to when a dwelling was completed and when it was occupied and therefore capable of generating a Council Tax liability.

## Types of Housing Stock Completed

4.15 Figure 4.3 considers the types of dwellings completed using Council Tax records. This indicates that an additional 2,050 properties were added to the housing supply over the 2011 – 2021 period across the Amesbury Study Area, with 71% of this new completed stock being either semi-detached or detached. For comparison in 2011, 69% of the area's dwelling stock was detached or semi-detached housing.

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<sup>&</sup>lt;sup>29</sup> https://www.gov.uk/government/statistics/council-tax-stock-of-properties-2021



Figure 4.3: Types of Dwelling Completed, 2011 - 2021

	Total Change	Bungalow	Flat	Terraced	Semi Detached	Detached
Larkhill, Shrewton & Bulford Camp	360	0	10	-80	270	140
Durrington & Bulford	510	10	40	80	270	110
Amesbury	1,130	0	250	230	330	290
Great Wishford, Woodford Valley & Porton	50	0	0	0	0	50
Amesbury Study Area	2,050	10	300	230	870	590
Wiltshire	23,060	420	4,780	4,920	5,630	6,660

Source: Council Tax Statistics from the Valuation Office Agency

4.16 The Council Tax completions by type of dwelling data shown in Figure 4.3 suggests an increase of 205 dpa. This is higher than the 144 dpa from Wiltshire's housing completions data for 2006 - 2021 and the 134 dpa for 2013 - 2021. With the data available it is not possible to separate out housing completions for the Amesbury Study Area for 2011 - 2021 to understand the differences in completions locally as the Council does not publish this data at the local level.



Figure 4.4: Housing Total Completions, Pipeline Commitments and Balance to 2026

	Wiltshire	South Wiltshire HMA	Southern Wiltshire CA	Salisbury & Wilton CA	Amesbury CA	Amesbury Bulford & Durrington	Amesbury CA Remainder
2006 - 2021 Completions	31,519	7,742	677	4,393	2,166	1,969	199
2006 - 2026 Requirement	42,000	10,420	615	6,315	2,785	2,440	345
Developable Commitments 2021 - 2026	6,098	2,469	131	1,717	482	388	94
Indicative remaining requirements to 2026	1,701	209	-193	295	135	83	52

Source: Wiltshire Council Authority Monitoring Data



- 4.17 Housing completions, commitments and remaining housing requirements data set out in Figure 4.4 above draws on information as published by Wiltshire Council in the Authority Monitoring reports. The completions are published for Wiltshire as a whole and for the various Housing Market Areas and for the Community Areas (as designated in the Core Strategy).
- 4.18 The data shows a very significant level of housing completions for the Amesbury, Bulford and Durrington areas (1,969 dwellings over the period 2006 2021 and a residual requirement to 2026 of 83 dwellings (taking account of developable commitments of 388 dwellings in the 2021 2026 period)). It is plain from the data that the three settlements have delivered most of the entire dwelling requirement for the Community Area as per the policies of the Core Strategy.
- 4.19 Figure 4.4 also sets out comparable completions, commitments and residual requirements for the Salisbury and Wilton Community Area, highlighting a total of 4,393 dwellings completed between 2006 and 2021 with a further 1,717 dwellings committed to 2026 and a residual requirement to find of 295 dwellings. Again, the level of development for Wilton and Salisbury is considered to be very substantial in the period and the wider scale of housing growth across both the Community Areas (Salisbury & Wilton and Amesbury) is significant (6,559 new dwellings in the period 2006 2021).

## Size of Housing Stock Completed

4.20 Council Tax records data can be further interrogated to provide information on the change in housing stock by number of bedrooms and hence act as a proxy for the size of housing completed. Figure 4.5 summarises the totals and main changes over the 2011 – 2021 period.



Figure 4.5: Change in Number of Bedrooms by Dwelling, 2011 - 2021

	Bedroon	าร						
	1	2	3	4	5	6	Other	Total Change
Larkhill, Shrewton & Bulford Camp	0	-10	250	70	-10	60	10	360
Durrington & Bulford	20	60	340	90	10	0	10	510
Amesbury	140	290	410	260	20	0	10	1,130
Great Wishford, Woodford Valley & Porton	0	-10	0	40	0	0	-10	50
Study Area	160	330	1,000	460	20	60	20	2,050
Wiltshire	2,150	5,960	7,170	5,890	1,040	200	680	23,060
England & Wales	543,290	902,430	1,182,580	539,460	107,660	39,520	49,880	3,365,510

Source: Council Tax Stock Statistics, VOA

\* Note: Data rounded

- 4.21 The high increase in Amesbury for one-bedroom properties is linked to an additional 140 one-bed flats. The larger actual increases were for two, three and four bedroom properties.
- 4.22 Council Tax data for the 2011 2021 period shows 2,260 <sup>30</sup> new-build dwellings. This is higher than the Council tax figures based on type of dwelling quoted above.
- 4.23 Using LSOA level data a finer grain analysis of stock changes can be observed as shown in Figure 4.6 below.

<sup>&</sup>lt;sup>30</sup> The source data for type of dwelling and age of dwelling has the same 2011 and 2021 totals, however the sum of the dwelling age counts is 2,260 whereas the change between 2011-2021 is 2,050.



Figure 4.6: LSOA Council Tax Stock Statistics, 2011 - 2021

LSOA Name	Local LSOA Name	Stock Change	%
Wiltshire 045B	Bulford Camp (part)	140	17.3
Wiltshire 045C	Durrington - Larkhill Camp	170	21.3
Wiltshire 045D	Shrewton & Winterbourne Stoke	40	5.8
Wiltshire 045F	Bulford Camp (part), Figheldean & Milston/Tilshead & Orcheston	10	1.0
Wiltshire 046A	Bulford Village	150	24.6
Wiltshire 046B	Durrington - south	30	5.3
Wiltshire 046C	Durrington - east	10	1.7
Wiltshire 046D	Durrington - north	320	48.5
Wiltshire 048A	Amesbury East - north	30	4.9
Wiltshire 048B	Amesbury East - north central	0	0.0
Wiltshire 048C	Amesbury East - south	340	58.6
Wiltshire 048D	Amesbury East - Boscombe Down	660	61.1
Wiltshire 048E	Amesbury East - south central	0	0.0
Wiltshire 048F	Amesbury West	90	9.7
Wiltshire 049A	South Newton, Great Wishford, Durnford & Woodfords	20	2.4
Wiltshire 049B	Idmiston & Porton	10	1.5
Wiltshire 049C	Newton Tony, Cholderton & Boscombe	10	1.6
Wiltshire 049D	Winterbournes	0	0.0

Source: Council Tax Stock Statistics, VOA

- 4.24 It is also possible to look at Council tax stock changes by year of build as set out in Figure 4.7. The Amesbury Study Area provided 21% of the total stock of new build additions according to the Council Tax records in 2019. This compares to a population share for the study area of 7.3% of Wiltshire's population in 2020. It is also important to note that, over the 2011 2021 period, the Amesbury Study Area saw an additional 2,250 dwellings recorded in the Council Tax records (by year of build) amounting to 10% of the Wiltshire total increase.
- 4.25 Of particular importance is the scale of new build housing growth in the most recent period. Figure 4.7 records a very substantial level of housing growth and occupations over the decade but particularly in 2019 (shown in green on the chart below). In summary, the Council Tax records indicate a total newbuild growth in 2019 of 590 dwellings for the Amesbury Study Area:



- Amesbury: 140 dwellings;
- Durrington and Bulford: 220 dwellings;
- Larkhill, Shrewton and Bulford Camp: 220 dwellings; and
- Great Wishford, Woodford Valley and Porton: 10 dwellings.

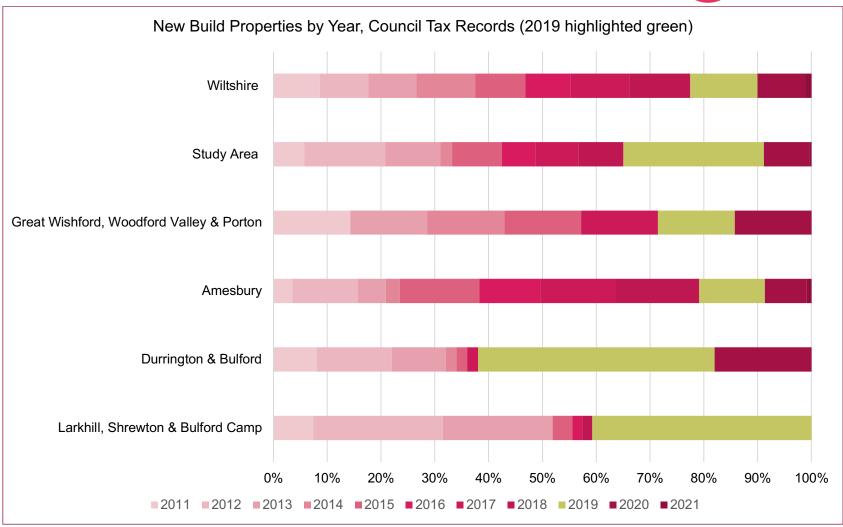


Figure 4.7: New Build Properties by Year, 2011 - 2021

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total 2011-21
Larkhill, Shrewton & Bulford Camp	40	130	110	-	20	10	-	10	220	-	0	540
Durrington & Bulford	40	70	50	10	10	-	10	-	220	90	0	500
Amesbury	40	140	60	30	170	130	160	180	140	90	10	1,150
Great Wishford, Woodford Valley & Porton	10	-	10	10	10	-	10	-	10	10	-	70
Amesbury Study Area	130	340	230	50	210	140	180	190	590	190	10	2,260
Wiltshire	1,940	2,040	2,010	2,460	2,100	1,880	2,470	2,560	2,810	2,020	250	22,540

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Source: Council Tax Stock Statistics, VOA

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- 4.26 It is important to note that some armed forces personnel in Service Family Accommodation (SFA) pay a Contribution in Lieu of Council Tax (CILOCT).
- 4.27 The Armed forces relocation paper suggested a total of 671 dwellings to be provided for Bulford and Larkhill bases<sup>31</sup>. There does not appear to be data published by Wiltshire Council to confirm whether this target has been delivered in full or part or indeed whether the level of development has changed. In our view it would be beneficial for future housing delivery monitoring for the Council to confirm the split in total housing completions for the Amesbury Study Area as between open market housing and armed forces housing completions.
- 4.28 We would expect the Council to want to take a clear view on the overall impact on the area for the purposes of the Local Plan review as there appears to be a difference in housing completions and Council Tax stock changes. This is a crucial issue to reflect on in addressing future housing allocations for the area, in terms of demand from new development in the area for local services and facilities.

#### **Future Housing Pipeline**

4.29 The future housing pipeline comprises housing that is committed (via an appropriate planning permission that is under construction or yet to be implemented) and housing to be delivered on allocated sites that have yet to be constructed.

https://www.wiltshire.gov.uk/army-basing-programme sets out Wiltshire Council's latest published position

<sup>&</sup>lt;sup>31</sup> The Defence Infrastructure Organisation is providing Service Family Accommodation (SFA) of some 900 new dwellings at Bulford, Ludgershall and Larkhill in addition to purchasing 100 homes at Tidworth. The Section 106 agreement negotiated to grant planning permission for the totality of the SFA, granted in the Autumn of 2016, provides funding for 1,125 new school places and 90 early years places. This also provides contributions for other infrastructure necessitated by the programme. There are also new buildings and extensions to existing facilities in its establishments at Perham Down, Larkhill, Bulford and Tidworth to provide additional training, living, mess and technical capacity.



#### Wiltshire

- 4.30 The available data sets out the current understanding of committed housing and the balance to be provided under the current Wiltshire Development Plan.
- 4.31 For Wiltshire as a whole, current commitments total some 6,098 dwellings and there is a residual requirement for the period to 2026 of 1,701 dwellings.

#### **Amesbury Study Area**

- 4.32 Across the 2006-21 period annualised average delivery has been 144 units across the Amesbury Community Area.
- 4.33 The Amesbury Community Area has 135 dwellings to be provided by 2026 that are not currently accounted for.

#### **Looking Forward**

- 4.34 The Local Plan Review (the latest documentation is set out in the 2021 consultation<sup>32</sup>) has fundamentally changed the geography used to set out future housing allocations from the Amesbury Community Area (as in the Core Strategy) to Amesbury (settlement), which is now proposed to be designated as a Market Town in its own right; and Bulford, Durrington and Great Wishford, Porton, Shrewton, Tilshead and the Winterbournes now considered as separate Large Villages. There is a smaller rural allocation for the rural remainder and Small Villages (elsewhere in the former Amesbury Community Area).
- 4.35 The Local Plan Review indicates that new Neighbourhood Plans could be prepared to take the housing and development strategies forward for these various locations.
- 4.36 These geographic and settlement hierarchy changes are set out in the Wiltshire Local Plan Review: Emerging Spatial Strategy; the Amesbury Settlement Statement and Site Selection Report; and the Empowering Rural Communities Statement. Appendix 2 of this Report give some more detail.

<sup>32</sup> https://cms.wiltshire.gov.uk/ieListDocuments.aspx?Cld=141&Mld=13087&Ver=4



- 4.37 The changing geography and hierarchy used for the spatial apportionment of future housing development does not make for easy or ready comparison with the scales of growth planned and delivered under the existing Core Strategy.
- 4.38 We set out below in Figure 4.8 the current position (compared to the start period of the Local Plan Review) for housing commitments, sourced from the Wiltshire Council Housing Supply Statements.

Figure 4.8: Remaining Housing Commitments to 2026

	Commitm	ents as at
	2016	2021
Amesbury	1,215	390
Amesbury Bulford Durrington		21
Amesbury Community Area Remainder	44	67
Amesbury Community Area Total	1,259	478
Wilton	230	192
Salisbury	3,704	2,243
Southern Wiltshire (Salisbury)	82	
Tidworth & Ludgershall	1077	391
Tidworth CA	1081	413
Small Sites Considered Developable	in Plan Period to	o 2026
Amesbury Bulford Durrington	32	22
Amesbury CA Remainder	23	44
Amesbury CA	55	66
Salisbury	166	102
Wilton	9	12
Wilton Remainder	19	20
Tidworth & Ludgershall	8	28
Tidworth CA	4	12

Source: Wiltshire Housing Supply Statements<sup>33</sup>

<sup>&</sup>lt;sup>33</sup> Note the way Amesbury Community Area is split differs within the Housing Supply Statements

In Appendix 6 Amesbury Community Area is split into: <u>Amesbury</u>, <u>Bulford and Durrington</u>, <u>Amesbury CA Remainder</u> (2) to form Amesbury Community Area (CA). In Appendix 1 the split is: <u>Amesbury</u>, <u>Amesbury Bulford and Durrington</u>, <u>Amesbury CA Remainder</u> (3). In Appendix 2 the split is: <u>Amesbury Bulford and Durrington</u>, and <u>Amesbury CA Remainder</u> (2)



- 4.39 It should be noted that the labelling in the 2016 and 2021 Housing Supply Statements covering the former Amesbury Community Area are not consistent. Definitions are not given to distinguish between Amesbury (the settlement) and Amesbury, Bulford and Durrington combined. It is unclear whether this is an attempt to set out parallel data bridging the Core Strategy approach and the Local Plan Review proposals.
- 4.40 Generally the committed supply across these areas has decreased since 2016, consistent with the Southern Wiltshire (Salisbury) HMA trend. The reduction in commitments represents the high level of housing completions and delivery evident in Amesbury in particular. The lower part of Figure 4.8 shows a slightly higher level of small sites available and remaining to be developed.
- 4.41 In Figure 4.9 below we set out the housing allocations for 2016 2036 (as set out in the Local Plan Review) and approximates them to the Core Strategy's spatial geography.

These two appendices are the source for the data shown in the table above.



Figure 4.9: Local Plan Review Housing Proposals, 2016 - 2036

	Core Strategy	Emerging Plan 2016 - 2036	DPA
Amesbury	2,440	1,635	82
Salisbury	6,060	5,240	262
Wilton		400	20
Tidworth Ludgershall	1,750	1555	78
Rest of HMA	2,090	2,140	107
South Wiltshire/Salisbury HMA	12,340	10,970	549
Amaahaama		1 625	00
Amesbury		1,635	82
Amesbury CA Equivalent		1,970	98
Bulford		20	1
Durrington		85	4.3
Porton		75	3.5
Winterbournes		35	1.8
Great Wishford		25	1.35
Shrewton		70	3.6
Tilshead		25	1.3
Large Village Total		335	16.85

Source: CCL and UDL calculation

- 4.42 While the Amesbury (settlement) housing allocation is set out as 1,646 dwellings for 2016 2036, we estimate that, as a minimum, the Amesbury Community Area equivalent under the Local Plan Review proposals set out by Wiltshire Council is in the region of at least 1,990 dwellings. This is lower than the previous Core Strategy allocation of 2,440 for 2006 2026, although there is a degree of overlap between the two periods.
- 4.43 It is also unclear from the Council's approach and evidence whether there is still Armed Forces accommodation to be supplied which would, if not completed to date, need to be counted in addition to the Local Plan Review figures for 2016 2036. This is important because, if there were still Armed Forces accommodation to be built then this would have an additional effect on the area's population above the level of impact arising purely from the Local Plan Review housing requirement.



#### **Summary Findings and Conclusions**

#### Wiltshire

- a) over the period 2012 to 2021 some 23,267 dwellings were completed in Wiltshire, representing an annual average of 2,115 dpa according to Wiltshire Council's Housing Supply Statements;
- b) this annual average has been above the current Government standard method derived target of 2,041 dpa even when allowing for the property market slowdown in 2020 / 2021.

#### **Amesbury Study Area**

- c) Amesbury Community Area had an average of 134 dwellings per year over 2013 2021. With 123 of these completions being within Amesbury, Bulford and Durrington, and 10 being within the remainder of the Amesbury Community Area. The average for the period 2006 2021 was 144 dpa. For both periods, housing delivery has been larger than the implied annual total of 122 dwellings per year.
- d) Council Tax stock data indicates that an additional 2,050 properties were added to the supply of dwellings over the 2011 2021 period across the Amesbury Study Area with 71% of this new completed stock being either semi-detached or detached. This data implies that there has been additional supply of housing above the new build growth in completions accounted for in the Council's housing completions data;
- e) Council Tax records indicate a particularly significant level of new-build housing growth in 2019 with 590 new dwellings completed in the Amesbury Study Area located as follows:
  - Amesbury: 140 dwellings;
  - Durrington and Bulford: 220 dwellings;
  - o Larkhill, Shrewton and Bulford Camp: 220 dwellings; and
  - Great Wishford, Woodford Valley and Porton: 10 dwellings.



- f) Wiltshire set out that the developable commitments in the 2021 2026 period for Amesbury Community Area of 482 dwellings. Of this Amesbury Bulford and Durrington comprise 388 committed dwellings and 94 dwellings committed in the remainder of the Community Area. This leaves an indicative requirement (as against the Core Strategy target) of 135 dwellings for the Amesbury Community Area, of which 85 dwellings are required for Amesbury, Bulford and Durrington particularly up to 2026;
- g) the Armed Forces Relocation paper suggested a total of 671 dwellings were to be provided for Bulford and Larkhill bases. There does not appear to be data published by Wiltshire Council to confirm whether this target has been delivered in full or part or indeed whether the level of development has changed. In our view it would be beneficial for future housing delivery monitoring for the Council to confirm the split in total housing completions for the Amesbury Study Area as between open market housing and armed forces housing completions.

#### **Future Housing Supply**

- h) The Local Plan Review has changed the spatial geography used to apportion future housing allocations. The Amesbury Community Area is no longer utilised. Instead Amesbury (the settlement) is now to be designated as a Market Town and separated from Bulford and Durrington which will be defined as separate Large Villages. Additionally, Great Wishford, Porton, Shrewton, Tilshead and the Winterbournes are described as Large Villages. There is also a smaller rural allocation for the Rural Remainder area and Small Villages. The Plan indicates that new Neighbourhood Plans could be prepared to take the housing and development strategies forward for these various locations.
- i) while the Amesbury housing allocation is set out (for the settlement) as 1,635 dwellings for 2016 2036, we conclude that, as a minimum, the Amesbury Community Area equivalent under the Local Plan Review proposals as set out by the Council would be in the region of at least 1,990 dwellings. This is lower than the previous Core Strategy allocation of 2,440 dwellings for 2006 2026 but still



## represents a very significant level of additional, future housing growth up to 2036;

j) it is unclear from the Council's approach and evidence whether there is still Armed Forces accommodation to be supplied which would need to be counted in addition to the Local Plan Review figures for 2016 – 2036; this is important because, if there were still Armed Forces accommodation to be built then this would have an additional effect on the area's population above the level of impact arising purely from the Local Plan Review housing requirement.



#### 5. Conclusions

#### Introduction

5.1 This Section draw from the evidence and findings from preceding sections together and sets out our overall conclusions.

#### **Overall Conclusion**

- 5.2 The quantum of housing being attributed to Amesbury in the emerging Local Plan is not based on evidence of housing needs derived from local level analysis. The proposed level of housing delivery reflects a very high level of future population growth for Amesbury. It is a rolled forward distribution of housing requirements (less completions from 2016) and does not reflect needs.
- 5.3 The proposed level of growth is not a purposeful strategic decision based on the introduction of substantial infrastructure to ensure a sustainable community is created on the part of the Council. Instead, the housing figure appears to be a reflection of incremental steps reflecting past delivery and completions not robustly supported by local level housing needs evidence.

#### What the Evidence Indicates

#### **Housing Needs**

- 5.4 Continued and significant housing needs are projected for Wiltshire in the 2016
   2036 period. These housing needs have been derived from the Standard Method for calculating Local Housing Needs (LHN).
- 5.5 The Wiltshire Local Housing Needs Assessment, 2019 apportions the Wiltshire Housing Need to the Salisbury HMA level; it does not provide further breakdown to individual settlements or to Community Areas. **We can see no**



clear evidence that for Amesbury or the Large Villages the housing allocation figures reflect local need, or even local ambitions for growth that takes a more sustainable form.

- 5.6 The approach to the identification of future housing needs for individual settlements in the Local Plan Review is not clear. It appears to be a combination of roll-forward of past delivery trends (in 2016-2019 period where delivery rates generally high) as well as ad hoc (presumably capacity or supply constrained) proposed additional housing. In any case, it is plain that the Wiltshire-wide housing needs analysis is not aligned with the local housing requirement targets for individual settlements and local level locations.
- 5.7 It is important to ensure the future local level needs analysis is aligned and consistent with the housing requirement in order to provide an appropriate mix and quality of new housing in terms of types, sizes and tenures to address evident local housing market characteristics in the Amesbury, Bulford and Durrington area. Furthermore, the provision of Armed Forces families accommodation is in addition to general housing needs and, should presumably therefore be in addition to the LHN requirements.
- 5.8 The above highlights the key concerns that there has been no granular, local housing needs assessment evidence prepared by the Council for Amesbury, Bulford and Durrington (or if it is available, it has not been published). This is problematic as the lack of local needs assessment or data available hampers understanding and comprehension of the Local Plan Review's approach to accommodating housing needs and helping individual Parishes shape appropriate Neighbourhood Plans (which the Local Plan Review indicates is an important component of the approach to housing provision locally).

#### **Housing Supply**

5.9 Housing supply and monitoring information prepared and published by Wiltshire Council is not especially transparent or consistent. The approach over time has varied in terms of the analysis and recording of housing



completions with changing geographies used in the various Council Monitoring and Housing Land Supply Statements, including Amesbury Community Area; Amesbury settlement; Amesbury, Bulford and Durrington combined, etc. Some of the different scales / combinations of settlements appear to be used rather interchangeably within Housing Land Supply Statement documents.

- 5.10 In addition, there is no analysis of parish or consistent, settlement level housing completions and commitments figures over time in published documents. This information has been requested from Wiltshire Council but has not, at the time of writing, been provided.
- 5.11 Turning to Amesbury, Bulford and Durrington, it is clear that the settlements have (as part of the wider Amesbury Community Area and within the Salisbury HMA) supplied a very high level of new dwellings in the period from 2016 to date. The development rates in this recent period are evidently the result of various allocations and planning applications for greenfield urban extensions submitted in the pre-2016 period.
- 5.12 Armed Forces families accommodation in the Amesbury, Bulford and Durrington area is **in addition** to the general market housing provision and has been driven by specific programmes to re-base military personnel and their families from elsewhere. New military housing is substantial in scale and, although likely 'ring-fenced' in terms of who can be accommodated, has driven additional population growth (and demand / use of local services) above the levels that general housing supply has (and Amesbury has seen high growth), (hence the population and Council Tax increases at levels above the housing completions data).

#### Other Considerations and Matters

#### **Spatial Approach and Changing Planning Geographies**

5.13 As identified previously, it is evident that Wiltshire Council are changing the spatial geographies and approach to combining settlements used in preparing



the new Local Plan from that set out in the existing Core Strategy. There is a move away from the Amesbury Community Area approach to a new, individual settlement hierarchy approach, based on their position in the overall role and function hierarchy and settlement typology.

- 5.14 It is evident that there have been some nuanced and often rather opaque changes to the geographic descriptions, including especially the disaggregation of Amesbury 'Market Town' from Bulford and Durrington as separate 'Large Villages' and from the use of Amesbury Community Area as a defined entity in the new Plan. The consequence of these changes is a lack of clarity and consistency in comparing future housing needs / supply against previous needs and delivery.
- 5.15 As we have reported elsewhere, it is not clear how the Wiltshire LHN or the indicated range of future housing need for the Salisbury HMA fits with, or is aligned / consistent with the new Local Plan geographies and disaggregation of settlements. It is our conclusion that the next iteration of the Local Plan Review will need to more clearly and explicitly demonstrate how the top-down housing needs and analysis is translated at the local settlement level to ensure that the actual housing needs of Amesbury, Bulford, Durrington and other settlements in the Salisbury HMA are being effectively met but not significantly over-supplied.

#### **Plan Period**

5.16 The Local Plan Review period is stated to be 2016 – 2036 (representing a plan period of 20 years). The NPPF however expects plans to have at least a 15 year timeframe<sup>34</sup> (see NPPF paragraph 22) at the point they are adopted. It is

<sup>&</sup>lt;sup>34</sup> NPPF paragraph 22 states: strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure. Where larger scale developments such as new settlements or significant extensions to existing villages and towns form part of the strategy for the area, policies should be set within a vision that looks further ahead (at least 30 years), to take into account the likely timescale for delivery.



- our conclusion that the Local Plan will likely not be adopted until late-2024 at the earliest which would give the Plan a sub 15 year lifespan at that time.
- 5.17 It is therefore our conclusion that Wiltshire Council will need to extend the plan period to 2040 / 2041 and to update the LHN and other housing supply / trajectory considerations accordingly as part of its evidence work for the Submission Draft Local Plan. Careful consideration will therefore need to be given by the Council as to how the housing needs and supply trajectory evidence would be rolled-forward as the plan period is extended.

## Very High Population Growth - Creating a Disconnect Between Housing Evidence and Strategy?

- 5.18 Amesbury (the settlement) has witnessed very high levels of population growth (against national benchmarks). When the growth associated with the relocation to the two military camps is added this means the area has seen population and housing growth at significantly higher levels than other similar places in Wiltshire and at levels similar to far larger settlements with a greater range of facilities and settlements.
- 5.19 Amesbury's population and housing growth has not effectively been in balance or aligned with economic and employment change. Amesbury has a substantial employment and business role but this appears to be driven by:
  - strategic road accessibility via the A303 and M3 South-West to London corridor; and
  - by the presence of specific military facilities and long-standing professional and scientific research establishments (Porton Down and Boscombe Down).
- 5.20 Commuting flows show that residents travel outside local Amesbury area to work (including out to Bristol, London, Southampton as well as to Andover and Basingstoke). Flow patterns also show that the local workforce includes strong in-flows for military and scientific work. Simply put, local population (and



therefore housing supply) is not directly related to local employment with the commuting flows indicating an inherently unsustainable travel to work pattern. The forthcoming 2021 Census data will undoubtedly reinforce these revealed housing, population and economic / employment patterns.

- 5.21 The premise of a period of consolidation and more locally focused scale growth responding to locally derived needs appears to be consistent with the aims and ambitions of Wiltshire Council to respond to the climate emergency by decarbonising the economy. Reducing future car borne commuting will be a key element in this. However, the approach of Wiltshire Council in the emerging Local Plan Review is to 'bake in' reduced but still high levels of housing and population growth for the area with no clear strategy or analysis about the requirements or impacts of doing so.
- 5.22 Future settlement sustainability is also a critical driver for the Local Plan Review in terms of demand for retail, leisure, health, education and other community services. Amesbury does offer a range of such facilities but it is unclear the extent to which the needs of future population can be supported by local provision of services and facilities and what evidence (if any) the Local Plan Review relies upon to determine the sustainability of additional new housing growth in the local area.

#### Perspectives on Applying Housing Needs Analysis to the Local Area

- 5.23 To provide context for the Local Plan review allocations (2016 2036) for Amesbury and smaller settlements we have applied a basic apportionment of the Wiltshire and Salisbury HMA figures from the 2019 LHN.
- 5.24 No detailed evidence is presented by Wiltshire Council to justify the housing figures presented for Amesbury or other settlements in the Local Plan Review 2021 consultation.
- 5.25 The 2021 Local Plan Review consultation sets out, for Amesbury (notably the settlement not the parish) a housing allocation of 1,635 dwellings (82 dpa) for the 2016 2036. This is 'calculated' as:
  - Completions 2016 2019 = 660 dwellings;



- Pipeline Commitments (to 2026) = 626 dwellings; and
- Remainder = 349 dwellings (rounded to 350).
- 5.26 This is lower than the Amesbury Bulford and Durrington Core Strategy figure of 2,440. The Local Plan Review: Emerging Spatial Strategy (2021) sets out at paragraph 3.51 on page 18:

"Growth at Amesbury is slightly lower than rolling forward the current strategy in recognition of constraints identified by sustainability appraisal; heritage and landscape risks and restricted education capacity".

- 5.27 While Wiltshire Council do not publish parish (or MSOA level) data we have used the analysis of Council Tax stock changes to compare recent dwelling stock changes against the proposed future target of 82 dpa.
- 5.28 The ten year change 2011-21 in Council Tax registered stock in Amesbury (parish / MSOA) was 900 in total or 90 dpa. This means that the proposed Local Plan Review allocation for Amesbury is only 8 fewer dwellings per year than the average change evident over the last decade, which as we set out reflects very high growth overall.
- 5.29 The 1,635 dwellings figure for Amesbury is expressed as a linked housing requirement to the Salisbury HMA figure. This represents some 15% of the total Salisbury HMA figure. While this appears at face value to be a clear reduction against the previous Amesbury Community Area figure of 2,440 dwellings (for 2006 2026), it is for a **significantly smaller area** (Amesbury accounts for 41% of the Amesbury Community Area).
- 5.30 The Amesbury Study Area is 7% of the Wiltshire population and, in 2011, had 6.3% of the housing stock (although as set out in our report this share is likely to have risen given very significant housing completions in recent years).
- 5.31 Amesbury (parish / MSOA) was 8.3% of the Salisbury HMA 2016 population<sup>35</sup> and 2.3% of Wiltshire's total population; and Amesbury's Built Up Area (BUA)

<sup>&</sup>lt;sup>35</sup> 2016 is used as the base for population comparisons as this is most current Wiltshire Council published figure for the Salisbury HMA – the area does not have a defined list of



- was 7.9% of the Salisbury HMA 2016 population and 2.2% of Wiltshire's population.
- 5.32 Applying these figures to the 2016 2036 Salisbury HMA housing requirement of 10,970 dwellings therefore shows a pro rata scaled relationship as set out in Figure 5.1 below.

Figure 5.1: 2016 - 2036 Future Potential Housing Apportionments, Scaled

	Salisbury HMA scaled (10,970)	Wiltshire scaled (40,820 current LHN)	Local Plan Review Proposed Allocation
Amesbury (parish / MSOA)	910	939	Not given
Amesbury – Town	866	898	1,635
Amesbury Study Area	2,742	2,974	Approx. 1,990

- 5.33 The proposed allocation for Amesbury is higher than if a purely population weighted apportionment was set out. However the Amesbury Study Area nominal allocation is lower than it would be by applying the same approach.
- 5.34 The key issues arising from the above illustrations are:
  - a) Wiltshire Council do not publish supporting information at the HMA level, and do not currently supply 'parallel' information around housing supply and need to allow easy comparisons for the changes in geography that have been implemented between the Core Strategy and Local Plan Review. We conclude that the proposed future housing allocation for

smaller geographies to allow this to be updated. Growth in the Amesbury study area is likely to have increased at a greater rate than the Salisbury HMA rates in the period since 2016.



Amesbury still supports likely housing needs arising from a far larger area;

- allocating dwellings to respond to housing needs for Amesbury settlement appear to 'bake in' an element of the way Amesbury functions as a catchment for surrounding rural areas. Wiltshire Council should be entirely explicit in the evidence base and the Local Plan if this is the case and the intention;
- c) by disaggregating the Amesbury, Bulford and Durrington settlements in terms of housing provision it is not clear how the overall need estimates for future housing relate to the wider functional role of the area; and
- d) although there is significant population outside of Amesbury town but within the Amesbury Study Area, it is not appropriate for the same level of growth to be planned for much smaller rural communities. Wiltshire Council attempt to reflect this in their somewhat complex rural housing allocation formula used in the Local Plan Review.
- 5.35 Further, alternative, approaches to calculating local housing needs for Amesbury, Bulford and Durrington would need to be based on 'policy-on' decisions including spatial distribution and wider functional relationships of settlements coupled with a detailed analysis of locally arising need.
- 5.36 These would reflect a more appropriate approach for the future planning of the area but would require additional research and analysis and would be for Wiltshire Council to undertake based on detailed population and household forecasting at an Amesbury Community Area or Salisbury HMA level.
- 5.37 We therefore recommend that the next iteration of the Local Plan Review includes sufficient local level population and household forecasting evidence to underpin the local housing needs analysis and proposed housing requirements.



### **APPENDICES**



# Appendix 1: Sources of Data and Geographic Scales Referenced

#### Sources of Data Used

- I. Key data sources and assumptions and limitations are referenced throughout the report as appropriate.
- II. The approach and method used has included the analysis of:
  - demographic data from Office for National Statistics (ONS) and the Ministry of Housing, Communities and Local Government (MHCLG);
  - housing and affordable housing supply data from published industry standard data sources including Wiltshire Council; HM Land Registry; the Valuation Office Agency (VOA) and MHCLG;
  - housing market performance data from sources including national property agents Zoopla and Rightmove; and from the VOA; and
  - the Wiltshire adopted and emerging development plan policies and the supporting Authority Monitoring Reports (AMR); Strategic Housing Market Assessment (SHMA) and related evidence base.

#### **Assumptions and Limitations**

- III. There are two main areas that set limits on the analysis that would have been preferable. The first is that there is limited data on housing supply and affordable housing delivery within different spatial levels in Wiltshire, this is a key gap in the consistent monitoring and performance evidence published by the Council.
- IV. The second is more of a general issue, around data availability at small geographic levels. It would have been helpful to make direct comparisons between affordability ratios at Local Authority and Parish levels, however the lack of consistent household or personal income data at small geographies prevents this.



V. Where these gaps hinder the consistent comparison across areas, attention is drawn in the report accordingly and alternatives ways to make such comparisons are highlighted where possible.

#### **Geographic Scales and References**

- VI. The purpose of this Note is to set out the various potential geographic scales and areas that could form the basis for consistent analysis of housing needs and related demographic information.
- VII. It is important to establish at the outset the appropriate geographies for our analysis. We need to ensure that the various geographic scales used reflect:
  - the various spatial and planning geographies used by Wiltshire Council for its Local Plan preparation;
  - the consistent availability and reporting of key housing, demographic and economic / socio-economic data available from public sources; and
  - recognised administrative and settlement areas.

#### **Geographic Scales Used in the Wiltshire Local Plan**

#### Wiltshire

VIII. The underlying geographic level for our analysis will be the Wiltshire Council (**WC**) local authority administrative area. This is the scale at which the Local Plan is being prepared and for which key analyses such as the overall future housing requirement for Wiltshire would be calculated.

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#### Functional Housing Market Areas

- IX. Below the Wiltshire level, WC have, for housing demand and housing land supply purposes, split Wiltshire into three separate functional Housing Market Areas (**HMA**'s), namely:
  - North and West Wiltshire HMA;
  - East Wiltshire HMA; and
  - South Wiltshire (also sometimes called Salisbury HMA).
- X. Amesbury, Bulford and Durrington sit within the wider Salisbury HMA. As the plan shows, the Salisbury HMA covers a very extensive part of Wiltshire extending westwards from Salisbury encompassing the Nadder and Wylye valley settlements such as Barford, Dinton and Tisbury and northwards to include the Woodford Valley, Amesbury and Shrewton. It also extends south of Salisbury overlapping with the northern extent of the New Forest National Park area.
- XI. The Salisbury HMA area has been expanded (as the 'best fit' to local authority boundaries), to include the Tidworth area since the Wiltshire Core Strategy and Strategic Housing Market Assessment (2017) were prepared. The following plan (from the Wiltshire Local Plan: Emerging Spatial Strategy, 2021 at page 6) represents the current Housing Market Areas geography.

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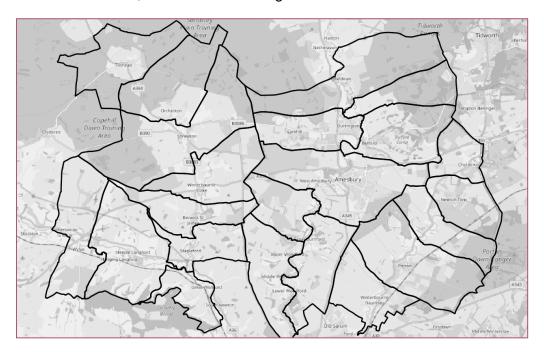


Source: Wiltshire Council, Wiltshire Local Plan: Emerging Spatial Strategy, 2021, page 6



#### Community Area

- XII. WC have also used a 'Community Area' geography for spatial planning and allocation of development purposes. These are typically groups of individual settlements that are combined together to form a broader but local area within which there is some inter-action and inter-linkage between the individual places. The Amesbury Community Area was established in the Wiltshire Core Strategy as shown in the plan below.
- XIII. The Community Area encompasses Amesbury, Bulford, Durrington, Larkhill as well as settlements to the west including Shrewton, Tilshead and Porton, Boscombe and Allington to the east.



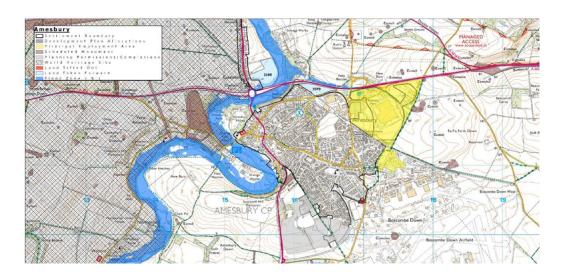
Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

#### Market Towns and Large Villages

XIV. The emerging Wiltshire Local Plan Review has moved away from the Community Area geography towards an approach that aims to encourage the development of each community in its own right by considering each individual settlement's roles rather than taking the collective approach of the adopted Core Strategy.



- XV. It is therefore proposed in the emerging Local Plan that Amesbury is designated a 'Market Town' in the settlement strategy.
- XVI. The Plan below, extracted from the Wiltshire Local Plan Review: Emerging Spatial Strategy (2021), shows Amesbury as a 'Market Town'.



Source: Wiltshire Local Plan Review: Emerging Spatial Strategy

- XVII. Bulford and Durrington are designated separately as 'Large Villages' and are covered by the Empowering Rural Communities approach within the draft Local Plan Review, as set out in the 2021 consultation. This provides:
  - a framework to support neighbourhood planning and to address local housing needs through an amended Core Policy 44; and
  - housing requirements for each Local Service Centre and Large
     Village to help guide Neighbourhood Plans.
- XVIII. Table 2.5 on page 20 of the 2021 consultation, Empowering Rural Communities approach sets out housing figures for Bulford and Durrington.

#### **Data Availability and Geographic Scales**

XIX. For our analysis and examination of housing needs and related matters we use and generate results at both the Wiltshire-wide level as well as



- in more 'granular' detail specifically for Amesbury, Bulford and Durrington (as far as this is possible).
- XX. We are therefore intending to use a number of scales of data that can be best matched to the Local Plan geographies set out above.

#### **Amesbury**

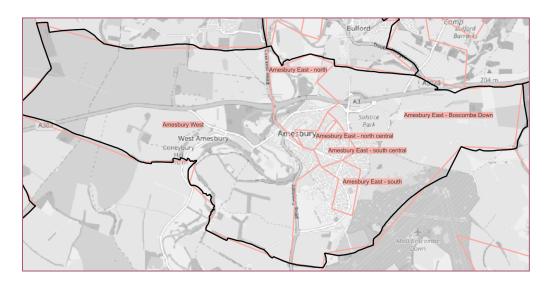
- XXI. For Amesbury we use the Amesbury Medium Super Output Area (MSOA E02006663: Wiltshire 048) which is a defined geographic data level used by the Office for National Statistics.
- XXII. The Amesbury MSOA is contiguous with the defined Parish Council administrative area and is shown in the following plan. The MSOA area is therefore an appropriate and best fit scale for data analysis.



Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

- XXIII. It is however useful to understand some of the differences in characteristics within this Amesbury Parish/MSOA area. The following map shows the Lower Super Output Area (LSOA) splits.
- XXIV. The LSOAs within Amesbury are: Wiltshire 048A (Amesbury East north), Wiltshire 048B (Amesbury East north central), Wiltshire 048C (Amesbury East south), Wiltshire 048D (Amesbury East Boscombe Down), Wiltshire 048E (Amesbury East south central) and Wiltshire 048F (Amesbury West).



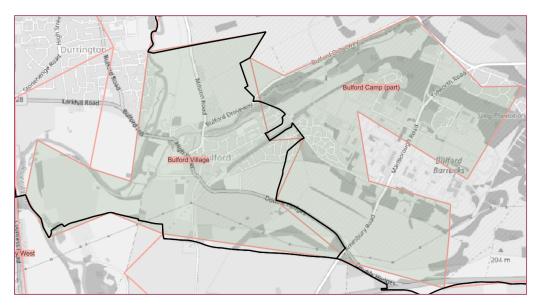


Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

#### Bulford

- XXV. Bulford is a smaller settlement than Amesbury and the most appropriate data geography is two Bulford Lower Super Output Areas (LSOA) E01031989: Wiltshire 046A & E01031988: Wiltshire 045B.
- XXVI. As shown in the following plan, the main Bulford LSOA (46A) covers the existing built-up area of Bulford but we intend to include the neighbouring LSOA (45B) which includes the main part of the Bulford MOD barracks and camp, but also the newer residential development (Canadian estate) adjacent to the camp, which is understood to be military housing but should be seen as part of Bulford village.





Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

#### **Durrington**

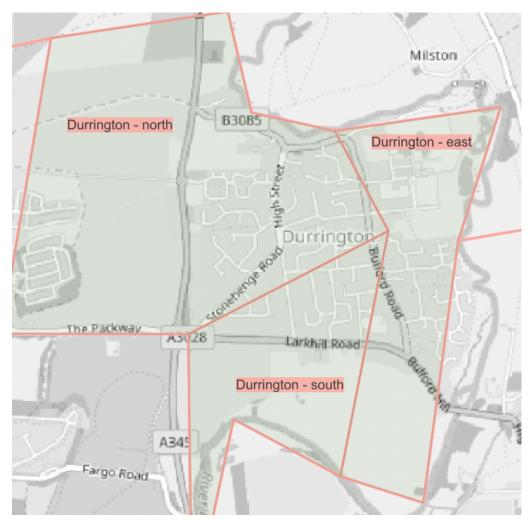
XXVII. Similar to Bulford, Durrington is contained within its three LSOAs which cover an appropriate built-up area geography as shown in the plan below:

• E01031996: Wiltshire 046B

E01031997: Wiltshire 046C

• E01031999: Wiltshire 046D





Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

#### **Built Up Area Boundaries**

XXVIII. Reference is made in the main report to comparisons of population growth in Amesbury benchmarked with other towns and settlements across the South West and England using data research published by ONS. This data uses a Built Up Area (BUA) definition of town settlements. The boundary for Amesbury (and nearby villages) BUA is set out below.



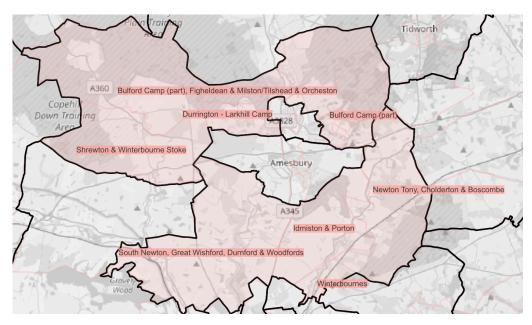


Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences

#### Rural MSOA maps

- XXIX. We set out the two surrounding largely rural MSOAs, that sit above Bulford and Durrington and below Amesbury. The northernmost MSOA contains parts of Larkhill and Bulford Camps.
- XXX. The northernmost area Larkhill and Bulford Camps, (Wiltshire 45) includes the LSOAs covering Shrewton and Tidshall. These are: Wiltshire 045B (Bulford Camp (part)), Wiltshire 045C (Durrington Larkhill Camp), Wiltshire 045D (Shrewton & Winterbourne Stoke) and Wiltshire 045F (Bulford Camp (part), Figheldean & Milston / Tilshead & Orcheston).
- XXXI. The southern MSOA Durnford Woodford & Porton (Wiltshire 049) contains the following LSOAs: Wiltshire 049A (South Newton, Great Wishford, Durnford & Woodfords), Wiltshire 049B (Idmiston and Porton), Wiltshire 049C (Newton Tony, Cholderton and Boscombe) and Wiltshire 049D (Winterbournes).





Source: Constructed in QGIS by Understanding Data using OS and ONS data under respective licences



### **Appendix 2: Housing Policy Context**

I. This Appendix summarises the relevant Development Plan housing policy context.

#### The Wiltshire Development Plan

- II. Current policies for the supply and delivery of new dwellings are set out in the Wiltshire Development Plan. In Wiltshire, the Development Plan comprises a number of documents, the relevant ones with respect to housing matters in Amesbury, Bulford and Durrington are:
  - The Wiltshire Core Strategy, 2015;
  - Wiltshire Housing Site Allocations Plan, 2020;
  - 'Made' Neighbourhood Plans for: The Winterbournes; and for Idmiston (which are within the Amesbury Community Area).
- III. In addition to the adopted Development Plan, Wiltshire Council is progressing an update through the Wiltshire Local Plan Review which is, at the time of writing, at an early stage in its preparation.
- IV. The following sub-sections summarise the relevant housing objectives and policies set out in the various planning documents.

#### Wiltshire Core Strategy (January 2015)

- V. The Wiltshire Core Strategy Development Plan Document (DPD) was formally adopted on 20th January 2015. The Plan covers the period to 2026 and therefore has, at the time of writing, some four years remaining of its plan period.
- VI. Strategic Objective 3: Providing Everyone with Access to a Decent, Affordable Home identifies that the Core Strategy makes provision for



at least **42,000 new dwellings in Wiltshire** in the period 2006 – 2026 (see paragraph 3.6). The total equates to **2,100 dpa**.

- VII. Core Policy 1 (Settlement Strategy) establishes the overall settlement hierarchy to direct sustainable development and growth. Amesbury is defined as a 'Market Town' which is described in the policy as having the potential for significant development that will increase the jobs and homes in each town and sustain / enhance services and facilities. Bulford and Durrington are understood to be group together with Amesbury (see Figure 5.1 and paragraph 5.16 of the Core Strategy) as a group of settlements with close links to each other that provide a service centre for the Amesbury Community Area. Collectively, the three settlements are classed as the Amesbury Market Town.
- VIII. Core Policy 2 (Delivery Strategy) seeks to deliver a minimum of 42,00 new dwellings for Wiltshire from 2006 2026. The policy splits the total housing requirement, with 10,420 new dwellings for the South Wiltshire HMA within which Amesbury, Bulford and Durrington are situated, as well as Salisbury and Wilton. Relevant key strategic housing allocations include: Kings Gate, Amesbury for 1,300 dwellings; Longhedge (Old Sarum) for 450 dwellings; and UK Land Forces HQ at Wilton for 450 dwellings.
  - IX. Core Policy 4 (Spatial Strategy for the Amesbury Community Area) sets out the spatial development strategy for the Amesbury Community Area (encompassing a wide area centred on Amesbury, Bulford and Durrington see our description and map in Appendix 1, previously). The policy identifies that between 2006 2026 there will be some 17 hectares of new employment land and approximately 2,785 new dwellings in total, of which around 2,440 will be in Amesbury, Bulford and Durrington (see also Table 1 at page 48). Kings Gate in Amesbury is allocated (through Core Policy 2) as a strategic housing site for 1,300 dwellings of the total. Some 345 homes are to be delivered in the remainder of the Community Area.
  - X. <u>Core Policy 43 (Providing Affordable Homes)</u> requires affordable housing provision of at least 30% (net) dwellings on sites of 5>



dwellings (this includes Amesbury). At least 40% affordable housing contribution is required for locations within the 40% affordable housing zone (principally Salisbury and rural villages south of Salisbury as well as Wilton, Chippenham, Marlborough, Pewsey and Bradford on Avon). Provision of affordable housing needs to take account of evidence of local needs and, where appropriate, viability.

XI. Core Policy 45 (Meeting Wiltshire's Housing Needs) – explains that new housing (market and affordable) must be well designed to address local housing needs incorporating a range of different types, tenures and sizes to create mixed and balanced communities. Sizes and types are expected to reflect the demonstrable needs through the Wiltshire SHMA or updated new evidence.

#### Wiltshire Housing Site Allocations DPD (February 2020)

- XII. The *Wiltshire Housing Site Allocations* DPD (**WHSA**) was adopted on 25<sup>th</sup> February 2020. The DPD has the purpose of reviewing settlement boundaries and allocating additional sites for housing development in accordance with the overall housing requirements of the Core Strategy and particularly to ensure that there is sufficient housing land to meet the minimum future housing targets in each of Wiltshire's HMAs.
- XIII. Table 4.1 of the WHSA identifies the housing requirements, completions to 2017, commitments for the 2017 2026 period and the remainder to therefore be allocated in the DPD.

Table 4.1 Housing Market Areas: Minimum to be allocated

Housing Market Area	Minimum Housing Requirement	Completions 2006-2017	Developable commitments 2017-2026	Minimum to be allocated
East Wiltshire HMA	5,940	3,624	2,311	5
North and West Wiltshire HMA	24,740	13,025	10,606	1,109
South Wiltshire HMA	10,420	5,388	3,701	1,331

Source: Wiltshire Housing Site Allocations DPD, 2020

XIV. The Table identifies a residual need to allocate land for 1,331 dwellings in the Southern Wiltshire HMA. In this respect, the WHSA then



allocates two sites in Durrington totalling 60 dwellings and five additional sites in Salisbury for 864 dwellings. These are set out in the Plan at Table 4.6 as shown below.

Table 4.6 South Housing Market Area - Summary of allocations

Settlement	SHLAA reference	Site Name	Approximate dwellings
Durrington	3154/S98	Clover Lane	45 <sup>(13)</sup>
	3179	Land off Larkhill Road	15
Salisbury	S1028	Land at Netherhampton Road	640
	S61	Land at Hilltop Way	10
	S1027	North of Netherhampton Road	100
	3272	Rowbarrow	100
	OM003	The Yard	14

Source: Wiltshire Housing Site Allocations DPD, 2020

XV. The WHSA makes allocations sufficient to allow a surplus of housing sites in the plan period to 2026. For South Wiltshire HMA, Table 4.7 (extract below) indicates a surplus housing supply of 216 dwellings taking account of completions, commitments, proposed allocations and windfall developments.

Housing Market Area (HMA)	Minimum Housing Requirement	Completed (2006-2017)	Commitments (2017-2026)	Windfall Allowance (2017-2026)	Plan Allocations (2017-2026)	TOTAL	Surplus
South Wiltshire	10,420	5,388	3,701	743	804	10,636	216

Source: Wiltshire Housing Site Allocations DPD, 2020

#### **Idmiston Neighbourhood Plan (April 2017)**

- XVI. The *Idmiston Neighbourhood Plan* (**INP**) was 'made' in April 2017. It covers Idmiston Parish area which encompasses Porton, Gomeldon, Idmiston and parts of Boscombe Down airfield to the east of Amesbury.
- XVII. Idmiston is identified as a Large Village where any residential development should predominantly take the form of small housing sites within the defined development limits. The Gomeldons are collectively



identified as a Small Village where development is limited to infill within the existing built up areas.

- XVIII. The INP describes a Parish Housing Needs Survey conducted in May 2014 (*Data Book 8: Parish Housing Needs Survey Report*) which received 296 household responses and confirmed the need to restrict development of new dwellings but support for the allocation of land for a limited level of growth to 32 dwellings. Sites were reviewed and assessed as part of the INP's preparation and consulted upon as the work was undertaken.
- XIX. Policy 19 (New Development Sites) confirms that the INP allocates and will facilitate the delivery of some 32 new dwellings over the plan period. The developments will be infill housing and development in Porton of some 11 dwellings within and immediately adjacent to the settlement boundary.

#### The Winterbournes Neighbourhood Plan (May 2021)

- XX. The Winterbournes Neighbourhood Plan: 2019 2026 (WNP) was formally 'made' in May 2021. The Plan covers the whole of the Winterbournes Parish area which is to the south-east of Porton.
- XXI. Chapter 3 deals with housing matters. It confirms at section 3.1 that the Parish is located within the rural part of the Amesbury Community Area for which there is a housing requirement 2006 2026 for 345 new dwellings. The Winterbournes is identified as one of five Large Villages where it is appropriate to provide some housing, although the Plan notes that there is no prescribed breakdown of how the homes are to be distributed to each of the Large Villages.
- XXII. Since the adoption of the Core Strategy, the WNP confirms that, due to completions, the indicative number of dwellings needed in the rural parts of the Amesbury Community Area has decreased to circa 90 dwellings (this is based on the Wiltshire Housing Land Supply Statement, August 2019).



- XXIII. A Winterbournes Parish Housing Needs Survey (January 2016) identified a need for nine affordable dwellings.
- XXIV. At section 3.3 the WNP confirms that a total of 15 dwellings are to be allocated sites in the Neighbourhood Plan area based on a "general desire for a modest level of growth to support local housing needs and provide affordable housing". The WNP notes that this would deliver some four affordable dwellings and that additional affordable housing would therefore be reliant upon a Rural Exception Site.
- XXV. Land at Glebe Hall / Winterbourne Primary School is allocated for housing development (Map 1 and Policy 1) for circa 13 dwellings. Land on the Portway (Map 2 and Policy 2) allocates housing land for two dwellings.

#### **National Planning Policy**

#### **National Planning Policy Framework (NPPF) (July 2021)**

- XXVI. The latest version of the NPPF was published in July 2021. Paragraph 2 confirms that it is a material consideration in plan-making and decision-taking.
- XXVII. Section 5 (Delivering a Sufficient Supply of Homes) is concerned with housing matters. It deals with establishing the level of housing need, significantly boosting the supply of housing and the delivery of a wider choice of high quality housing.
- XXVIII. Paragraph 60 confirms the Government's objective of significantly boosting the supply of homes noting the importance of a sufficient amount and variety of land where it is needed and that the needs of groups with specific housing requirements are addressed.
  - XXIX. Paragraph 61 is concerned with determining the minimum number of homes needed, with strategic policies informed by a Local Housing Need assessment conducted by using the Standard Method set out in National Planning Practice Guidance unless exceptional circumstances justify an alternative approach. This reflects the need for strategic



policies to set an overall strategy for, *inter alia*, housing including affordable housing according to paragraph 20(a).

- XXX. Paragraph 62 identifies that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. The paragraph states that such different groups include those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
- XXXI. Paragraph 66 states that policy-making authorities should establish a housing requirement figure for their whole area which shows the extent to which their identified housing need can be met of the plan period. Critically, for the future of Amesbury, Bulford and Durrington, strategic policies are also to set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.
- XXXII. In paragraph 67 where it is not possible to provide a requirement figure for a neighbourhood area, the planning authority should provide an indicative figure (if requested to do so; and in this case, it is important that Wiltshire Council are therefore requested to do this for Amesbury, Bulford and Durrington as separate parish and settlement areas). Paragraph 67 confirms that such an indicative figure should take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the local planning authority.
- XXXIII. Paragraph 68 expects strategic policy-making authorities to have a clear understanding of the land available in their area through the preparation of SHLAA's (Strategic Housing Land Availability Assessment). This should allow policies to identify a sufficient supply and mix of sites taking account of availability, suitability and likely economic viability. Supply of sites needs to include: a) specific, deliverable sites for years one to five of the plan period; and b) specific,



developable sites or broad locations for growth for years 6 - 10 and 11 - 15 (where possible).

- XXXIV. Paragraph 69 notes the importance of small and medium sized sites in making a contribution to meeting the area's housing requirement and paragraph 70 supports Neighbourhood Planning groups to give particular consideration to the opportunities for allocating small and medium sized sites.
- XXXV. Paragraphs 78 80 deal with housing in rural areas. Paragraph 78 states that planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs.
- XXXVI. Paragraph 79 supports the location of housing to promote sustainable development in rural areas where it will enhance or maintain the vitality of rural communities. Planning policies are tasked with identifying opportunities for villages to grow and thrive especially where it will support local services.

#### **Emerging Policy Context**

#### **New Wiltshire Local Plan**

- XXXVII. The Wiltshire Local Plan Review process has been underway since December 2020 when the Council's Cabinet approved an initial consultation on issues and options for a new Local Plan that will, upon adoption, replace the existing Development Plan for Wiltshire.
- XXXVIII. An initial consultation exercise was held between January and March 2021 where key information, emerging policy objectives and other elements of a Local Plan were considered (although this was not in the form of a complete draft Local Plan). The consultation process sought comments on the proposed scale and distribution of housing and employment growth as well as how the County might adapt to mitigate for climate change.



- XXXIX. The Local Plan Review is intended to establish a positive vision for the future of Wiltshire for the period 2016 2036 (although we note that this period may need to be extended given the NPPF's requirement for Local Plan's to have at least a fifteen year period at the point of adoption) and a framework for addressing housing needs and other economic, social and environmental priorities.
  - XL. It is understood that the Council is working now towards a draft Local Plan Review with the intention of publishing this for consultation in Autumn 2022.
  - XLI. With regard to emerging housing objectives and policies, the following are relevant from the initial consultation Plan:
    - Paragraph 1.1 identifies that Wiltshire will need 40,840 45,630 new dwellings over the period 2016 2036 (based on the Government's Standard Method for calculating Local Housing Need);
    - The Spatial Strategy (page 1) plans to distribute the scale of growth around the County. Paragraph 1.2 and the supporting table indicate that Amesbury is a Market Town with the potential for significant development that will increase the number of jobs and homes to help sustain / enhance services and facilities and promote self-containment and sustainable communities;
    - Footnote 3 (page 1) confirms that the Council is proposing that Amesbury will no longer be linked with Bulford and Durrington (as per the existing Core Strategy) for the purposes of the Spatial Strategy.
    - Paragraph 2.14 and the subsequent map (page 6) indicate that Amesbury, Bulford, Durrington as well as Salisbury and Wilton all remain within the Salisbury HMA area (formerly the South West Wiltshire HMA).
    - Paragraph 2.17 states that future housing needs for Wiltshire have been calculated to provide a minimum and a higher figure.
       The minimum results from using the Government's Standard



Method, while the upper range figure builds in contingency building in longer term migration and economic forecasts.

- For the Salisbury HMA, the table at page 7 sets the minimum and upper housing need range of 10,470 – 10,975 dwellings in the 2016 – 2036 period. The Plan also specifies a 10 hectare employment land requirement for the Salisbury HMA.
- For the apportionment and spatial distribution of housing in the Salisbury HMA area, paragraph 3.49 and associated table (page 17) confirms that the emerging strategy for the Local Plan is to continue the existing approach (SA – A) rolling forward the Core Strategy's pattern of distribution of housing growth. The Plan indicates that housing and employment land requirements are reduced by 11% and distributed pro-rata following the existing Core Strategy.
- Paragraph 3.51 identifies that under this approach, growth at Amesbury would be slightly lower than rolling forward the Core Strategy in order to recognise constraints identified in the Sustainability Appraisal including heritage, landscape risks and restricted education capacity.
- Paragraph 3.53 (page 18) draws an important distinction and change from the existing Core Strategy as it confirms that both Bulford and Durrington are to be separated from being considered as one strategic Market Town together with Amesbury and will instead be treated as two separate Large Villages. This is stated to be for the purposes of Neighbourhood Planning and to maintain their separate identities.
- At page 19, the summary table (extract below) explains the housing requirements for the Salisbury HMA overall. It is important to note that the emerging strategy's housing requirement for Amesbury (1,635 dwellings) in the 2016 36 period is only for Amesbury Market Town itself and that Bulford and Durrington's housing requirements would



therefore be in addition (and are accounted for as part of the 'Rest of HMA' requirement totalling 2,140 dwellings).

			Overall Housing Requirement (Dwellings)		Overall Employment Requirement (Hectares)
	WCS 2006- 2026	Brownfield target (2021- 2031)	Emerging Strategy 2016-2036	Residual at 1 April 2019	
Amesbury	2440	110	1635	350	0
Salisbury	6060	410	5240	940	5
Wilton		-	400	0	0
Tidworth/Ludgershall	1750	40	1555	165	5
Rest of HMA	2090		2140	1200	0
Total	12340		10970	2655	10

Source: Wiltshire Local Plan Review: Consultation, 2021

- As the summary table identifies, taking account of completions and commitments the residual requirement for Amesbury Market Town would be 350 dwellings. Clearly however, both Bulford and Durrington would be expected to contribute new housing on top of this figure as the residual requirement in the 'Rest of HMA' area is 1,200 dwellings (and these two settlements would be expected to accommodate some of this figure).
- Appendix 2 of the Consultation on the Local Plan Review: Amesbury Settlement Statement identifies at paragraph 13 that Amesbury (the Market Town) should meet development needs as far as possible on brownfield sites and suggests a target of 110 dwellings over the next ten years on brownfield land. The Plan also notes that opportunities to meet this target could be the focus of a Neighbourhood Plan although the local community is not progressing one at present.
- Appendix 3 of the Consultation on the Local Plan Review:
   Empowering Rural Communities identifies at paragraph 11 (page 2) that to understand local housing needs, individual communities are encouraged to carry out Rural Housing Needs Surveys to assess the need for affordable housing. There is a clear



emphasis in the emerging text of the Local Plan Review towards individual parish and town communities undertaking their own needs surveys and analysis.



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